



CITY OF GREATER SUDBURY

MULTI-USE RECREATIONAL COMPLEX

FEASIBILITY STUDY

November 1, 2007
Final Draft Report



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Table of Contents

<u>Section</u>	<u>Page</u>
1. Overview	1
1.1 Purpose.....	1
1.2 Study Process.....	2
1.3 Background.....	2
2. Community Context	5
2.1 Demographics.....	5
2.2 Leisure Trends & Best Practices.....	10
3. Community Input	18
3.1 Public Meetings.....	18
3.2 Stakeholder Workshops.....	19
3.3 Interviews.....	19
4. Needs Assessment	20
4.1 Review of the City of Greater Sudbury’s Parks, Open Space and Leisure Master Plan (2004).....	20
4.2 Indoor Ice.....	22
4.3 Indoor Turf.....	28
4.4 Aquatics.....	31
4.5 Other Indoor Components.....	33
4.6 Outdoor Playing Fields.....	37
4.7 Other Outdoor Components.....	40
5. Proposed Facility Concept	41
5.1 Project Principles.....	41
5.2 Potential Facility Components.....	41
6. Capital Cost Estimates	44
6.1 Capital Cost Assumptions & Notes.....	44
6.2 Indoor Components – Capital Costs.....	46
6.3 Outdoor Components – Capital Costs.....	53
6.4 Capital Cost Summary.....	59
6.5 Capital Cost Requirements for Existing Recreational Facilities.....	60
6.6 Facility Design Considerations.....	61
7. Operating Cost Estimates	65
7.1 Community Centre Service Segmentation.....	65
7.2 Central Services.....	65
7.3 Arena.....	67
7.4 Aquatic Centre.....	70
7.5 Indoor Sports Field (Option 1 – Bubble).....	72
7.6 Consolidated Financial Projections.....	73
7.7 Operating Costs for Existing Recreational Facilities.....	74

continued...

<u>Section</u>	<u>Page</u>
8. Implementation Options	75
8.1 Management & Partnership Options.....	75
8.2 Funding Options.....	76
8.3 Implementation Plan.....	78

Appendices

- Appendix A: Public Meeting Summary
- Appendix B: Stakeholder Workshops Summary

LIMITATIONS

This report was prepared by Monteith Brown Planning Consultants Ltd., The JF Group, and MacLennan Jaunkalns Miller Architects (herein referred to as “the Consulting Team”) for the account of the City of Greater Sudbury. The material in this report reflects the Consulting Team’s best judgment in light of the information available to it at the time of preparation. Any use which a third party makes of this report, or any reliance on or decisions to be made based on it, are the responsibility of such third parties. The Consulting Team accepts no responsibility for damages, if any, suffered by a third party as a result of decisions made or actions based on this report.

Section 1 Overview

1.1 Purpose

In July 2007, a Consulting Team led by Monteith Brown Planning Consultants was commissioned by the City of Greater Sudbury to provide the Recreational Complex Advisory Panel and City Council with a report of recommendations regarding the feasibility of developing a multi-use recreational complex.

The Terms of Reference for this project indicates that:

“The program elements of the multi-use recreational complex will be determined based on community and stakeholder consultation. The Feasibility Study will include options for program elements of the recreational facility, including a cost estimate for the construction of the facility, exploration of sources of grant funding, operating costs, and recommendation of potential partners from the private sector to invest in and/operate the facility.”

This Feasibility Study is a combination of two preliminary deliverables prepared by the Consulting Team: (1) the Needs Assessment Report; and (2) the Business Plan Report. Both documents were presented to and reviewed by the Advisory Panel prior to the completion of this Feasibility Study.

Identified in this report are:

- a functional study of facility and space requirements;
- cost estimates for constructing the proposed facility;
- key design features and considerations;
- cost estimates for the annual operation of the facility; and
- a review and analysis of funding and partnership strategies to fund the construction and/or operation of the proposed complex.

This study is to serve as a resource to the City of Greater Sudbury Council in its decisions pertaining to the proposed complex.

Potential implications of a new complex on existing facilities are outside the scope of this Study and would require a more detailed assessment at the appropriate time. As noted in the City’s 2004 Parks, Open Space and Leisure Master Plan, a multi-pad facility was recommended with the knowledge that it would likely impact existing arenas; this impact cannot be fully measured until a new facility is built and is up and operating.

Considerable effort was made to ensure that this Study presents accurate data and a comprehensive analysis that is both justifiable and prudent. Above all, it is the objective of this Study to ensure that the proposed facility meets the needs of the community in the most effective and efficient manner possible.

1.2 Study Process

To date, the study process has included extensive discussions with the Mayor, City Councillors, several City Staff from multiple departments, and the Recreational Complex Advisory Panel. Local residents and stakeholders have also been engaged through a public meeting (prior to the retention of the Consulting Team) and three workshops. In addition, background research and analysis into participation trends, demographic forecasts, facility usage, financial data, management and operating approaches in other jurisdictions, and related factors has been undertaken, all of which has provided a foundation upon which to identify recommended facility components, capital and operating costs, and potential management approaches for the proposed Multi-Use Recreational Complex.

1.3 Background

The City of Greater Sudbury serves as the regional capital of northeastern Ontario, an area which contains an estimated 550,000 people, including approximately 158,000 people in the City. Greater Sudbury was formed in 2001 through an amalgamation that saw the regional government, 7 lower-tier municipalities, and several unorganized townships become one. With a land area of 3,627 square kilometres, the City is one of the largest in Canada and is nearly two-thirds the size of Prince Edward Island.

Indoor recreational facility service levels in the area have generally been in decline since the early 1970s, when most of the area's facilities were built or still in the early stages of their lifecycles. The most recent new construction project was Countryside Arena in the former City of Sudbury, which was a single pad built in 1993; plans to add a second ice sheet to this facility never materialized. The infrastructure renewal and facility development needs of the City over the next 10 years far outstrip the resources allocated to the City's Capital Program.

In 2004, the City prepared a Parks, Open Space & Leisure Master Plan. This Master Plan examined all aspects of parks and leisure in an effort to address current and future needs in a prioritized, fiscally-responsible, and community-responsive manner. The Plan assessed needs for all parks and facility categories and identified several high priority projects, including the need for a Multi-use Recreation Complex (to be confirmed through a feasibility study – hence this report). At the time, it was recommended that the following facilities be considered for the complex:

- two ice pads;
- gymnasium;
- multi-purpose space (including space for arts and culture);
- outdoor soccer and/or football fields; and
- possibly an active living centre, indoor pool, library, and/or other potential elements (depending on identified need and feasibility).

The recommendation also included a preference for the facility to be located along the LaSalle or Notre Dame corridors and emphasized that partnerships with the private and/or non-profit sectors should be considered in the development and/or operation of the facility.

Other priority capital projects recommended in the 2004 Master Plan – as they relate to the scope of this project – included:

- trail development;
- parkland acquisition;
- adding a second ice pad to Countryside Arena, as well as outdoor play fields;
- soccer field development at several sites and through various means (e.g., new fields, lighting existing fields, converting under-utilized ball diamonds);
- examination of the need for indoor turf facilities, possibly through the conversion of a surplus arena;
- consideration of an outdoor artificial turf field with limited spectator seating;
- upgrade the outdoor running track at Laurentian University (*note: Laurentian University students have recently elected to build a non-competitive indoor running track and the City has partnered with the school to completely rebuild the outdoor track and field facility, including the all-weather track*); and
- several permanent skate parks and basketball courts.

With the need for a Multi-use Recreational Complex (of some configuration) being apparent, the current City Council has supported this initiative, pending future study. Council is also in the midst of undertaking more detailed study regarding the design and viability of a Performing Arts Centre in the community. Both projects are seen as fundamental to improving the quality of life for all City residents and there is an expectation that both major projects can be made viable.

Additional support for the Multi-use Recreational Complex has been provided through the following initiatives:

Healthy Community Initiative / RCE Designation

In 2004, the City of Greater Sudbury had identified the Healthy Community Initiative as one of its four strategic priorities and appointed an Expert Panel on this matter the following year. The Expert Panel developed a healthy community strategy which focussed on four priorities: (1) active living/healthy lifestyle; (2) natural environment; (3) civic engagement/social capital; and (4) economic growth. A Healthy Community Cabinet was appointed in 2006 to help implement the Healthy Community Strategy. The Healthy Community Cabinet has provided its support to this multi-use recreational complex proposal and has expressed its desire for the future facility to be constructed considering the LEEDS (Leadership in Energy and Environmental Design) certification.

As identified in the City's Healthy Community Strategy, addressing the infrastructure renewal needs and other challenges associated with promoting active living and healthy lifestyles will require creative solutions, collaborative education, programs, services, and research aimed at:

- encouraging individuals and community to take ownership of their health;
- corporations supporting individual family wellness and health & safety; and
- adequate government resources to build capacity and enable fair access for all citizens.

Seeing the link between a healthy community and a sustainable community, the City was designated a "Regional Centre of Expertise on Education for Sustainable Development" (RCE) in 2007. RCEs are a network of organizations recognized by the

United Nations that work together to strengthen the collaboration on Education for Sustainable Development. Sustainable development, for the City's purposes, is defined as a balance between environmental stewardship, economic growth, and social development.

Premier-Ranked Tourism Destination Report

Also of note, in 2004 the City prepared a "Premier-Ranked Tourism Destination Report" that evaluated the City's attractiveness to tourists. This study found that "to become a year-round sporting destination, Greater Sudbury needs to strategically invest in sports that maximize the use of existing and future venues."

Furthermore, this tourism report suggested that "event requirements have changed to the point that Greater Sudbury's sporting infrastructure cannot, in many cases, accommodate all the requirements needed to host provincial, national, or international events." As a result, a series of recommendations were made, the following of which have relevance to this study:

- Consider the development of a new multi-use recreational complex;
- Consider the needs of tournaments when developing recreational facilities; and
- Allocate resources to identifying and attracting more sport tourism.

In addition to potentially creating opportunities for sport tourism, another related economic benefit of a new multi-use recreational complex may include the enhancement of quality of life and place that promotes the retention and recruitment of individuals and families.

Section 2 Community Context

In researching community needs, this section considers socio-demographic trends and recreation patterns. Effective planning for current and future residents of Greater Sudbury requires the identification of existing and emerging trends that could potentially affect facility and program needs. Understanding trends related to demographics, participation, and facility provision can assist with anticipating shifts in the demand for recreation and leisure opportunities.

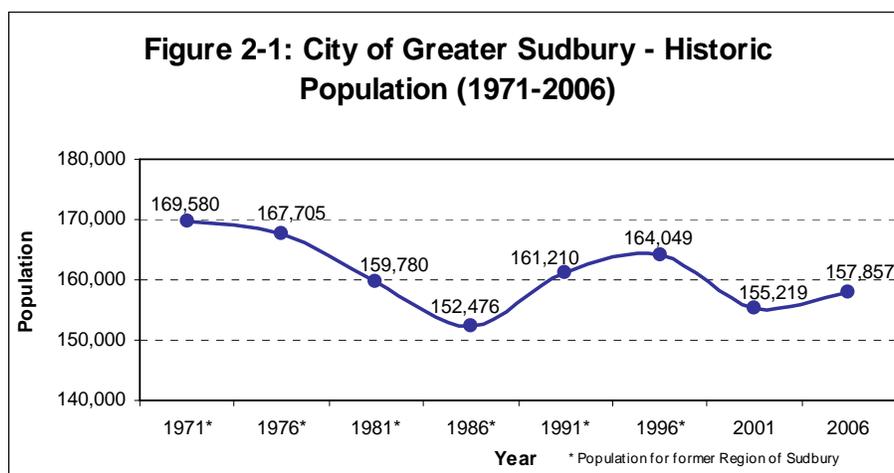
This section summarizes major trends in participation, demand and the delivery of recreation facilities and services, based largely on information collected from provincial and national research, with references to local implications or data where appropriate.

2.1 Demographics

The analysis of socio-demographic data is a critical factor as it looks specifically at who lives in the community (now and in the future) and their composition. Each of these aspects can be indirectly correlated to recreation participation and activity preferences.

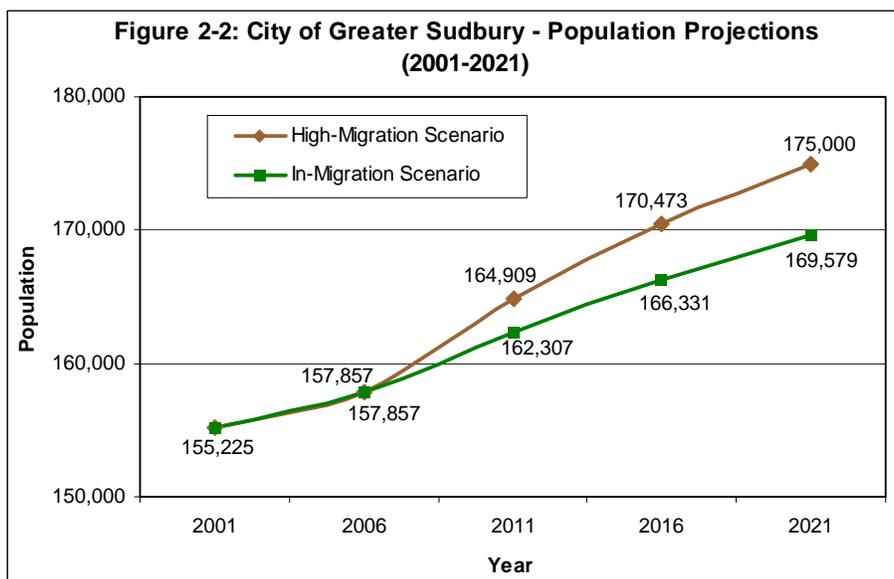
2.1.1 Population Levels (historic and projected)

Historically, the City of Greater Sudbury has experienced considerable fluctuations in population. The City's (then the Region's) population peaked in 1971, with a total of 169,580 people. Since that time, fluctuations have occurred as a result of changes in the economy and subsequent migration patterns. The latest Statistics Canada Census data indicates that Greater Sudbury's population is increasing, with a total of 157,857 residents in 2006 (see Figure 2-1). The increasing residential population can be attributed to numerous circumstances, including the strength and diversification of Greater Sudbury's economy and significant efforts by the City to improve quality of life.



Source: Statistics Canada, Census

The City’s new Official Plan included two streams of population forecasts: the “In-Migration” scenario and the “High-Migration” scenario. The two projections were developed to support the goal of attracting new residents to the City while retaining a high proportion of existing citizens (see Figure 2-2). Both projections envision steady population growth, requiring the City to either develop new infrastructure or to upgrade and/or adapt existing infrastructure to meet the needs of an increasing population.



Sources: 2001, 2006 – Statistics Canada, Census; 2011, 2016, 2021 – City of Greater Sudbury: Parks, Open Space & Leisure Master Plan (2004)

The “High-Migration” scenario was developed to reflect a target established by City Council. Specifically, a goal of 175,000 residents has been set, with the intention of attaining this population level by 2021 or earlier. It is this population forecast that will be used for the purposes of this Study.

The “In-Migration” scenario is based on the historic high population of 169,580 reached in 1971 (Sudbury Regional Municipality census division). This scenario establishes the former population figure as the upper limit of growth (2021) and is useful in assessing the adequacy of infrastructure for planning purposes.

***Implications:** The City is set to experience modest population growth over the next fifteen years, resulting in a net increase in the number of residents seeking recreation services. Although Greater Sudbury’s population is expected to increase, the City’s historic population fluctuations provide some caution to future projections and indicate that a careful and balanced approach to planning should be taken. It is necessary to approach facility planning with a flexible and market-driven approach to enable the City to adjust its services to meet future circumstances.*

The City’s population fluctuations are closely linked to the resource market. With rising demand for nickel comes growth and prosperity. When demand lessens, there are layoffs, economic impacts, and out-migration.

2.1.2 Population Distribution

The majority (88,855 or 56%) of Greater Sudbury's population is within the former City of Sudbury¹. Between 2001 and 2006, the population in the former City increased by 4% while the number of people in outlying communities declined by 1%. Outside of the former City, the greatest concentrations of residents live in:

- the Val Terese / Hanmer / Val Caron area (approximately 19,100 or 12%);
- the Azilda / Chelmsford area (approximately 10,500 or 7%); and
- the area between these two concentrations, commonly referred to as "the Valley" (approximately 7,400 people or 5%).

Smaller populations exist in communities such as Capreol, Coniston, Dowling, Falconbridge, Garson, Levack, Lively, Naughton, Onaping Falls, Skead, Wahnapiatae, Whitefish, Worthington, and rural areas.

Given the projected population values from 2006 to 2021, it is estimated that the City will grow by approximately 11% under the High-Migration scenario. Forecasts generated for the City's new Official Plan suggest that over one-quarter of this growth will occur in the South End of the former City of Sudbury. Combined with strong growth projections for the Minnow Lake area and Lively, one-half of new growth over the next 15 years in Greater Sudbury is expected to occur in the southern portion of the City.

At present, the City is seeing strong residential growth in the South End and New Sudbury areas of the former City of Sudbury, as well as in Valley East. In many cases, these residents represent first-time homebuyers and young families that are likely to be users of municipal recreational services.

Implications: New population growth will occur throughout the City, but some communities will have stronger growth rates than others. The communities that undergo considerable population growth may require greater accessibility to recreational services.

Any new major recreation complex should be located to serve all of Greater Sudbury, but the preferred location is where it can serve the greatest concentration of residents and where the demand is the greatest.

2.1.3 Age Composition (historic and projected)

The aging trend that is being experienced across North America (driven largely by the baby boom generation) is prevalent in Greater Sudbury. Census data indicates that, between 2001 and 2006, the City saw a reduction in the number of residents in the 0-19 and 25-44 age groups, while increases were witnessed in the number of residents ages 45-64 and 75+. The City also has an older age profile than the Province (in 2006 Greater Sudbury's median age of the population was 41.1; in Ontario the median age was 39.0). Greater Sudbury has a higher percentage of seniors (over 65 years of age) than the average in Ontario and Canada.

¹ Source: Statistics Canada, Age and Sex for the Population of Census Tracts (100% Data), Cat. No. 97-551-X2006007, 2006 Census.

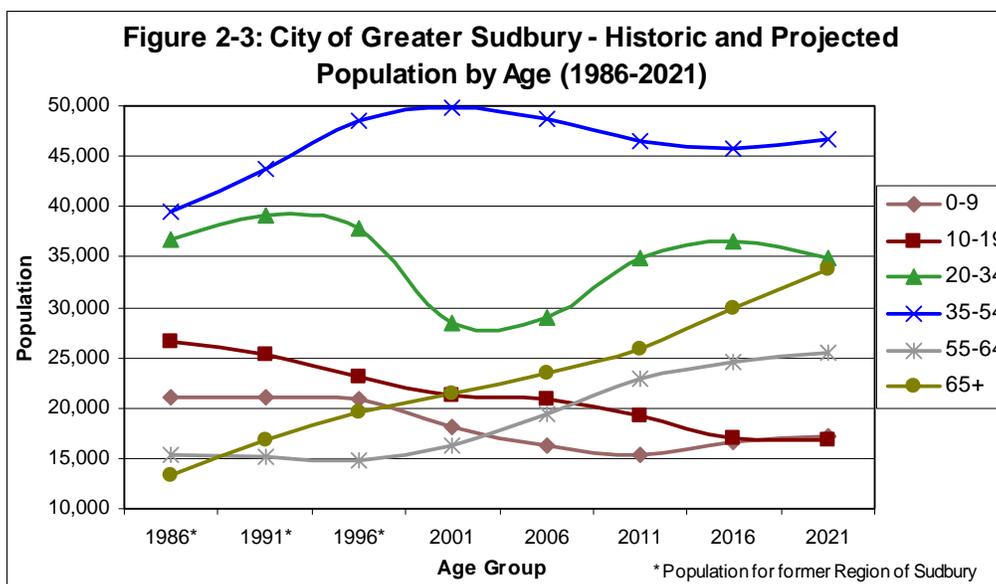
Between the current 2006 census until the predicted population in 2021, the forecasts (see Table 2-1) demonstrate little fluctuation in the number of children aged 0-9 and adults aged 35-54. A 19% decrease is forecasted for the 10-19 year old age cohort during this period. Conversely, a 21% increase in population is predicted for the 20-34 age cohort (this category represents the “baby-boom echo”, the children of baby-boomers) and increases of 31% and 44% are forecasted for the 55-64 and 65+ age groups, respectively.

Table 2-1: Historic and Projected Population by Age Group

Age Cohort	1996	2001	2006	2011	2016	2021
0-9	20,890	18,030	16,325	15,431	16,632	17,208
10-19	23,050	21,200	20,860	19,247	17,067	16,901
20-34	37,850	28,470	28,940	34,830	36,466	34,878
35-54	48,530	49,835	48,775	46,565	45,750	46,676
55-64	14,740	16,180	19,485	22,965	24,584	25,506
65+	19,675	21,510	23,475	25,871	29,973	33,810
Total	164,735	155,225	157,860	164,909	170,472	174,979

Sources: 1996, 2001, 2006 – Statistics Canada, Census; 2011, 2016, 2021 – City of Greater Sudbury: Parks, Open Space & Leisure Master Plan (2004)

Note: Population forecasts for 2011-2021 represent the high-migration scenario.



Sources: 1986, 1991, 1996, 2001, 2006 - Statistics Canada, Census; 2011, 2016, 2021 - City of Greater Sudbury: Parks, Open Space & Leisure Master Plan (2004)

Note: Population forecasts for 2011-2021 represent the high-migration scenario.

Implications: *The number of children and teens is expected to decline over the next fifteen years, likely resulting in a reduced need for youth-oriented recreational facilities and services. If the number and composition of new families moving into the City does not deviate from the forecasts, growth in the number of youth seeking recreational opportunities will have to come from increases in participation rates, rather than increases in population. For example, increases may come from a greater number of women participating in sports and greater adult involvement.*

At the same time, the aging trend is expected to become more pronounced, suggesting a stronger demand for services aimed at young adults and the 55+ population (including the “new” active older adult).

2.1.4 Household Income

Despite increasing diversity in the City's economy, the influence of natural resource industries (particularly mining extractions) remains strong. Other strengths include health care, social services, and public administration. The past reliance on fluctuating resource-based economies means that the City's unemployment rate is traditionally higher than the average in Ontario. Most recently, however, there has been strong growth in the mining field which has led to new job creation, residential building development, and an overall optimism throughout the City.

The reported median incomes of individuals, families and households in the City of Greater Sudbury are lower than that of those residing in the Province (as of 2001; this data has not yet been released from the 2006 Census). For example, in 2001 the median household income in Greater Sudbury was \$45,206, as compared to \$53,626 across Ontario. 15% of Greater Sudbury's residents live below the low income cut-off, as identified in the 2001 Census. Information about the increased wage rates in the mining industry may change this status when the 2006 economic profile Census data is made available.

Implications: With a higher proportion of low to middle-income earners, residents of Greater Sudbury – on the whole – require recreation services that are affordable; this often leads to a preference for municipally-supplied services. Income levels become an important factor in recreation planning, as they can have a bearing on participation rates and sensitivity to user fees.

2.1.5 Ethnic Origin

Greater Sudbury is a relatively settled, homogeneous community with a low rate of foreign-born residents. In 2001, 27% of Ontario residents were born in a country outside of Canada, compared to only 7% of Greater Sudbury residents. Despite increasing immigration Country-wide, the number of foreign-born residents has declined in the past 10 years; from 8.1% in 1991, to 7.5% in 1996. More recent data is not yet available from the 2006 Census.

The more culturally diverse a community is, the more diversified the expectations are for the municipality's leisure offerings. The relatively low number of foreign-born residents suggests that traditional activities are more likely to remain the most popular. However, there are exceptions to this rule, especially when based on preference more than ethnic origin.

Implications: Although the City – like most communities in Ontario – may become more ethnically diverse in the future, the rate of change is not likely to be dramatic. With greater diversity, the City can gradually expect to see more demand for non-traditional activities (e.g., cricket, women-only swim times, etc.); however, interest in recreational activities is more likely to be impacted by factors such as the aging of the population and other lifestyle trends.

2.2 Leisure Trends & Best Practices

The following leisure trends are felt to have relevance to the multi-use recreational complex proposal due to their potential influence on the demand and usage of recreation facilities and programs in the City. Many of the trends have been excerpted from the City's 2004 Parks, Open Space & Leisure Master Plan.

2.2.1 Growing Inactivity Among Children and Youth

In 2003, only 50% of Canadians age 12 and over were considered to be “active or moderately active” in leisure-time physical activity, meaning that 50% are insufficiently active for optimal health benefits. Although activity levels generally decline with age, physical inactivity is also a problem among children and youth. The low levels of physical activity are strongly correlated to the weight epidemic in Canada and the increasing number of children and youth that are overweight or obese.

- Teenagers aged 15 to 19 are more likely to be sedentary than those aged 12 to 14.
- Girls between the ages of 12 and 14 are least likely to participate in structured recreational activities as self-awareness decreases their interest in participating in traditional competitive sports with boys.²
- The proportion of children taking daily physical education classes in schools is decreasing.

In 2005, the Provincial Government launched a program called “Active2010” that aims to increase physical activity for everyone, with a particular focus on 10 to 14 year-olds. The government is investing \$5 million per year in Active 2010 to improve awareness of the benefits of physical activity and to motivate Canadians to get active. Through this and other programs, the Federal and Provincial governments are aiming to increase physical activity levels by 10 percentage points by the year 2010.

2.2.2 Health and Obesity Becoming a National Crisis

A 2004 survey by the Canadian Federal Government found that 6.8 million Canadians between the ages of 20 and 64 are overweight and an additional 4.5 million are obese.³ Of even greater concern is the number of overweight and obese children in Canada. The number of overweight Children between the ages of 7 and 13 has increased by 200%-300% between 1981 and 2001. The 2000/01 Canadian Community Health Survey published by Statistics Canada indicates that 48.6% of Greater Sudbury residents are defined as being physically inactive, which is a slightly lower percentage than the provincial and national averages. Furthermore, the incidence rate of cancer – along with deaths from heart disease – is higher in the Greater Sudbury area than the rest of the province and Country.

It is estimated that the cost of obesity and physical inactivity in Canada is up to \$4.3 Billion a year, which accounts for both the direct (healthcare) and indirect costs.⁴ From a municipal perspective, the alarming rates of childhood and youth obesity provide a strong basis for ongoing support to programs which foster improved levels of activity. Most certainly, there is a

² National Heart, Lung, and Blood Institute. (2000). Trail of Activity for Adolescent Girls.

³ Starky, S. (2005). The Obesity Epidemic in Canada. Parliamentary Information and Research Service. July 15, 2005

⁴ Ibid.

need to work with other agencies to improve the integration of recreation and health services through opportunities in program delivery. As income is a factor affecting participation in leisure activities, there is also a sound basis to maintain a core of affordable and accessible programs.

2.2.3 Lack of Free Time is the Main Barrier to Participation

Canadians have – in every survey conducted by the Canadian Fitness and Lifestyle Research Institute (CFLRI) since 1988 – identified “lack of time” as the most significant variable affecting participation in leisure activities. The 2002 CFLRI Physical Activity Monitor found that 75% of adults cite “lack of time” as a barrier to physical activity, followed by “lack of energy” (64%), “lack of interest” (62%), and “illness or disability” (57%).

Lack of time as a barrier to participation is largely a result of the evolving employment and family structures in Canada. Commuting, home-based occupations, night-shifts and weekend work are creating the need to have services open later and the need to promote drop-in opportunities. Similarly, the changing family structure with many lone-parent families is putting significant time pressures and constraints on recreation and leisure participation. The time crunch is generally the greatest in the age groups between 15 and 54, where burdens of school, work, and child rearing are heaviest.

This will have implications on the provision of recreation facilities and services, including the demand for services during non-traditional hours, drop in activities, and the continued popularity of multi-purpose facilities that provide cross-programming opportunities serving more than one family member. This also supports the notion that casual and unstructured activities, as well as events and programs for older adults (who have the most free time), will offer the greatest opportunity for growth.

2.2.4 Polarization of Income Groups leaves Recreation Unaffordable to Many

Statistics Canada has identified that the richest 10% of the Canadian population have seen an increase in their income by 14%, while the poorest 10% have seen an income increase of less than 1%. The term “working poor” has been put forward in recent years to describe the financial situation of many Canadians who have a job but do not have any additional funds beyond paying for life necessities (due to increasing cost of living). This growing polarization may impact recreational participation patterns, as private facilities and programs grow in popularity for the higher income brackets and municipal programs come under increased pressure to assist those who cannot afford to participate.

2.2.5 Participation in Organized Sports is Declining

Participation in sport has declined significantly in Canada during the last decade (although there are exceptions, such as soccer). Studies conducted by the Canadian Fitness and Lifestyle Research Institute and Statistics Canada have resulted in a number of relevant findings:

- Sport participation levels decline with age, beginning at the age of 12 and dropping off considerably beyond the age of 20. The teenage years are increasingly characterized by reduced participation in physical activity and a corresponding reduction in fitness.
- There are gender preferences for sport; favoured activities for women are generally swimming, golf, baseball and volleyball, while men generally prefer hockey, golf, baseball or basketball. Soccer is increasingly popular with both genders.

- Children whose parents participate in sport are more likely to be active (two-thirds of active children have one or more parent engaged in sport).

Despite these findings, “sport tourism” is a growing market nationwide. Greater Sudbury's role as a regional centre requires greater attention to tournament quality facilities that would provide direct and indirect financial returns, such as multi-field soccer complexes and multi-pad arena facilities.

2.2.6 Activity Participation by Age Group

In recent years we have seen an increased preference for unstructured or drop-in activities that provide a greater range of flexibility for personal scheduling. With the changes in family structure and employment arrangements, pre-scheduled recreation and leisure programs often exclude those wishing to participate at non-traditional times.

Children and Youth

Walking, bicycling, swimming, running/jogging, and basketball are some of the more popular activities for children and youth. Skateboarding has recently gained momentum as a key activity, especially for male youths, and soccer is the most popular organized sport. The 2000 Ontario Profile found that 26% of Ontario children reportedly spend time in organized activities such as soccer practice or swimming after school, while 74% spend their time in unorganized physical activities after school. The trend away from structured/organized activities and toward more self-directed, self-scheduled, unorganized, unstructured, and spontaneous leisure activities applies to people of all ages.

A number of research studies have found a correlation between youth activity patterns and various socio-demographic circumstances. For instance, the 1998/99 National Longitudinal Survey of Children and Youth found that the children who were least likely to participate in organized facilities were those:

- in lower income families;
- with very young parents;
- whose primary care-giver had less than a high school education; and/or
- in single-parent families.

Most municipalities are challenged in their quest to offer teen programming. In short, young people want a place to just “hang out”. Youth centres have the ability to become “community resource centres”, combining drop-in facilities with a variety of youth-directed activities and effective access to supports and resources. Appropriate youth supports and facilities are also an important strategy in addressing issues related to “youth at-risk”, which are a growing focus of government health and recreation agencies nation-wide. A broad interpretation of “at-risk” groups that includes all ages and circumstances (e.g., new immigrants, low-income earners, people with disabilities, etc.) may be appropriate to use in the context of recreational programming and assistance.

Adults

For this demographic group, the most popular activities will continue to be walking and gardening. Team sports and racquet sports attract a smaller market segment than do individual activities and sports. While the percentage of physically active adults has decreased in recent

years, men are more likely to participate in physical activity than women⁵. Also of note, golf has replaced hockey as the number one sport activity for Canadians. Generally, the most popular activities are less physically arduous and, in light of the anticipated aging of the population, this trend is expected to continue.

Older Adults and Seniors

Declining birth rates mean that the population is aging. The largest group demographically is the adult “baby boomer” population (currently 43 to 61 years of age). This age group will reach retirement age over the next 20 years, resulting in a significant “greying” of the population and greater demand for programs and activities aimed at older adults. Between 2006 and 2026, the number of Canadian seniors is expected to increase from 4.3 million to 9.8 million⁶. By and large, this older cohort will live longer and generally will have a higher disposable income than previous generations.

With the increase in “active” seniors, it is expected that there will be a shift to:

- slightly less physically rigorous activities, as well as personal skill development;
- activities that are more informal, casual and self-scheduled;
- higher expectations in terms of quality services and facilities;
- demand for outdoor programs (e.g., gardening, bird watching, etc.)
- more arts and cultural activities to serve this age group;
- opportunities for life long learning; and
- a greater emphasis on “active living”.

There will still be a group of seniors that reflect the historical interests for seniors, such as curling, but this will represent a small portion of the senior total population. Activities of interest for active older adults will include swimming, yoga, pilates, fitness, walking, and even more rigorous activities, such as hockey.

Summary

The following tables identify the general trends for unstructured and structured activities by age group based on research in similar communities. As such, they may not be entirely indicative of local circumstances.

⁵ Canadian Lifestyle and Fitness Institute. (2003). Increasing Physical Activity. Available online at <http://www.cflri.ca>

⁶ CBC News. (2007). Boomers to reshape what it means to be a senior. Available online at www.cbc.ca

Trends in Unstructured Activities

Activity	General Trend	Children	Youth	Adults	Seniors
Cycling	↑	↑	↑	→	↑
Cross Country Skiing	→	→	→	→	↑
Fitness/Aerobics	↑	n/a	↑	→	↑
Gardening	→	n/a	↓	→	↑
Jogging	→	n/a	→	→	↓
Skateboarding	↑	↑	↑	→	n/a
Skiing (downhill)	→	→	→	→	→
Swimming	→	→	→	→	↑
Trails/Hiking	↑	→	↑	↑	↑
Walking	↑	→	→	↑	↑

Trends in Structured Activities

Activity	General Trend	Children	Youth	Adults	Seniors
Baseball	↓	↓	↓	→	→
Basketball	↑	↑	↑	→	→
Curling	→	n/a	→	→	↓
Football	→	→	→	→	n/a
Golf	↑	↑	↑	→	→
Hockey	→	→	→	→	↑
Lacrosse	→	n/a	→	→	n/a
Soccer	↑	↑	↑	↑	→
Squash/Racquetball	↓	n/a	→	↓	↓
Tennis	→	→	→	→	↑
Volleyball	→	→	→	↑	→

2.2.7 Emerging Recreation and Leisure Activities

Across Ontario, there are numerous recreation and leisure facilities that are increasing in popularity and the provision of such facilities is becoming more widespread. These facilities include:

- Multi-use Sports Fields
- BMX Bike Parks
- Leisure Pools
- Climbing Walls
- Skateboard Parks
- Artificial Skating Paths
- Spray Pads/Splash Pads
- Accessible Playgrounds

2.2.8 Indoor Facility Planning

There are several key trends related to indoor facility planning:

- The desire for multi-purpose facilities to serve cross-programming demands, family recreation outings, and rising expectations for quality service and value for money. Interest in family recreation and "destination" facilities (e.g., indoor water parks) is also on the rise.

- As the younger, fitter, senior (“aging boomer”) becomes a more significant cohort, the traditional stand-alone seniors centre cannot meet all of the programming needs of this age group. Integrating activities for older adults into multi-use and multi-generational community centres is the preferred approach. While we envision the “active” senior, eventually facilities will have to deal with increasing numbers of “special needs” senior citizens – a factor that must be taken into consideration in facility design.⁷
- There is a need for flexible space (multi-purpose rooms, gymnasiums with retractable walls, swimming pools with floors that can be raised and lowered) to provide a range of opportunities for the increased segmentation in demand due in part to the changes in community composition.
- Libraries are increasingly being seen as “community centres” that offer enhanced children’s spaces, teen areas, multi-purpose meeting and study rooms, coffee shops, and meeting places. Many communities are co-locating library branches with recreation facilities, which creates more cross-programming opportunities, generates more foot traffic and overall usage, and makes for a “one-stop shopping” experience. Library and indoor aquatic facilities are especially good partners as both serve similar markets.
- Multi-pad arena facilities are becoming more common as they can better accommodate both league play and tournaments. In addition, these facilities provide tourism opportunities and operational cost efficiencies.

2.2.9 Outdoor Facility Planning

Outdoor recreation represents a growing market in the leisure sector. Activities such as nature study, hiking and walking, eco-tourism, and golf – to name a few – each have strong profiles for growth in the coming years⁸. Not coincidentally, most of these pursuits share common attributes, most notably that they are self-programmed, resource-based, self-scheduled, and can be tailored to the participants’ desired fitness level.

Trails are a cost-effective method to increase physical activity levels for all age groups and to support positive interaction between the community and the natural environment. In an Ontario survey, 28% of respondents stated that a lack of pleasant places to walk or bike is a barrier to participation. Time after time, community surveys identify high levels of demand for both paved and nature trail systems. Traditionally, trail development has been under funded; however, municipalities are seeing the value of trail expansion and many are allocating more resources to trail construction and maintenance.

Outdoor facility planning presents several challenges, as Ontario experiences a dichotomy in temperatures with cold winters and very hot summers. This hinders the ability of outdoor facilities to achieve operational efficiencies, as their open season is relatively short. Swimming for example, which is a favoured activity for all Ontarians, is very costly to offer with the short operating seasons of outdoor pools (most of which are aging). Gradually, municipalities are beginning to close outdoor pools and replace them with fewer, but better, indoor pools or cost-effective outdoor water play features (e.g., splash pads).

⁷ The Randolph Group Management Consultants Inc. Emerging Issues in the Not-for-Profit Recreation Sector, Ontario Ministry of Citizenship, Culture and Recreation, July 2000.

⁸ Basen, J. et al (1999). Outdoor Recreation Participation Trends. US Forest Service, Southern Research Station, 1999 - 216.48.37.129

More frequently, municipalities are building multi-field sport parks through partnerships with sports groups and/or adjacent municipalities. Driving this trend is operational efficiencies and the desire to capture the tournament market. Long gone are the days of the park template consisting of one ball diamond and one soccer field.

Across the province, many municipalities are struggling to meet the demands for high quality soccer pitches. Usage of school fields, lighting of fields, conversion of under-utilized ball diamonds into soccer fields, and even the installation of artificial turf are many of the ways to extend usage of limited resources. The cautionary note is that, in the long-term, this escalation in demand for soccer is not likely to continue – already it appears that participation is flattening. In developing any facility, it is essential to ensure that facilities are not being developed to meet a peak in demand and that there are opportunities for multi-uses.

Outdoor facilities, such as parks or sports fields, are also seeing an increasing demand for ancillary amenities. This includes higher quality washrooms, drinking fountains, concessions, better playing surfaces and benches.

2.2.10 School Board Funding a Growing Concern

As school boards face increasing monetary pressure, due primarily to changes in their funding formulas, there has been a downloading of costs to community groups and municipalities that rely heavily on school facilities. Access to schools has been identified as a major concern for many non-profit groups. Fees imposed on these user groups increased by 138% between 1998 and 2003 across Ontario. A report commissioned by the Ontario government in 2000 identified that rising costs and increasing difficulty in finding appropriate space were among the key concerns of not-for profit recreation sector organizations.⁹

In response to this trend, the Provincial Government launched a program in 2005 that provides school boards with additional funds to cover the incremental costs of community use of their facilities. This government program makes community access after school and on weekends more affordable to local citizens, although the savings vary from municipality to municipality. Like any government program, the long-term availability of this funding is not guaranteed.

2.2.11 The Role of Public-Private Partnerships

Municipalities are facing ever-increasing expectations from their residents. There is a growing realization, however, that municipalities cannot be everything to everyone. In response to emerging consumer demands and shifting economic conditions, many communities are pursuing partnership approaches that dramatically differ from traditional service delivery mechanisms. Partnerships, alliances, and collaborative relationships of varying types are required in today's day and age to effectively and efficiently provide for the leisure needs of citizens. Not only is there growing interest in public-private partnerships (P3s), but also in arrangements with Trusts acting on behalf of community organizations and formal operating or cost-sharing relationships with school boards as well as user/community groups.

A 2006 survey that investigated the level of support amongst Canadians for P3's, found that 9 out of 10 Canadians believe that Federal, Provincial, and Municipal governments are not

⁹ Ontario Ministry of Citizenship, Culture and Recreation, Emerging Issues in the Not-For Profit Recreation Sector, The Randolph Group Management Consultants Inc. July 2000. Available on line: <http://www.lin.ca>

keeping pace with demand for new or improved public infrastructure services¹⁰. Furthermore, 72% agree that P3s should be used in the Recreation sector to improve or create new facilities and programs (the sector with the highest support for P3s). The challenge is to create relationships that provide mutual benefit to those involved in the partnerships while protecting the interests of those affected by them.

A report investigating P3s conducted for the Ontario Ministry of Citizenship, Culture and Recreation observed that several municipalities are engaged in relationships with private interests without a general framework or pre-established protocol to guide the partnership processes. In the absence of a framework, knee-jerk decisions became commonplace causing difficulty in effectively creating a successful relationship. Municipal officials expressed a strong desire for a standardized approach for the evaluation of partnership strategies, the selection of partners and to ensure that the risks and benefits of the partnership are mutually shared.

2.2.12 Financial Relief for Aging Infrastructure

A 2006 study by Parks and Recreation Ontario identified that 80% of the community centres, ice pads, and indoor pools in Ontario are over 25 years old and 30% to 50% of these facilities are near the end of their useful life¹¹. Infrastructure province-wide is chronically under funded and, although senior levels of government have recognized this, there are presently no large-scale funding programs on the horizon to deal with this crisis. Greater Sudbury's arenas and pool are classic examples of this statistic with all but one facility being well over 25 years old.

In the fall of 2005, Provincial and Federal leaders committed to increasing the number of Canadians who participate in physical activity by 20% through a program entitled the Integrated Pan Canadian Healthy Living Strategy. To date, there is no funding tied to this program for municipalities or organizations.

¹⁰ The Canadian Council for Public Private Partnership (2006). Trends in Canadian Support for Public Private Partnerships. Available online at: www.pppcouncil.ca

¹¹ Park and Recreation Ontario. (2006). Ontario Sport and Recreation Infrastructure Study. Available online at <http://216.13.76.142/PROntario/index.htm>

Section 3 Community Input

In planning for recreational facilities – particularly one of the magnitude that is being proposed – it is essential that the community and local decision-makers be consulted throughout the process. In order to increase the potential for the facility to be successful, it must be designed with the needs of its users in mind and be reflective of local needs.

With this in mind, a consultation programme was designed for this project that consisted of:

- two open public meetings (June 2007 – undertaken by the City prior to the feasibility study being initiated; and October 2007);
- a series of 3 community workshops for selected stakeholders (August 2007);
- interviews with the Mayor and City Councillors (July/August 2007);
- interviews with key staff from several City Departments (July/August 2007); and
- an input session with the Recreational Complex Advisory Panel (August 2007)

This section contains a high level summary of the consultation undertaken to date.

3.1 Public Meetings

On June 7, 2007, the City's Recreational Complex Advisory Panel held a public input session at Tom Davies Square to gather preliminary information relating to the specific need and space program for the proposed facility. Several community organizations and unaffiliated residents spoke of the challenges their club/organization face regarding the existing recreational facilities and what they would like to see in a new multi-use facility. Many of these organizations also participated in the workshops held in August, which gave them an opportunity to expand on their specific requirements.

Arising from this meeting was the following "wish list" of facility components to be considered for inclusion in the multi-use recreational complex:

- multi ice pad facility
- gymnasium
- indoor running track
- artificial turf
- equipment storage rooms
- meeting rooms
- outdoor oval track
- soccer complex (8 fields)
- baseball complex (lit)
- retail space
- large multi-use hall
- Olympic size ice pad
- larger dressing rooms
- licensed restaurant
- theatre arts/concert hall
- off-ice training/fitness area
- squash/badminton courts
- green space for ultimate frisbee
- clubhouse (change rooms)

A summary of the presentations from each group has been included in [Appendix A](#) of this report. Relevant information from these presentations has been incorporated into the needs assessment (Section 4), where appropriate.

A second public meeting was held on October 18, 2007 to present the findings from the draft Needs Assessment. The input from this meeting has been considered in this report.

3.2 Stakeholder Workshops

Three invitation-only workshops with community sports and leisure organizations (ice users, play field users, and other potential users) were held on August 20 and 21 to discuss facility needs and to identify space requirements and design aspects of the proposed multi-use recreation facility.

A summary of the information received through these sessions has been included in Appendix B of this report. This information has been incorporated into the needs assessment (Section 4) where appropriate and will also be useful for the next phase of this project.

3.3 Interviews

In July and August, the Mayor, City Councillors, and several key City staff from several departments were invited to participate in information-sharing sessions. These interviews were designed to explore topics such as facility needs, operational models, funding, and other various factors relating to the development of the proposed multi-use recreational complex. These sessions were integral to creating a deeper understanding of the City's vision for this complex, as well as the opportunities and challenges relating to its implementation.

As these interviews were undertaken in confidence, the information derived from them will not be produced in summary form. Nevertheless, this input has been integral to the needs assessment that follows and, where appropriate, specific information has been integrated into this report.

One note worth mentioning, however, is that in undertaking the public consultation program, there was one common message from nearly all participants:

"If this project is ever going to happen, now is the time."

Section 4 Needs Assessment

One of the key deliverables of this study involves an examination of the need and demand for a new multi-use recreational complex and its various components. The type of recreational spaces and activities proposed for the new facility must be examined more closely to ensure that they are designed to meet needs over both the short and long-term without creating an unsustainable duplication of service.

Our review is based on a series of inputs, including: background documents (e.g., 2004 Master Plan), demographic and trends data; user group utilization information provided by the City; and the feedback from local stakeholders, City Council, and key City staff.

During the public consultation process, we heard from several organizations representing a very wide variety of leisure interests. Out of this came a lengthy “wish list” of facilities to be considered in this process (see below). Each of these facilities will be directly or indirectly assessed in this section.

- ice pads (2 or 4)
- outdoor soccer fields (grass/artificial)
- gymnasias
- indoor leisure/wave pool
- indoor walking track
- indoor soccer field(s)
- activity rooms
- meeting rooms
- community hall
- off-ice training/fitness area
- gymnastics facility
- other outdoor fields (ultimate, football, baseball)
- outdoor running track
- park amenities (e.g., playground, trails, etc.)
- library branch
- theatre arts/ concert hall

Something to keep in mind throughout the process of designing the facility are the common themes that were presented throughout the consultation process. Overall, the community and local officials feel that the facility needs to be:

- multi-purpose, providing for several activities and cross-programming opportunities;
- multi-generational, serving people of all ages;
- flexible in its design in order to accommodate changing demands; and
- built to a standard that evokes community pride.

4.1 Review of the City of Greater Sudbury’s Parks, Open Space and Leisure Master Plan (2004)

The Master Plan highlighted the need for a number of new facilities to serve both City-wide and community-specific markets. While many of these facilities can be accommodated within existing park sites, there was found to be merit in co-locating a number of them at one multi-use recreation complex. Such a facility would not only be multi-purpose, but also multi-generational (serving all ages, including youth and seniors). It was recommended that the facility include:

- two ice pads;
- a gymnasium;
- multi-purpose space (including space for arts and culture);
- outdoor soccer and/or football fields;
- active living centre or indoor pool (depending on identified need and feasibility);
- other elements identified through a feasibility study/business plan.

Furthermore, a location along the LaSalle or Notre Dame corridors – which is considered to be the geographic centre of the City and offers an excellent road network – was preferred, although alternative sites may also be considered if they are accessible to the New Sudbury/Flour Mill areas and provide a sufficient landmass for the proposed multi-use complex. It was also recommended that the City consider the development of this complex through a public-private partnership, if feasible.

The Master Plan had the following to say about the design and need for a multi-use facility, all of which remains relevant to this project:

“The modern day template for a community centre is a multi-purpose facility where one or more recreational activity can take place and which serves a range of ages. Large, high quality multi-use facilities provide for cross-programming opportunities allowing, for example, one family member to play hockey while other members take part in another program. From a consumer's perspective, a multi-purpose facility would partially address the "the time crunch" issue, which is one of the major factors affecting participation in activities. This type of facility allows consumers to maximize the time they have by allowing a full range of program opportunities in a single location for all household members. Furthermore, multi-purpose flexible spaces allow for a variety of programming to meet the changing activities of different age groups, as well as changing leisure trends.

Not only do multi-purpose facilities provide for cost and operational efficiencies in the way of staffing and maintenance (economies of scale), but the potential range of facilities creates the ability to engage all generations and family members and provides a more well-rounded leisure experience for both novice and competitive users. Multi-use facilities have the ability to enhance not only customer convenience, but also broad community objectives by providing a focal point in the community that promotes interaction, identity and social cohesion. Lastly, multi-use complexes are not only “destinations” for residents, but for tourists and special events as well.”

Guiding Principles

The Master Plan established a series of guiding principles that are core directional statements intended to guide future decision-making. These principles remain appropriate and many are directly applicable to the multi-use recreational complex proposal:

- a) Long-term financial sustainability will be ensured through the cost-effective and efficient management of resources, the appropriate and reasonable application of user fees, and the maximization of community resources.
- b) Generally speaking, the City's parks and leisure infrastructure is aging and is in need of additional investment. The use of existing facilities will be maximized, however, increased investment in infrastructure for parks and leisure is necessary to build a physically, intellectually, socially, ecologically, and economically healthy community.
- c) The City will continue to implement a community development approach to leisure service delivery through the support of volunteers and community capacity building.
- d) The City will continue to be the primary provider of infrastructure for parks and leisure within the community.
- e) The City will be an indirect provider of leisure programs, except in cases where no community capacity exists to deliver a program that provides a core benefit to a core market.

- f) Multi-purpose facilities are preferred over single purpose facilities, although they are not appropriate for all communities. Where appropriate and feasible, future infrastructure investments will give due consideration to the development of multi-purpose facilities.
- g) The City's natural environment is a key contributor to a healthy community and this asset will be protected and integrated into the leisure system wherever possible.
- h) Partnerships with outside parties in the provision and delivery of facilities and services are desired where there is sufficient benefit to the City and community.
- i) All citizens are deserving of appropriate leisure and recreation opportunities, however, children will continue to be a priority target group.
- j) The City will strive to provide an affordable, accessible and equitable distribution of parks and leisure facilities and services, recognizing the City's large geographic area and the unique local values of Greater Sudbury's distinct ethnic, cultural and geographic communities.
- k) All decisions with respect to parks and leisure will be based on a balance between the impact on quality of life and financial sustainability.

4.2 Indoor Ice

The City currently operates 14 arena facilities with a total of 15 ice pads (the Capreol Community Centre Arena is a twin pad). There are no privately-operated arenas in Greater Sudbury. The following tables illustrate the age, utilization, and preliminary capital requirements of the City's arena facilities.

Arena Facility	Year Built	Operating Cost Recovery (2007 budget)	Capital Improvements (2008-2010)	Major Capital Projects
Cambrian	1972	83%	\$500,000	refrigeration equipment / rubber floor / mechanical equipment + anticipated floor repairs
Capreol #1	1954	70%	\$582,500	de-humidification system / shell upgrade / roofing
Capreol #2	1970			
Carmichael	1972	75%	\$575,500	refrigeration equipment / roofing / boards
Centennial	1969	61%	\$332,500	de-humidification system / refrigeration equipment
Chelmsford	1969	62%	\$417,500	refrigeration equipment / rubber floor / de-humidification system + anticipated floor repairs / replacement
Coniston	1970	60%	\$340,000	de-humidification system / bleacher repairs
Countryside	1993	80%	\$495,000	roof / de-humidification system
Dr. Edgar Leclair	1970	63%	\$432,500	refrigeration equipment / rubber floor / boards
Garson	1972	73%	\$395,000	de-humidification system / boards / rubber floor
I.J. Coady Memorial	1976	53%	\$497,500	refrigeration equipment / rubber floor / de-humidification system
McClelland	1978	67%	\$387,500	refrigeration equipment / de-humidification system
Raymond Plourde	1974	59%	\$405,000	refrigeration equipment / de-humidification system
Sudbury	1951	81%	\$1,450,000	elevator, Building ventilation deccicant phase 1 & 2, Generator/back-up power, Foundation repairs (as per NYB report)
T.M. Davies	1974	65%	\$357,500	refrigeration equipment / shell repairs / ground improvements
Average	1971	71%	\$7,168,000	

Source: Assets Management/Buildings & Facilities – City of Greater Sudbury

Note: Building assessments were based on the condition of the facilities at time of inspection. The identified needs will be reviewed and engineered as required in their respective year. Condition assessments include major / capital building component needs and do not include maintenance related items.

Arena Facility	Location	% Total Ice Used¹ (2006/07)	% All Prime Time² (2006/07)	% Minor Prime Time³ (2006/07)
Cambrian	Sudbury - Flour Mill	90.2%	96.9%	100.0%
Capreol #1	Capreol	62.8%	75.8%	80.2%
Capreol #2	Capreol	83.1%	86.8%	90.6%
Carmichael	Sudbury - Minnow Lake	95.7%	98.5%	100.0%
Centennial	Hanmer	75.9%	91.0%	100.0%
Chelmsford	Chelmsford	85.1%	92.2%	97.2%
Coniston	Coniston	90.3%	96.2%	99.1%
Countryside	Sudbury - South End	82.4%	91.0%	100.0%
Dr. Edgar Leclair	Azilda	72.5%	90.3%	100.0%
Garson	Garson	83.0%	94.8%	99.1%
I.J. Coady Memorial	Levack	74.4%	75.8%	83.0%
McClelland	Sudbury - Copper Cliff	97.5%	96.9%	99.1%
Raymond Plourde	Val Caron	88.2%	96.1%	100.0%
Sudbury	Sudbury - Downtown	83.6%	93.7%	99.0%
T.M. Davies	Lively	87.3%	91.0%	100.0%
Average		83.5%	91.1%	96.5%

Notes:

1. Total Ice Used includes all ice utilization (prime time + non-prime time)

2. All Prime Time includes: Monday to Friday from 5:00 p.m. to 1:00 a.m. and Saturday/Sunday from 8:00 a.m. to 1:00 a.m.

3. Minor Prime Time includes: Monday to Friday from 5:00 - 10:00 p.m. and Saturday/Sunday from 8 a.m. to 10 p.m.

As the above tables illustrate, the average age of the City's rinks is 36 years (1971) and they will require nearly \$7.2 million in investments over the next three years (including Sudbury Arena, which accounts for 20% of total capital needs), with Chelmsford and Cambrian also requiring significant anticipated capital repairs just beyond this time frame. Despite these capital upgrades, the City does not have a formal arena replacement/depreciation fund through which it can pay for these improvements or for future arena development. Overall, the 14 arenas recover 71% of their total operating costs, resulting in a net cost to the City of \$1.94 million in the 2007 budget.

For the 2006/07 winter season, minor prime time usage across the entire system is 96.5% (99.6% in core rinks), while 91.1% of all prime time is utilized (95.4% in core rinks). "Core rinks" include Countryside, Cambrian, Carmichael, McClelland, and Sudbury Arenas.

The 2004 Master Plan recommended that two twin pad arena sites be established, one each at the south and north ends of the former City of Sudbury, through the twinning of Countryside Arena and the construction of a new twin pad as part of a multi-use recreational complex, respectively. The intent of this recommendation was to modernize the supply of arena facilities and not to increase the overall supply. This Feasibility Study presents an opportunity to revisit this analysis.

The issues relating to ice needs that were raised during the public consultation process were largely threefold:

- (1) the existing arenas do not offer the level of amenity now common in more modern facilities (e.g., larger dressing rooms, larger ice surfaces, etc.);
- (2) many groups lose considerable ice time during the season due to tournaments and competitions; the development of a multi-pad arena was supported because it would be a more appropriate venue for tournaments and could possibly be designed to draw larger competitions to the community (e.g., those with seating requirements of 3,000 to 4,000); and

- (3) more ice time to accommodate regular programming was requested by a small number of groups, most noticeably the youth hockey and skating organizations in the core; although some of these groups are traveling outside of Greater Sudbury for ice time, there is little evidence that the amount of additional time they are looking for is substantial.

A request was also received for the development of an indoor ice pad more capable of accommodating short track speed skating, as well as an indoor or outdoor track specifically built for long track speed skating; both of these matters will be dealt with separate from ice pad demands due to the specific nature of the request.

The 2004 Parks, Open Space & Leisure Master Plan established a provision standard of 1 ice pad per 12,000 population for the entire City of Greater Sudbury. This standard was a “translation” of user ratios at the time back to a population-based standard, therefore, it was felt to be representative of City-wide needs. Application of a standard of one pad per 12,000 population within the entire City results in a current demand for 13.2 ice pads, which is a surplus of 1.8 rinks. Use of this standard for indoor ice provision, however, is not generally appropriate for identifying current and future needs within a localized area due to the fact that many smaller, more isolated areas have historically had an arena despite not being able to meet the population threshold.

With the multi-use recreational complex being proposed for the former City of Sudbury, it is likely to serve the core area as its primary market, with occasional usage (i.e., tournaments and competitions) from a broader market of users. As such, the use of a “participant-based” standard (i.e., 500 youth registrants per ice pad) that looks specifically at users of “core area” rinks would more reflective than a “population-based” standard (i.e., 12,000 population per ice pad) of the demand for ice time in the new facility.

For a participant-based standard to be applied, accurate registration data is imperative. The following are the youth ice groups that utilize core rinks:

Organization	Registration (2006/07)
Copper Cliff Minor Hockey Association	519
Sudbury Girls' Hockey League	403
Sudbury Minor Hockey Association	620
Sudbury Playground Hockey League	551
Sudbury Ringette Association	71
Copper Cliff Skating Club	280
Sudbury Skating Club	296
Sudbury Sprinters Speed Skating Club	55
Total	2,795

Source: City of Greater Sudbury, 2007

There are 53 hours of Minor Prime Time ice at each arena, although some non-youth users are given access to this time due to previous or alternative arrangements. Based on typical standards of play and ice capacities, a comfortable accommodation range is 500 to 600 youth users per pad. This is only a guideline, as the usage profile and needs of specific users can vary considerably from one arena to another. Data provided by the City of Greater Sudbury indicates that there are approximately 2,795 youth participants registered in core-area minor hockey, figure skating, speed skating, and ringette organizations. These groups utilize 5 ice

pads, although the Sudbury Arena is generally only equivalent to 0.5 ice pads due to its usage by the Sudbury Wolves and adult teams during minor prime time hours; as such, a supply of 4.5 ice pads will be used for this calculation. This results in an average of 621 youth users per ice pad. With the City having defined minor prime time as being 53 hours per week (in many communities it is 58 hours or higher), and given that there have been some requests for additional hours and the area is renowned as a “Hockey Town”, the recommended participant-based standard for core City rinks is one ice pad per 500 youth registrants. If waiting lists exist for these organizations, those numbers should be included in the standard as well.

In comparison, the usage profile for non-core rinks (i.e., those outside the former City of Sudbury) shows an average of approximately 300 youth participants per ice pad. Even if the Levack (I.J. Coady) and the second Capreol ice pads are removed from the calculation (these arenas are more remote and are unable to sustain the same usage levels as other rinks), this average only increases to 375. From this, two conclusions can be drawn, both of which are reinforced by the utilization data presented earlier:

- the demand for youth ice time is much more acute in the core area (former City of Sudbury); and
- there remains some capacity at non-core rinks to accommodate greater usage.

The provision standard of 500 youth registrants per ice pad is shown in the following table and suggests that the core area is deficient by 1.1 ice pads at present. This is consistent with input received from ice organizations and City arena staff.

ARENA DEMAND – CORE AREA	2006	2011	2016	2021
Total population (all ages)*	88,855	90,925	94,160	96,785
Residents age 5 to 19*	14,775	14,575	13,640	13,775
Estimated youth registrants (19% participation rate)	2,795	2,757	2,581	2,606
Demand (@500 youth/pad)	5.6	5.5	5.2	5.2
Surplus (Deficit) based on current supply of 4.5 pads**	(1.1)	(1.0)	(0.7)	(0.7)

* Population data has been derived from: Statistics Canada, Age and Sex for the Population of Census Tracts (100% Data), Cat. No. 97-551-X2006007, 2006 Census. The data has been rounded and is to be considered an estimate.

** Existing supply includes Countryside, Cambrian, Carmichael, McClelland, and Sudbury Arenas (which is considered equivalent to 0.5 ice pads due to the amount of usage by the Sudbury Wolves and adult teams).

What is important to note is that the number of City residents aged 5 to 19 – which represents the core user of arenas – is forecasted to decline over the next 15 years. Without a corresponding increase in the participation rate (which is currently 19%, or 1 out of every 5 youth – a ratio which is very common throughout Ontario), this means that the number of youth playing hockey, ringette, and figure skating will decline. Although gains have been made in terms of girls hockey and figure skating in recent years, it is highly likely that these increases will not be able to be maintained year after year, resulting in a levelling off of the participation rate. Nevertheless, sufficient demand is expected to persist for 1 additional ice pad over the projection period.

A few notes about the demand model:

- The calculation above assumes that the participation rate for youth ice sports will remain consistent over the years.

- The standard of 1 ice pad per 500 youth participants assumes that all minor prime time will be allocated to youth organizations, with the exception of 50% of the time at Sudbury Arena, as well as allowances for public skating and school usage. Adult usage should be directed toward other hours, as per the City's ice allocation policy.
- The model also accounts for tournament scheduling that is consistent with the frequencies found in the average community.
- It is assumed that core area organizations will play exclusively in core area rinks, with the exception of away games and scheduled tournaments.
- Our assessment of ice demand is based on available information, input from local user groups through a community meeting and workshop, input from City Council and key City staff, and our experience in undertaking similar analyses. We did not collect detailed information from each group regarding their growth profiles and specific ice time needs.

There is potential for additional demand over the long-term from Laurentian University should they reintroduce their men's hockey team and/or field a women's hockey team, both of which are seen as priorities for the school's Athletic Department. This would result in ice time requirements at municipal core rinks should the University not build its own arena. Specifically, the University would be looking for approximately 10 hours of minor prime time per week (in addition to about 12 hours in the late afternoon) to support these two teams. This demand is equivalent to one-fifth of a new ice pad – this level of demand may be able to be accommodated within the one new ice pad recommended above, particularly over time. Seating requirements for the school would likely be in the range of 1,500 to 2,000 and they would require two dedicated dressing rooms.

As mentioned, the demand model focuses on youth usage, assuming that all adult usage will occur outside of minor prime time unless there is surplus ice time. While this is the policy, it is not necessarily the practice as there are adult groups utilizing minor prime time at certain arenas; for example, adult groups utilize 23.5 hours per week of minor prime time ice at Sudbury Arena and 13.5 hours per week at the other four core rinks.

At present, there are approximately 645 adult hockey participants in organized teams and leagues; this is approximately one-tenth the number of youth players, but it does not include adult pick-up hockey rentals (for which data is unavailable). A review of participant data suggests that adult hockey registration has changed very little over the past 8 years, therefore, any new growth in this market would likely come from new population growth (the 20 to 54 age group is forecasted to grow by only 5% between now and 2021) and/or increases in the participation rate (i.e., new adults taking up the sport), both of which are likely to have only minor impacts on ice demand. Furthermore, adults generally require less ice time than youth due to the fact that they do not have the same practice requirements; therefore, arenas have an ability to accommodate more adult users than youth users.

Despite the definitions of prime time ice established through the City's Ice Allocation Policy, the new "active" older adult wants to utilize minor prime time hours (i.e., prior to 10 p.m.). Currently all but two arenas are using all of their minor prime time hours, leaving virtually no opportunity for adult leagues to play within these desirable prime time slots.

If the City decides to allow significantly more adult usage during minor prime time, one (1) additional ice pad could be justified. One caution is that this would likely result in reduced usage

and revenues at existing arenas as it may largely redirect usage from later hours (e.g., 10 p.m. to 12 a.m.) to earlier times.

In response to the argument that a multi-pad arena would attract more tournaments, there is likely a small degree of merit to this, although we caution against building a facility simply based on this assumption. The competition to host major events is fierce and many require venues with significant seating capacity; most such events rotate between provinces and communities, therefore, they are occasional events and not annual ones. Certainly a state of the art multi-use complex would improve the City's chances of attracting high quality events; however, there has been no evidence to suggest that the frequency of events would be substantial and consistent enough to warrant the provision of additional ice to accommodate new tournaments and competitions.

The primary factor that is currently limiting the City from hosting more hockey tournaments is the lack of a multi-pad arena, which would make it much easier to run large events. In terms of figure skating, the City lacks a full size Olympic rink with removable glass and significant seating capacity (the width of the Countryside Arena ice surface is slightly under regulation; seating at this venue is approximately 800). Sudbury Arena does, however, provide a venue for many events and has a seating capacity 4,500 seats with the recent expansion (not including standing room capacity). As identified in the City's 2004 Premier-Ranked Tourism Destination Project, Greater Sudbury has a rich history off hosting important national and even international sporting events.

A multi-pad arena would certainly be useful in accommodating local tournaments and competitions, of which there are approximately 100 per year throughout the entire City (most of which are for youth). Unfortunately, for year-end tournaments, most minor hockey and figure skating groups are looking for ice at generally the same time. The group that is most inconvenienced by tournaments (as well as Sudbury Wolves games) is the Sudbury Playground Hockey League, who offer all of their programs on weekends – this group states that 25% of their ice time gets bumped.

Key Findings:

- 1) The core area (former City of Sudbury) is currently deficient by approximately 1 ice pad. Youth demand will lessen slightly over the next fifteen years as the number of youth users is projected to decline (by 7% between now and 2021), but will still remain sufficient to justify investment in 1 additional ice pad. Potential demand from Laurentian University could work to offset any future reduction in demand.
- 2) If the City decides to allow significantly more adult usage during minor prime time, one (1) more ice pad could be justified (if part of a multi-pad arena), in addition to the one (1) that it is currently deficient.
- 3) Building a facility simply on the argument of attracting new tournaments, competitions, and events to the City cannot be supported based on a community needs assessment; this is a corporate decision for the City to make. While serving the tournament market could be a secondary goal of the new facility (i.e., design it to accommodate the tournament market and allocate weekend ice accordingly), it is our opinion that the “build it and they will come” philosophy is not an appropriate approach for an investment of this magnitude in a City where the recreational needs (and other needs) are greater than what existing resources can support.

- 4) There is capacity during minor prime time within other arenas in the City of Greater Sudbury; however, maximization of this capacity would require organizations to travel a considerable distance. Capacity also exists during regular prime time (particularly from 10 p.m. to 12 p.m.)
- 5) Much of the City's arena infrastructure is antiquated, both in terms of design (single pad arenas) and condition. Additional investment will be required in the coming years, either through improvements to existing facilities or replacement. From both customer service and operations perspectives, it would be prudent for the City to consider replacing some of its single pad arenas with multi-pad facilities where appropriate (as per the Parks, Open Space & Leisure Master Plan).
- 6) There remains interest in the community for the twinning of Countryside Arena. While this may not be the most cost effective option due to the higher costs associated with expanding a 14 year-old facility, it is a reasonable alternate option should additional ice facilities be required in the South End.
- 7) Should a multi-pad arena be pursued, it must be designed to modern standards (e.g., sufficient dressing rooms, sound system, etc.) and strong consideration should be given to the inclusion of the following: an indoor walking track around one ice pad; a multi-purpose community hall; meeting and office space; and a restaurant and retail space for a sporting goods tenant. Opportunities to accommodate box lacrosse in the summer should also be considered; this is largely a scheduling matter and is dependent on whether or not the facility offers summer ice time. Other requirements (e.g., activity spaces) are discussed later in this report.
- 8) As recommended in the Master Plan, any new rinks at the multi-use recreation complex should be up and running for one season before the City makes a decision on reducing the total supply of arenas.

4.3 Indoor Turf

The Sudbury Indoor Soccer Centre is the only indoor turf venue in the City. The facility (also referred to as the Exhibition Centre) is located on Falconbridge Highway in the former City of Sudbury and is leased by the Sudbury Regional Soccer Association (SRSA) on a year-to-year basis from a private owner. The 24,000 square foot building contains a field that is approximately 200 by 100 feet. The building was not originally designed to be an indoor soccer centre and, according to the SRSA, the turf is in dire need of replacement. The City of Greater Sudbury currently provides an annual grant of \$25,000 to assist the SRSA in its operation of the facility.

As the popularity of soccer has taken off over the past decade, so too has the demand for additional outdoor fields which, in turn, has spurred demand for year-round indoor facilities.

The 2004 Master Plan recognized the need for one indoor turf field in the City, with the potential need for a second between 2009 and 2013. At the time, it was recommended that Barrydowne Arena be redeveloped as an indoor turf venue, as well as an additional surplus arena in the future. Further investigation has shown that former arenas cannot adequately accommodate indoor soccer and that purpose-built facilities are now the preferred design.

In Ontario, the development of indoor venues was historically initiated by non-profit soccer organizations and/or the private sector and focussed on industrial/warehouse locations where land and large buildings were prevalent (as is the case in Greater Sudbury). As the popularity of soccer continued to grow in the mid-1990s, many community organizations approached municipalities to request assistance with the development of indoor facilities. In some of these cases, the operation of the facilities is entirely funded by a non-profit third party (and is, therefore, self-sufficient), while the capital and land was a mixture of municipal and community funding. More and more, however, larger urban municipalities are directly funding and operating indoor soccer facilities with or without some level of financial or management assistance from local soccer organizations.

From our experience, we have found that nearly every urban community in Central and Southwestern Ontario with a population over 100,000 has at least one such facility and some smaller communities are providing or considering indoor soccer facilities. We estimate that – excluding the City of Toronto – there is approximately 1 indoor soccer field per 100,000 people in the Greater Toronto Area. In Vaughan alone, there are 6 indoor facilities that service a population of 250,000, but users come from a population base of over 2 million. These ratios are likely to change, however, in the coming years as many communities have indoor fields in the development stages (e.g., Brampton, Mississauga, etc.).

Calculating demand for indoor soccer venues is not as precise as it is for outdoor soccer due to a variety of reasons, most notably that there are no hard and fast provision standards that can be applied – municipalities provide them at dramatically different rates. Nevertheless, the 2004 Master Plan utilized a provision standard of one indoor turf field (200 x 100 feet) per 100,000 population; although it is noted that this is a highly generic standard that requires a more in-depth assessment to ensure that it is reflective of local circumstances. A more appropriate method of determining indoor field demand is to look at the usage potential from local sports organizations.

For the 2006/07 indoor season, the Sudbury Indoor Soccer Centre had 943 registrants (including 420 youth and 523 adults). According to the Sudbury Regional Soccer Association, this is the maximum capacity of the facility and only allows each player to play one game per week.

Based on what we have seen in other communities, it is reasonable to assume that one-quarter of all outdoor players would be interested in playing indoor soccer. A slightly lower percentage – 20% – is more reasonable for Greater Sudbury as the distance some players would have to travel to access the facility would limit participation. Although the Ontario Soccer Association asserts that one-half of outdoor players would play indoor if adequate facilities exist, we feel this is an overly optimistic for Greater Sudbury due to other competing sports such as hockey, which is clearly a popular activity in Greater Sudbury.

Furthermore, an average youth soccer team would contain 10 players and require 1 hour per week, which allows for a game and shared practice (something that the current Sudbury facility cannot accommodate). Applying this ratio to the 420 youth players utilizing the indoor facility at present, the demand for youth soccer would be approximately 42 hours per week; this does not account for latent demand.

With 4,783 youth playing outdoor soccer in Greater Sudbury (including the SRSA, Valley East, Rayside-Balfour, and Walden minor programs, as well as several club teams), it can be estimated that the total demand for indoor youth soccer is presently 96 hours ($4,783 \times 20\% =$

957 players / 10 players per hour). Using the same definition for minor prime time that is used for arenas (53 hours per week), this equates to a demand for 1.8 indoor fields.

In addition to minor prime time, there are approximately 21 shoulder hours (Monday to Friday 4 to 5 p.m. and 10 p.m. to 12 a.m., and Saturday to Sunday 7 a.m. to 8 a.m. and 10 p.m. to 12 a.m.) available to an indoor turf facility. As such, it is reasonable to expect that an indoor facility could be comfortably used 74 hours per week, not including usage during the daytime (which would likely be more sporadic). Youth football and other field sports are other potential users of minor prime time, although none of these groups are major users of the existing facility. Adult soccer groups, casual rentals, schools, etc. would also create demand that would generally be able to be accommodated outside of minor prime time hours or during the off-season. Some usage would also likely come from outside the City's municipal boundaries; however, this more difficult to predict and does not represent the core market that the City is seeking to serve.

With a youth population that is currently at its peak, the demand for an indoor soccer facility is also likely at or near its peak. The above model accounts for latent demand, but does not address increased interest in soccer. We expect that youth soccer participation rates will begin to level off in Greater Sudbury once an adequate supply of fields is available, as is the case in many other communities. Based on an extrapolation of trends, adult soccer is a significant growth area that could add to demand for both indoor and outdoor fields in the future.

In terms of facility design, there are two distinct models that the City could pursue:

- (1) The development of two individual fields, each sized 200 feet by 100 feet. These are appropriate for local recreational soccer needs and training for both youth and adults.
- (2) The development of one full-size field, sized 300 feet by 200 feet and divisible into three smaller individual fields. This type of field can to accommodate higher levels of competition for local athletes and provincial, national, or international events.

Either option could be constructed as permanent steel structure or an air-supported dome placed over an artificial turf field. Applicability of these design alternatives should be explored through discussion with the SRSA.

Members of the SRSA have put forward two facility development proposals that mirror both of the above options; they hope to be selecting one preferred option to put forward to the City in the near future. The first one is for an indoor soccer centre referred to as the Northern Ontario Soccer Academy (NOSA). This facility would be approximately 100,000 square feet and consist of one full size field (300 feet by 200 feet) that is divisible into three smaller fields as well as outdoor fields. At present, the proposal is for this facility to be developed on its own site and not be associated with the multi-use recreational complex; however, the group is open to discussing options for joint facility development. One of the primary reasons for this is to advance the construction of the soccer facility; the prefabricated building design the group is proposing can allow for the facility to be in place within a period of approximately one year. To build and operate the facility, the group may require land (including site preparation) and an increased annual grant from the City. The details of their capital estimates and operating pro forma are presented in their business plan, which is currently under review by the City.

The other proposal, which was presented at one of the community workshops, was to develop two separate 200 by 100 foot fields (as well as associated outdoor fields), which is what our analysis has indicated there is demand for. Additional discussion will be required with the SRSA to identify their preferred facility development option.

Key Findings:

- 1) There is current and long-term demand for two indoor turf fields (200 by 100 feet) in the City to meet the needs of a variety of field sports and indoor events. It is our recommendation that these should be designed as individual fields and not be part of a full field complex as there is insufficient demand for a larger facility. Although interest in adult soccer and other field sports is on the rise, increases in these indoor activities are likely to be only sufficient to balance the decline in the City's youth population over the long-term.
- 2) Combined with the arena facilities, an indoor turf venue would potentially enhance the marketability of the multi-use facility, offer economies of scale, and create a new revenue stream that could be used to offset losses in other areas to finance the capital debt load.
- 3) Additional discussion will be required with the SRSA to identify their preferred facility development option and to examine more closely the operating profile and relationship that would best meet their needs (e.g., a facility operated by the City, the Association through a governance board, or the private sector).

4.4 Aquatics

There are five municipal indoor pool facilities in the City, all of which are the traditional lane pool design. Other service providers include the YMCA (leisure pool), Laurentian University (50-metre pool) and select hotels and fitness centres. The 2004 Master Plan found that neither the City pools or the non-municipal pool were used to capacity and there is no evidence to suggest that this has changed. With a supply of five municipal pools, the City has an adequate service level (one per 31,750 people).

The following table contains a summary of lesson registration and cost recovery data for the City's municipal indoor pools. The Howard Armstrong and Nickel District pools are the most well used, although considerable capacity to expand programming exists at these and all sites. Swimming lesson registration, which is a good indicator of swimming demand, did not change between 2003 and 2006.

The City currently attracts less than 60,000 recreational swim visits per year to all five of its indoor pools combined. In some other communities, one indoor lane pool alone has the ability to accommodate 50,000 to 100,000 recreational swims per year. The City clearly has enough lane pools for its current needs.

As noted in the following table, cost recovery across all pool is 40%; the high costs to run aquatics facilities mean that they will never be able to break even. Combined, these five facilities are budgeted at a net cost to the City of approximately \$1,359,000 in 2007 (for an average of \$272,000 per pool); note: these figures include the fitness facility at the Howard Armstrong Recreation Centre.

Indoor Pool	Community	Swimming Lesson Registrations (2006)	Direct Operating Cost Recovery (2006)	Capital Improvements (2008-2010)
Howard Armstrong Recreation Centre Pool	Val Therese	2,762	55%	\$1,130,000
Nickel District Pool	Sudbury - New Sudbury	1,884	40%	\$295,000
Gatchell Pool	Sudbury - West End	1,377	31%	\$105,500
Onaping Falls Pool	Onaping	260	16%	\$527,000
R.G.Dow Pool	Sudbury - Copper Cliff	1,473	38%	\$140,500
Total	--	7,756	40%	\$2,198,000

Sources: City of Greater Sudbury (Leisure Services Section, Community Development Department; Assets Management/Buildings & Facilities)

Note: Building assessments were based on the condition of the facilities at time of inspection. The identified needs will be reviewed and engineered as required in their respective year. Condition assessments include major / capital building component needs and do not include maintenance related items.

Given that the City's pools are operating under capacity, the issue is not one of whether or not there are enough indoor pools, but rather whether they are providing the desired level of service and are designed properly. Specifically, all of the City's pools are rectangular lane pools with deep water. Other than the YMCA facility, there are no leisure pools (characterized by shallower water, irregular shapes, and waterplay elements such as slides and climbing walls). With this in mind, the 2004 Master Plan recommended that the need for a new or redeveloped pool be studied as part of the multi-use recreation complex feasibility study.

With the advent of the leisure pool has come a new class of aquatic user – those who come for entertainment, not lessons or programs. Slides, wave pools, and a wide range of water toys including basketball hoops, balls, water sprays can now be found in aquatic facilities. The leisure pool concept was first developed in the 1980s and is now commonplace in municipalities across the province. Although indoor pool use traditionally peaks during the winter months, the emergence of the leisure pool concept has helped to increase the usage of aquatic facilities year-round, which is particularly relevant to Greater Sudbury due to its lengthier winter and frequent beach closings in the summer.

The leisure pool suits recreational swimming (particularly amongst children), learn to swim programs, and aquatic therapy, but has not been popular with competitive aquatic clubs (the City has ample supply for these groups). The most successful indoor aquatic centres include a variety of features that are designed to be a family destination, accommodating all ages and abilities, with an increasing emphasis on the needs of the aging population. A leisure pool in the core area would be an attraction for residents from the entire community of Greater Sudbury; as such, geographic accessibility is a key consideration.

Overall, leisure pools attract more recreational swimmers and generate more total revenue than rectangular pools, but are more expensive to operate (to the point that they seldom recover the same percentage of costs as lane pool). Financially, if the City is going to commit to building a new leisure pool, there needs to be willingness to undertake considerable marketing (to a regional audience) and be prepared to realize operating budget deficits.

Other than walking, swimming continues to be identified as the most popular endeavour of all ages across Canada. Swimming is an excellent form of physical activity and creating a venue that “makes it fun” would assist in promoting greater activity levels in the community. Although population and participation trends suggest that there will be no natural growth in children’s swim lessons, a leisure pool would be a new product in the City and would likely create increased demand for recreational swimming. The City’s aging profile could also result in increased demand for therapeutic, fitness, aquafit and related swimming activities (especially during daytime hours). Increased numbers of older adults are also going to increase the pressure for enhancement at pools to include warmer temperatures, better change facilities, whirlpools/ therapeutic pools, and easier access.

Key Findings:

- 1) The City has an ample supply of indoor lane pools, but does not offer an indoor leisure. A leisure pool would appeal to a much wider spectrum of the population and be a popular destination for families, children, and even seniors from across the entire City. A new leisure pool should be included in the multi-use recreational complex.
- 2) A leisure pool at the multi-use recreation complex should be up and running for one season before the City makes a decision on reducing the total supply of indoor lane pools.

4.5 Other Indoor Components

4.5.1 Gymnasiums

There are seven municipally-owned and operated gymnasiums in Greater Sudbury, including one in the former City of Sudbury (Minnow Lake Place). The City and community organizations utilize numerous local school gymnasiums for their leisure programming.

Although the 2004 Master Plan suggested that a gymnasium be considered in the design of the new Multi-use Recreational Complex, only limited demand was identified for additional gymnasium space through the public consultation program. Gymnasiums are a good fit with other recreation facilities (particularly fitness centres) and are able to accommodate a wide variety of activities ranging from active team sports to banquets to day camps.

Nevertheless, many of the activities and sports that could utilize a gymnasium would be able to use the proposed indoor turf facilities and/or multi-use space. There may also several school and post-secondary gymnasiums within the City that are available for use by local sports organizations. Based on this, it is not recommended that a gymnasium be included in the proposed Multi-use Recreational Complex.

Key Findings:

- 1) A gymnasium is not recommended for the Multi-use Recreational Complex due to the existence of alternative spaces (e.g., indoor turf, multi-use space) and providers (nearby secondary and post-secondary schools).

4.5.2 Gymnastics

The Sudbury Laurels Gymnastics Club operates out of an 11,000 square foot leased facility in the core area. They have approximately 1200 full-time members, plus 3000 part-time members and also maintain a waiting list of about 100 persons. Membership has expanded considerably in recent years and their facility is at capacity. The group stated that expansion on their existing site is not likely and have requested to be part of the Multi-Use Recreational Complex. To meet long-term needs, the group feels that 15,000 to 18,000 square feet of dedicated space would be required. The Laurels are interested in operating the proposed gymnastics facility and potentially contribute to the initial capital costs.

The target market for gymnastics is children between 4 and 12 years of age; this market is forecasted to decline by 11% over the next 15 years, which suggests that demand in Greater Sudbury may currently be at a peak. Nevertheless, gymnastics is an important element of the community recreation scene and opportunities should continue to be offered for children to participate. With the space required for gymnastics being dedicated (i.e., equipment will remain set-up throughout, thereby prohibiting other uses of the space), for a gymnastics facility to be recommended for the Multi-Use Recreational Complex, it must be accompanied by a significant capital contribution from the Gymnastics Club.

Several communities have recently invested in new gymnastics facilities (e.g., Oakville, Bracebridge, Woodstock, Mississauga, Milton, etc.), many of which have been able to leverage municipal and senior government funding for construction, in addition to sizeable contributions from the local gymnastics clubs.

Key Findings:

- 1) Gymnastics is not a core service for the municipality, but is one that has been successfully provided by the not-for-profit sector for a number of years. Recent growth in membership has led the Sudbury Laurels Gymnastics Club to seek space in the proposed Multi-Use Recreational Complex, although there are concerns over the sustainability of this growth due to the aging of the population. Nevertheless, there is merit in considering this space in the multi-use facility as an optional component. Due to the dedicated nature of the space, there must be a significant capital contribution from the Gymnastics Club for this component to move forward.

4.5.3 Fitness Space

There are five municipal fitness centres (with fitness equipment) within Greater Sudbury, although there are no City-run facilities in the former City of Sudbury. There are several private and not-for-profit fitness and health clubs within the former City, including the YMCA and Laurentian University; it is believed that most, if not all, of these facilities are not operating at capacity and can accommodate new members.

The 2004 Master Plan suggested that an “active living centre” be considered for the new multi-use recreation centre. Active living centres include a combination of amenities and services that support goals of physical activity, health, and wellbeing for all ages. The active living concept is largely defined through the programming that is offered (e.g., a mixture of social, recreational, and educational activities) and, for the most part, just requires studio and multi-purpose space. Fitness equipment is not a requirement for this type of facility.

There were many requests from multiple sports organizations for multi-purpose dry land training space to be provided at the Multi-use Recreational Complex. This is consistent with the type of space suggested by the Master Plan.

A fitness centre (with equipment) is not recommended for the Multi-use Recreational Complex due to the ample supply of alternative providers in the area. Instead, multi-purpose space that can accommodate a very wide range of activities, including meetings, educational sessions, off-ice training, City leisure programs, etc. is recommended. This would likely manifest itself through the provision of a larger multi-purpose room that is divisible into two spaces, a medium-sized studio space with sprung floor, and a small meeting room. Squash courts are not recommended as they are not a good fit in a facility lacking a true fitness centre and are most successful if provided in a private sector operation.

Key Findings:

- 1) The Multi-use Recreational Complex should contain rentable multi-purpose space capable for accommodating a very wide range of activities, including meetings, educational sessions, off-ice training, City leisure programs, etc. The next phase of this study will identify the specific design elements, however, it is suggested that this include a larger multi-purpose room that is divisible into two spaces, a medium-sized studio space with sprung floor, and a small meeting room.

4.5.4 Dedicated Youth and/or Seniors Space

The City and local organizations provide a number of youth centres and older adult/senior Centres in Greater Sudbury. From both a customer service and operational perspective, these types of spaces should be integrated with other community facilities when possible. The idea of including age-specific lounges or activity rooms in the Multi-use Recreational Complex was raised through the interview process. There are no organizations promoting this concept, therefore, it is likely that staffing and programming for such a space would have to be provided or facilitated by the City.

In addition to gradual changes in seniors' activity patterns, considerable population growth is anticipated in the 55-plus age group. The older adult/senior population is expected to increase by 38% in Greater Sudbury between 2006 and 2021, while the number of residents under the age of 55 is not anticipated to change during this same period. This aging of the population, along with the other trends affecting older adults (e.g., early retirements, higher incomes for many seniors, greater fitness levels, etc.) means that additional opportunities may need to be provided to meet their future needs.

Traditionally, seniors have tended to participate in less physically rigorous activities, such as card playing, crafts, trips, socialization, etc. Although these pursuits will remain an important aspect of seniors' services, the aging baby boomers are fitter and more interested than previous generations in maintaining an active lifestyle. This is expected to translate into increased participation in active recreation pursuits (albeit at a gentler pace), particularly those that are health and fitness related. In this way, the leisure demands of the new senior will closely mirror the needs of older adults (e.g., age 40 to 50), which include activities such as fitness and swimming. With existing seniors clubs largely meeting the needs of the current senior population, the majority of the needs of the "new senior" would be best met at a community recreation complex, such as the one that is being proposed.

Conversely, the number of youth in the City is expected to decline over the next fifteen years. Youth are traditionally a very challenging market for municipal recreation departments to serve due to their range of needs (e.g., recreational, social support, leisure hang-out, etc.). Opportunities for organized sports for this age group are provided by community organizations, leaving municipal and non-profit agencies to cater more towards unstructured drop-in activities.

There is a large portion of youth who do not play sports or are considered to be “at-risk” – it is this population that are not normally engaged in meaningful leisure activities, whether due to a lack of interest or a lack of opportunity (or both). Not all youth want to participate in organized activities and sports programs, therefore, youth centres should provide a place for youth to occupy their time constructively in a social setting.

Input from other communities suggest that youth just want a place to “hang out” and occasionally participate in activities such as listening to bands, skateboarding, basketball, etc. Many of these activities could be accommodated in the proposed Multi-use Recreational Complex. Like seniors’ space, concerns over safety as a result of the integration of age groups can be alleviated through proper design and the creation of dedicated space for youth.

Key Findings:

- 1) There is merit in considering dedicated youth space at the next stage of design for the proposed Multi-use Recreational Complex, in tandem with an outdoor skate park. This would likely consist of a lounge and access to the multi-use space and other areas on occasion. Given that a space of this nature would require youth staff and/or volunteers and represents a new level of service for municipal operations, additional discussion with the City may be required to further define this concept.
- 2) Although the number of older adults is rising in the community, it is believed that existing seniors are generally well served by local clubs and facilities. The “new senior”, which represents the baby boomer generation, is a growing cohort and one that will require additional leisure opportunities, including ones that are slightly more rigorous and active than current offerings. While it is suggested that older adult programming be a significant focus for the proposed multi-use space, a dedicated lounge or space for older adults is not recommended. This type of would not appeal to older adults as much as it would to existing seniors.

4.5.5 Sports Hall of Fame Display Space

The House of Kin has been recognizing local athletes and sports leaders since 1960 through the establishment of a Sports Hall of Fame. Unfortunately, the group does not have a space for public display and feels that the Multi-use Recreational Complex would offer the most appropriate location from which to display the portraits and plaques. For this purpose, the group has requested 185 linear feet of wall space in a central viewing area or major hall in the new multi-use facility. All of the funding for the portraits, lighting, and computer displays is proposed to be provided by the House of Kin through its fundraising and grant seeking efforts.

Key Findings:

- 1) Providing space in the Multi-use Recreational Complex for display of the Sports Hall of Fame has significant merit and should be pursued at the next stage of design.

4.5.6 Library

Although the City's Library Branch Space Needs Analysis (2003) identified the potential need to develop a new Main Library through expansion of the New Sudbury Branch Library over the long term (should it not be feasible or cost effective to expand the Mackenzie Street site), the possibility of library space at the proposed Multi-use Recreational Complex was not identified through the City staff interview process. Expansion of existing library services and facilities is planned for the South End.

4.5.7 Arts & Culture Facilities

Similar to library space, the 2004 Master Plan suggested that the need for arts and cultural space be considered in the development of the new Multi-use Recreational Complex. Given the City's recent support for a separate Performing Arts Centre, this type of space is no longer required at the multi-use complex.

4.6 Outdoor Playing Fields

Soccer

The 2004 Master Plan identified a need for 92 soccer fields (of varying description) to meet demand at that time, which meant that the City was 21 fields short of meeting demand. To address this shortage, it was recommended that the City undertake a series of improvements and expansions to specific park sites, as well as develop a soccer complex with three or more full size lit fields at either Countryside Arena or the proposed Multi-use Recreational Complex (with one field being artificial turf).

Since 2004, some fields have been taken away due to poor field conditions and others have been added to the active inventory through new development (including new fields at the Howard Armstrong Recreation Centre in 2008). In 2006, there were 65 fields permitted/rented by the City (including 33 on school properties); this compares to the count of 71 fields used in the Master Plan analysis. In the Master Plan, each lighted field (there are a total of 4) was considered to be equivalent to two unlit fields due to its ability to accommodate evening usage; this equivalency has been revised to 1.5 for this study.

Based on registration data provided by the Sudbury Regional Soccer Association (SRSA) through SportLink, there are 5,659 local recreational and competitive outdoor soccer players in the entire City (4,784 are youth and 875 are adults). Data provided by the City for the 2004 Master Plan indicates that there were over 5,500 youth soccer registrants and approximately 500 adult soccer players at the time. Due to the different methodologies for collecting registration data over the years, it is not recommended that these figures be compared directly. However, it would appear that soccer trends in Greater Sudbury are similar to what we are witnessing in many other communities – a levelling off of the youth participation rate (with new most new registrations coming from new population growth) and significant gains in adult soccer as more and more young adults have grown up playing the sport.

To determine field needs, considerable research led to the establishment of a target provision standard of 1 field (unlit equivalent) per 65 registered users in the 2004 Master Plan. Application of this standard to the current registration of 5,659 users (from 2006) generates a demand for 87 total fields, which represents a need for approximately 20 new soccer fields City-wide (unlit equivalents; based on an adjusted 2006 supply of 67 fields).

With many soccer organizations being City-wide, it is difficult to determine the exact number of fields that are required in the former City as compared to outlying communities. Application of the total population ratio of 55:45 (city core to outlying communities) provides the best estimate. With a total demand for 87 fields at present, this would mean that approximately 48 should be located in the city core (which is 9 more than in the 2006 inventory) and 39 should be located in outlying communities (which is 11 more than in the 2006 inventory). Clearly, there is a need for additional soccer fields throughout the City; however, the need is slightly more acute in the former City of Sudbury; rental permits underscore this point as core fields are used more heavily than those in other communities, particularly by adults.

As mentioned in the Master Plan, there are several approaches the City should take to meet the demand for soccer fields, including lighting existing fields, improving field quality to extend playability (particularly at school sites), developing new fields at existing or new parks, partnering with industry or local clubs to utilize unused flat land where available, etc. Many communities are also converting underutilized ball diamonds to soccer use; however, the City has indicated that this is not a likely option at this time. Both the new Multi-use Recreational Complex and Countryside Arena remain viable options for accommodating some of the needed outdoor fields. There is also merit in locating outdoor fields on the same site as an indoor soccer complex.

Another consideration is the installation of artificial turf, which is a viable alternative to natural grass fields as it provides a quality playing surface that can be used around the clock in nearly all seasons. Artificial turf requires very little maintenance – the grass-like surface known as “infill” (either rubber or sand) is preferred over the traditional carpet-like turf due to its greater playability. Although it is a significant capital cost, this type of field can last up to 20 years if properly maintained and also appeals to other field sports such as football. A lighted artificial turf field can accommodate approximately 50% more usage than natural turf lit fields; we would consider each lit artificial field to be equivalent to 4 unlit grass fields or 2.5 lit grass fields.

The SRSA has indicated that existing fields are over-used and in critical condition. The displacement of fields across the City creates challenges for the Association’s annual Panhellenic Soccer Tournament; in 2007, this event utilized 13 fields at 8 locations and attracted 95 teams, including 68 from out-of-town. Furthermore, the group has indicated that many existing fields are too small and do not meet minimum standards for some levels of competition. They have requested a soccer complex with a minimum of 8 full size fields (including 2 lit artificial turf fields), access to change rooms, a referee’s room, boardroom, and concessions. An outdoor complex of this nature would also likely necessitate a service building/maintenance compound.

Under the SRSA’s proposal, the area comprised solely of playing fields and play-out lines accounts for approximately 21 acres (8.5 hectares); applying a grossing factor of 1.75 to accommodate parking and safety setbacks (this factor assumes that some shared parking will be available at the complex) results in a total requirement of 37 acres (15 hectares). This is a considerable land requirement given the range of other facilities being proposed for the site and we suggest that a smaller number of fields be built at the Multi-use Recreation Complex site.

Based on the input received through the consultation sessions, it is our view that there is sufficient demand for at least one artificial turf field, which would act as a premier venue for multiple sports. Furthermore, we propose that 3 full size lighted grass fields be provided at the multi-use site and that the proposed mini fields are best accommodated at more

neighbourhood-based sites. The provision of 4 full fields (including one with artificial turf) would require a minimum of 15 acres of land (6 hectares).

Football and Other Field Sports

There are no dedicated football fields in the City, however, the City owns 2 fields at James Jerome (Lily Creek) Sports Complex and 1 field at Queen's Athletic Field that are shared between football and soccer organizations. Similarly, the City has agreements with School Boards to allocate 12 football/soccer fields. In total, there are a minimum of 15 football fields available for shared use with soccer.

In addition to 8 high school football teams, there are three football organizations in the City: the Sudbury Spartans (50-60 players); Joe MacDonald League (206 players on 9 teams); and the Sudbury Northerners (150 players on 3 teams). These groups predominantly use Queen's Athletic Field and report several inadequacies with this facility, including its small endzones, lack of parking, and lack of proper change rooms. Overall, the groups felt that the condition of existing fields (which are shared with other sports such as soccer) is poor and that they are suffering from overuse. It was also felt that there are not enough fields to meet demand for their growing programs. The groups were supportive of a regulation size artificial turf field as this would allow them to start their season earlier (in May instead of June) and would result in improved field conditions. There was some indecision over whether or not artificial turf should be installed at Queen's Athletic Field or if all football organizations would utilize a new field at the Multi-use Recreational Complex.

Input was also received from the Sudbury Rugby League and Sudbury Ultimate Frisbee Club. The Sudbury Rugby Club indicated that there is a lack of available field time, change rooms, and washroom facilities. They are supportive of the provision of full size fields at the proposed multi-use complex. As a sport on the rise, the Sudbury Ultimate Club requires greater space to play. The Club's membership has increased from 4 to 8 teams (130 players) and indicates that the shortage of playing fields has made it difficult to expand the club.

The 2004 Master Plan recommended that an artificial turf field (with only limited seating) for football and other field sports be considered at the proposed multi-use recreation complex. Based on the case for this field being a premier venue for several field sports, it is recommended that the field include bleacher seating for 1000 to 1500 spectators within an enclosed environment and that there be sufficient access to change facilities and ancillary amenities within the indoor multi-use complex.

Key Findings:

- 1) There is a shortage of approximately 20 soccer fields (unlit equivalents) in the City of Greater Sudbury; this shortage is slightly more acute in the city core. The City should explore various approaches for addressing this deficit, including the development of new fields at the proposed Multi-use Recreational Complex.
- 2) In addition to soccer, other field sports have requested new and improved facilities due to the deteriorating condition of existing fields, combined with modest growth in participation. Most of these needs could be accommodated through the provision of full size playing fields capable of serving multiple sports; artificial turf is best suited to meeting this requirement due to its ability to sustain high levels of use.

- 3) Four full lit multi-use playing fields (including one with artificial turf) should be provided at the Multi-use Recreational Complex. This would require a minimum of 15 acres of land (6 hectares) and would be equivalent to 10 unlit fields. The artificial turf field should be accessible to sports such as soccer, football, rugby, ultimate frisbee, etc. All fields should be appropriately sized for their intended use and the grass fields should be irrigated. Clubhouse/change room facilities should be provided as part of the main indoor complex (rather than through a separate, dedicated building), although a maintenance building/compound will likely be required to service the grounds.

4.7 Other Outdoor Components

Based on suggestions received from the public consultation program and the findings of the City's 2004 Parks, Open Space and Leisure Master Plan, there is merit in including the following outdoor facilities at the proposed Multi-use Recreational Complex site:

- A paved multi-use trail loop within or encircling the multi-use recreational complex site. Trails are consistently one of the more desired recreational elements for people of all ages as they can be used for walking, running, cycling, or inline skating at one's convenience. Expansion of the local trail networks has been a key priority of the City in recent years and the proposed site should be designed to further this objective. Pedestrian and bicycle connectivity to the site is also imperative, whether through sidewalks, bike lanes, or designated off-road trail systems.
- A permanent skate park. The City recently opened a concrete park in the Minnow Lake area and it has been met with great success, as have similar projects in many other communities. The 2004 Master Plan found that skate parks are in high demand from local youth and there is no reason to suggest that this has changed. The geographic distribution of skate parks is an important consideration as many users do not have access to personal vehicles. Visibility from the street or parking lot is also essential. Depending on the location and orientation of the site that is chosen for the Multi-use Recreational Complex, a large skate park (>10,000 square feet) should be strongly considered.
- A basketball court should be considered in tandem with the skate park if would not create undue duplication with facilities on adjacent sites (e.g., schools).
- A playground to serve the outdoor field complex and broader community.
- An outdoor splash pad should be considered if an indoor aquatics centre is not developed at the Multi-use Recreational Complex. Splash pads are family-friendly apparatuses that appeal largely to children ages 2 to 12. A spray pad allows children of all abilities to play and cool down on warm days and – unlike an indoor pool – usage of the facility can be free. An outdoor pool is not recommended due to the short operating season associated with the considerable capital and operating investment.

A small number of other requests were received during the Study's public consultation process, including for additional ball diamonds, an outdoor lacrosse pad, an outdoor speed skating oval, and an outdoor track (in addition to the one currently being rebuilt at Laurentian University). Based on previous assessments and this Study's consultation program, no significant evidence has been presented to justify the inclusion of these facilities in the initial design of the proposed Multi-use Recreational Complex site, although smaller-scale facilities could be considered should sufficient demand emerge and an appropriate partnership/financial plan be established.

Section 5 Proposed Facility Concept

5.1 Project Principles

In identifying the preferred facility components to be examined in Sections 6 and 7 of this Study, the Recreational Complex Advisory Panel and City Council were asked to assess a number of principles to help guide the facility concept. Based on averaged scores, it was established that the priorities for facility access should be as follows:

Highest Priority	High Priority	Lower Priority
1. local usage and needs	6. recreational-level opportunities	9. unorganized activities
2. improving access to existing sports	7. regional usage and tourism	10. elite athlete training
3. access for youth	8. access for adults	
4. organized sports		
5. improving access to new leisure opportunities		

5.2 Potential Facility Components

The Multi-use Recreational Complex Advisory Panel reviewed the Needs Assessment Report prepared by Monteith Brown Planning Consultants on August 27, 2007. The Report (which essentially comprises Sections 1 to 4 of this Study) provided the Consultants' recommendations regarding the facility components to be considered in the multi-use complex based on local trends, public and municipal input, community need, and their experience. The potential economic impact of facility investment was not a deciding factor in identifying the recommended facility components, although it is recognized that the local economy could benefit from such an investment. Costs were not provided at this stage.

The Advisory Panel took this information under advisement and identified the specific facility components and options to be considered at the next stage of the Feasibility Study process (which includes the cost estimates and management and design options explored in the following sections). Specifically, the Advisory Panel suggested that the components and options on the following page be considered in developing the financial estimates.

INDOOR CORE FACILITY ELEMENTS

Component	Design Parameters / Comments
<p>Ice Pads:</p> <p>Option 1: 4 NHL size ice pads</p> <p>Option 2: 3 NHL size ice pads</p> <p>Option 3: 2 NHL size ice pads and twinning of Countryside Arena (single pad rink)</p> <p>Option 4: 3 NHL size ice pads and 1 Olympic size ice pad</p> <p>Option 5: Seating in signature rink – 1200 v. 1800</p>	<ul style="list-style-type: none"> - walking track around one pad - each pad should have a minimum of 6 dressing rooms - signature rink to have 1200 seats (except in Option 5)
<p>Leisure Pool</p>	<ul style="list-style-type: none"> - assume 6,000 square feet of wet space - design of pool to be determined, but could combine leisure pool (slide, beach entry, etc.) with three 25-metre swimming lanes (which could also be used for leisure swims); small whirlpool/therapy tank also to be provided
<p>Multi-Purpose Space</p>	<ul style="list-style-type: none"> - assume 4,000 square feet for a large/divisible activity space, an activity studio with wood sprung floor, and a small meeting room
<p>Indoor Soccer:</p> <p>Option 1: Bubble for Outdoor Artificial Turf Field</p> <p>Option 2: Two indoor soccer fields (steel structure)</p>	<ul style="list-style-type: none"> - construction/operation may be pursued in partnership with soccer organization - fields would be accessible for soccer, other sports, and various events
<p>Gymnastics Centre (partnership)</p>	<ul style="list-style-type: none"> - assume 18,000 square feet, including an elevated mezzanine area - to be built, full funding (or a significant portion thereof) must be provided by Gymnastics Club
<p>Restaurant</p>	<ul style="list-style-type: none"> - assume 3,000 square feet (90 to 120 seating capacity), although could be larger - likely to be operated by third party through lease arrangement
<p>Office Space for tenants</p>	<ul style="list-style-type: none"> - assume up to 1,000 square feet for rented office space (not including those for facility staff)
<p>Change Rooms for outdoor fields</p>	<ul style="list-style-type: none"> - assume 3,000 square feet for 4 change rooms, officials room, and first aid/taping room
<p>Hall of Fame Display</p>	<ul style="list-style-type: none"> - 185 linear feet of wall space required - this is a design element and not to be priced at this stage

OUTDOOR CORE FACILITY ELEMENTS

Component	Design Parameters / Comments
Outdoor Sports Fields (grass) – 3	- each approximately 320 ft by 210 ft - each with lights
Outdoor Sports Field (artificial turf) - 1	- approximately 360 ft by 210 ft - with lights
Paved Multi-use Trail encircling site	- assume 12 feet wide and 1 km long
Skate Park	- assume 10,000 to 12,000 square feet; concrete
Outdoor Basketball Court - 1	
Playground	
Splash Pad	- not required if indoor leisure pool is built
Maintenance Building	

The public and stakeholder consultation program yielded invaluable input and several ideas were put forward ranging from the overall facility concept to very specific details of its design and operation. While many of these elements have significant merit, this Feasibility Study is intended to identify needs, design, and costs at a high level; therefore, many detailed suggestions or design features are not necessary at this stage but will be indispensable in the detailed design phase. As the facility planning process is a fluid one, nothing in this report should preclude the municipality from exploring alternative designs, partners, or forms of construction at this early stage in the process.

Section 6 Capital Cost Estimates

6.1 Capital Cost Assumptions & Notes

In developing reasonable capital cost estimates for the proposed Multi-use Recreational Complex and its various options, the following assumptions and notes apply:

- Type of Estimate – The capital cost estimates contained in this report are considered to be “indicative estimates” based on a description of the requirements, construction/design experience, and market conditions. These estimates should be sufficient for ranking all the options being considered, making the correct investment decision, and obtaining preliminary project approval. They are appropriate for construction cost planning at this stage of the process (i.e., Feasibility Study).
- Greater Sudbury construction cost escalation factor – Prevailing market conditions have the most important effect on pricing. Ideally, there must be adequate competition among general contractors and sub-contractors to maintain reasonable overheads and profits. Prices are always higher when construction activity is brisk (alternately, if construction companies are not busy, then costs could be lower). Similarly, a shortage of labour or materials will also adversely affect prices, as with the well publicized steel shortage.

The Greater Sudbury construction market is active in public projects (e.g., school and hospitals), reflecting healthy economic activity. Due to shortages in skilled trades, Quantity Surveyors have seen 10% to 20% increases in construction costs reflecting this market condition. The cost estimates used in this report include a 10% increase over usual construction cost in order to reflect the local construction market. These costs and the construction market should be examined more closely at the next facility planning stage as it is truly a function of the market at the time.

- Building Construction Costs – Building construction costs are estimated using current unit ratios for this building type in Ontario. Notwithstanding any regional differences, these unit ratios will be affected by numerous variables that will include the specific building design requirements, site conditions (as with site development costs), building schedule (winter conditions), market conditions at the time of tendering, and general project requirements (bonding, warranties). For example, the unit rates indicated vary between new construction, renovations / additions, longer structural spans for wider ice, and the deletion of the requirement for refrigeration systems for the indoor soccer centre.
- Gross Floor Areas – Gross floor areas presented for indoor facilities are average program areas for good quality municipal facilities currently planned and in construction in Ontario. The final gross floor area will be affected by such variables as specific client requirements, activity programs, and site conditions.
- Contingencies and Allowances – Cost estimates based on the level of information at this stage of a project must be accompanied by a substantial contingency of 12% of the construction cost to cover potential escalations at the design and post tender phase. This contingency can normally be reduced in successive estimates as the level of knowledge increases through the design stages, to 3% to 5% at the beginning of the construction phase. The costs for furniture, fixtures and equipment have been estimated at 3% of the building cost, where applicable. The fees, permits, city charges, and

consulting fees (architects, engineers, surveys, testing and inspection, miscellaneous) have been estimated at 10% of the building construction cost. These allowances should be re-evaluated when a detailed building and site program for a specific site have been determined. GST has not been included.

- Design and Construction Approach – Design characteristics will affect the design. As with most things, simplicity is less expensive. Obviously, the cost and quality of individual building materials and systems will affect the overall cost. Prefabricated metal buildings are less expensive than the existing masonry and concrete arena, and shell / tube refrigeration is less expensive than plate / frame systems. Often, operating and maintenance (life cycle) costs are ignored to minimize initial capital costs, as with systems that save energy but cost more to install.

Cost estimates have been prepared assuming a “Design-Bid-Build” (DBB) approach and assuming a good quality municipal building. Generally, DBB works best when the aim is to provide a product of market quality at a competitive price within a reasonable, standard schedule. A Design-Build (DB) approach, on the other hand, typically ensures a lower quality building because the design is under the control of the builder, rather than the client. These concerns are more acute in a program-specific/highly technical building such as the recreation facility being proposed by the City (compared with the simplicity of an office or industrial building).

- Site Development – Site development (e.g., asphalt paving, sidewalks and curbs, site drainage, lighting and landscaping, etc.) has not been identified at this stage. Because site development budgets can be compromised by unforeseen problems with subsurface conditions, we recommend that these costs be verified when a final site and design are determined. City staff and the Advisory Panel are working to establish preliminary cost estimates for potential sites.

Site development costs will be affected substantially by such variables as soils conditions, topography, site size, and final site program requirements. Furthermore, the construction scheduling should be coordinated to minimize winter construction that necessitates temporary enclosures and heating. Similarly, the area of the site least affected by poor bearing capacity and high water table should be chosen, especially for pool and ice slab construction.

- Land Acquisition – As a preferred site has not yet been identified, the costs for purchasing land for this facility have not been included in this analysis.
- Inflation – All cost estimates have been prepared using current year (2007) dollars; they have not been adjusted for inflation. At present, it is estimated that construction costs are increasing by approximately 0.5% per month (6% per year) due to a variety of factors. For every \$1 million of capital today, this represents a cost of approximately \$1.19 million in three years time.
- Phasing – Constructing the project in phases will be more expensive than one large project. There is an economy of scale to be gained by reducing contractor and consultant overhead. For the twinning of Countryside Arena, for example, costs will be higher in relation to new construction as there will be disturbances to the existing building and potential design modifications (although site development could be less expensive).

The overhead for a large project is not proportionately larger than the overhead for a small project; however, a 10% increase in costs could be used as an order of magnitude percentage for any phased project (not including inflation). The cost estimates for proposed facility have not assumed a phased approach.

- **Timing** – Given that it will take some time for this project to receive final approval, to secure funding, to complete the design and tender process, and to construct the facility, the earliest that this facility could possibly be open is 2010 (assuming construction begins in early 2009). There are many factors that could delay this project even further (e.g., fundraising, site requirements, availability of skilled labour, etc.).

6.2 Indoor Components – Capital Costs

Arena Components

The cost to construct 3 to 4 new ice pads (with 1,200 seats in the signature rink) ranges from \$23.9 million (Option 2) to \$33.5 million (Option 4).

Adding 600 seats to the signature ice pad (for a total of 1,800 seats) would cost approximately \$2.35 million more. Conversely, reducing the number of seats to 500 in the signature rink would save approximately \$2.45 million over the 1,200 seat option.

	Option 1		Option 2		Option 3		Option 4	
	4 NHL Pad Arena		3 NHL Pad Arena		2 NHL / Twin Countryside		3 NHL + 1 Olympic	
	Area	Cost	Area	Cost	Area	Cost	Area	Cost
1 Gross Floor Area (sf)	155,500		122,000		123,500		165,000	
1,200 seat arena	55,000	1 arena	55,000	1 arena	55,000	1 arena	60,000	1 Olympic
150 seat arena(s)	100,500	3 arenas	67,000	2 arenas	33,500	1 arena	105,000	3 arenas
Twin Countryside					35,000	1 arena		
2 Building Construction (\$/psf)	\$145	\$22,547,500	\$145	\$17,690,000	\$145-\$155	\$18,257,500	\$150	\$24,750,000
3 Fees & Expenses (8%)		\$1,803,800		\$1,415,200		\$1,460,600		\$1,980,000
4 Contingencies (12%)		\$2,705,700		\$2,122,800		\$2,190,900		\$2,970,000
5 Furnishings & Equipment (3%)		\$676,425		\$530,700		\$547,725		\$742,500
TOTAL - Construction (1,200 seats in signature rink)	\$178	\$27,733,425	\$178	\$21,758,700	\$182	\$22,456,725	\$185	\$30,442,500
Option 5: 600 more seats (sf)	12,000		12,000		12,000		12,000	
Building Construction (\$/psf)	\$145	\$1,740,000	\$145	\$1,740,000	\$145	\$1,740,000	\$150	\$1,800,000
Fees & Expenses (8%)		\$139,200		\$139,200		\$139,200		\$144,000
Contingencies (12%)		\$208,800		\$208,800		\$208,800		\$216,000
Furnishings & Equipment (3%)		\$52,200		\$52,200		\$52,200		\$54,000
Subtotal - Construction		\$2,140,200		\$2,140,200		\$2,140,200		\$2,214,000
TOTAL - Construction (1,800 seats in signature rink)	\$192	\$29,873,625	\$196	\$23,898,900	\$199	\$24,596,925	\$198	\$32,656,500
With Cost Escalation (10%)								
1,200 seats in signature rink		\$30,506,768		\$23,934,570		\$24,702,398		\$33,486,750
1,800 seats in signature rink		\$32,860,988		\$26,288,790		\$27,056,618		\$35,922,150

Notes:

- Each ice pad includes 6-8 dressing rooms, referee rooms, washroom, first aid, music booth, lobby, mechanical/refrigeration, storage, etc. Includes walking track around one pad.
- An NHL size surface is 200' x 85' and an Olympic surface is 200' x 100'.
- The program areas used for the cost estimates are generally based on space requirements for a 150 seat arena with bench seating along the opposite side of the ice from the team benches; and the 1200 seat spectator arena with seating on each side of the ice joined by a concourse / walking track that connects both seating areas at the upper level. Access to the seating is from the concourse level.
- Option 3 identifies costs to twin the single pad Countryside Arena (including additional dressing rooms and support spaces, but no community hall). It is understood alterations can be made to the existing ice plant and controls to accommodate a second pad as this facility was initially designed to be a twin surface arena. An order of magnitude cost estimate was developed for this facility (approximately \$7.3 million) with the understanding that it would be a retrofit project. As a site-specific assessment of this facility was outside the scope of this project, a more detailed examination should be undertaken to confirm the estimates included in this report.



RIM Park, Waterloo

Aquatic Components

The cost to construct an indoor leisure pool intended to serve the entire community of Greater Sudbury is approximately \$14.5 million.

	Leisure Pool	
	Area	Cost
1 Gross Floor Area (sf)	34,100	
2 Building Construction (\$/psf)	\$315	\$10,741,500
3 Fees & Expenses (8%)		\$859,320
4 Contingencies (12%)		\$1,288,980
5 Furnishings & Equipment (3%)		\$322,245
TOTAL - Construction	\$387	\$13,212,045
With Cost Escalation (10%)		\$14,533,250

Notes:

- Recommended space requirements program for the only leisure pool for a population of 160,000 (6,000 square feet of wet space). The safe bather capacity would be about 300 while the code occupancy would be at least 10% higher.
- Design of pool to be determined, but could combine leisure pool (slide, beach entry, etc.) with three 25-metre swimming lanes (which could also be used for leisure swims); small whirlpool/therapy tank also to be provided
- Includes deck area, small viewing area, change rooms (family, male, and female), staff office and support space, washrooms, lobby, small classroom, mechanical rooms, and storage.



Bethesda Park Aquatic Center, Gwinnett County Georgia
(note: pictured pool is 7,000 ft²; recommended pool for Greater Sudbury is 6,000 ft²)

Multi-Purpose Space

The cost to construct 5,200 square feet of multi-use program space is approximately \$1.34 million.

	Multi-Purpose Space	
	Area	Cost
1 Gross Floor Area (sf)	5,200	
2 Building Construction (\$/psf)	\$190	\$988,000
3 Fees & Expenses (8%)		\$79,040
4 Contingencies (12%)		\$118,560
5 Furnishings & Equipment (3%)		\$29,640
TOTAL - Construction		\$1,215,240
With Cost Escalation (10%)		\$1,336,764

Notes:

- Includes a large/divisible activity space, an activity studio with wood sprung floor, and a small meeting room.



Bayview Hill Community Centre, Richmond Hill



George Pierce Community Center, Gwinnett County Georgia

Indoor Soccer Components

The cost to construct an air-supported bubble over the proposed artificial turf field is approximately \$1.4 million, while a permanent steel-framed structure containing 2 indoor fields would be approximately \$11.4 million.

	Option 1 Steel Structure (2 fields)		Option 2 Air Supported Structure (3 fields)	
	Area	Cost	Area	Cost
1 Gross Floor Area (sf)	65,000	2 fields	87,400	3 fields
2 Building Construction (\$/psf)	\$130	\$8,450,000	\$10.00	\$874,000
Perimeter grade beam		--	1220' @ \$180'	\$219,600
<i>Subtotal</i>		<i>\$8,450,000</i>		<i>\$1,093,600</i>
3 Fees & Expenses (8%)		\$676,000	Lump Sum	\$5,000
4 Contingencies (12%)		\$1,014,000		\$131,232
5 Furnishings & Equipment (3%)		\$253,500		\$26,220
TOTAL - Construction	\$160	\$10,393,500	\$14	\$1,256,052
With Cost Escalation (10%)		\$11,432,850		\$1,381,657

Notes:

- Construction/operation may be pursued in partnership with the local soccer organization.
- Information on bubble from Yeadon Fabric Structures who design, supply, and install air supported fabric envelopes. Connection to grade beams, mechanical & electrical system equipment, blowers, heaters and lights, exit doors and frames, entrance revolving doors and frames are all included. Fabric has a 15 to 18 year life.
- Bubble is based on a field size of 360 by 210 feet, with a 100 foot surround. Indoor height would be approximately 50 to 60 feet.
- Cost for air supported bubble does not include cost of artificial turf field (see outdoor facilities) or accessory building components (see change rooms for outdoor fields).



Milliken Soccer Dome, Markham



RIM Park Fieldhouse, Waterloo

Gymnastics Centre – Partnership Option

The cost to construct 18,000 square feet of floor space for a gymnastics centre is approximately \$3.1 million. This estimate does not account for equipment.

	Gymnastics	
	Area	Cost
1 Gross Floor Area (sf)	18,000	
2 Building Construction (\$/psf)	\$130	\$2,340,000
3 Fees & Expenses (8%)		\$187,200
4 Contingencies (12%)		\$280,800
TOTAL - Construction		\$2,808,000
With Cost Escalation (10%)		\$3,088,800

Notes:

- Construction/operation to be pursued in partnership with Gymnastics Club. The Club must be responsible for all or a significant portion of the capital costs (as well as all interior furnishing and equipment) if this component is to proceed.

Restaurant

The cost to construct a 3,000 square foot restaurant is approximately \$0.63 million.

	Restaurant	
	Area	Cost
1 Gross Floor Area (sf)	3,000	
2 Building Construction (\$/psf)	\$160	\$480,000
3 Fees & Expenses (8%)		\$38,400
4 Contingencies (12%)		\$57,600
TOTAL - Construction		\$576,000
With Cost Escalation (10%)		\$633,600

Notes:

- Space allocation assumes a 90 to 120 seating capacity. The restaurant could be larger (up to 6,000 square feet), which would be attractive for events, but would carry a more significant risk.
- Likely to be operated by third party through lease arrangement.

Office Space for Tenants

The cost to construct 1,300 square feet of rentable tenant space is approximately \$0.3 million.

	Tenant Space	
	Area	Cost
1 Gross Floor Area (sf)	1,300	
2 Building Construction (\$/psf)	\$170	\$221,000
3 Fees & Expenses (8%)		\$17,680
4 Contingencies (12%)		\$26,520
5 Furnishings & Equipment (3%)		\$6,630
TOTAL - Construction		\$271,830
With Cost Escalation (10%)		\$299,013

Notes:

- Rented office space for user groups, local organizations, or pro shop.

Change Rooms for outdoor fields

The cost to construct change rooms for the outdoor fields (3,000 square feet) is approximately \$0.77 million.

	Change Rooms for Outdoor Fields	
	Area	Cost
Gross Floor Area (sf)	3,000	
Building Construction (\$/psf)	\$190	\$570,000
Fees & Expenses (8%)		\$45,600
Contingencies (12%)		\$68,400
Furnishings & Equipment (3%)		\$17,100
TOTAL - Construction		\$701,100
With Cost Escalation (10%)		\$771,210

Notes:

- Space sufficient for 4 change rooms, officials room, and first aid/taping room.
- The rooms would also service the indoor soccer facility/bubble.

6.3 Outdoor Components – Capital Costs

Outdoor Sports Fields

The cost to construct 3 full size grass sports fields with lights is approximately \$1.2 million (\$390,000 per field), while the cost for 1 lighted artificial turf field is approximately \$1.0 million.

	Fields - 3 Natural Turf			Fields - 1 Artificial Turf		
	Area	Rate	Cost	Area	Rate	Cost
Topsoil & Sod / Artificial Turf	220,000	\$2.00	\$440,000	75,000	\$7.00	\$525,000
Surround	110,000	\$0.50	\$55,000	45,000	\$0.50	\$22,500
Drainage Tile	3	\$25,000	\$75,000	1	\$25,000	\$25,000
Irrigation	3	\$25,000	\$75,000		lump sum	\$5,000
Lighting	3	\$75,000	\$225,000	1	\$75,000	\$75,000
Goals	3	\$5,000	\$15,000	1	\$5,000	\$5,000
Bleacher Seating				1500 seats	\$65	\$97,500
<i>Subtotal</i>			\$885,000			\$755,000
Fees & Expenses (8%)			\$70,800			\$60,400
Contingencies (12%)			\$106,200			\$90,600
TOTAL - Construction			\$1,062,000			\$906,000
With Cost Escalation (10%)			\$1,168,200			\$996,600

Notes:

- Each natural (grass) field is approximately 320 ft by 210 ft (playing surface) and has lights.
- The artificial turf playing field is approximately 360 ft by 210 ft with lights.
- Costs for clearing, grubbing, excavation and fill are not included as these will be addressed through site development costs.



File Photo, Monteith Brown Planning Consultants



File Photo, Monteith Brown Planning Consultants

Paved Multi-use Trail encircling site

The cost to construct a 1-kilometre paved trail encircling the multi-use community centre is approximately \$0.28 million.

	Multi-use Perimeter Trail		
	Area	Rate	Cost
Asphalt	3,300 lf	\$65.00	\$214,500
<i>Subtotal</i>			\$214,500
Fees & Expenses (8%)			\$17,160
Contingencies (12%)			\$25,740
TOTAL - Construction			\$257,400
With Cost Escalation (10%)			\$283,140

Notes:

- Trail is paved, 12 feet wide, and 1 km long.
- Costs are highly variable depending on soil conditions, terrain, and need for bridges.
- Costs for clearing, grubbing, excavation and fill are not included as these will be addressed through site development costs.



City of London Park/Trail



File Photo, Monteith Brown Planning Consultants

Skate Park

The cost to construct a 10,000 to 12,000 square foot concrete outdoor skate park is approximately \$0.51 million.

	Skate Park	
	Area	Cost
Gross Floor Area (sf)	12,000	
Building Construction (\$/psf)	\$30.00	\$360,000
Design	lump sum	\$50,000
<i>Design - Build Construction</i>		<i>\$410,000</i>
Contingencies (12%)		\$49,200
TOTAL - Construction		\$459,200
With Cost Escalation (10%)		\$505,120

Notes:

- 10,000 to 12,000 square feet in size; concrete construction.



City of Mississauga



Gwinnett County Georgia

Outdoor Basketball Court

The cost to construct a full outdoor basketball court is approximately \$0.08 million.

	Basketball Court		
	Area	Rate	Cost
Grub, Clear, Exc, Fill	8,000	\$2.50	\$20,000
Surface	6,600	\$5.00	\$33,000
Nets	1 pair	\$10,000	\$10,000
<i>Subtotal</i>			\$63,000
Fees & Expenses (8%)			\$5,040
Contingencies (12%)			\$7,560
TOTAL - Construction			\$75,600
With Cost Escalation (10%)			\$83,160

Notes:

- The cost estimate above is for asphalt. The City is interested in the court surface being made out of a recycled/composite material.



Gwinnett County, Georgia

Playground

The cost to construct an outdoor playground is approximately \$0.13 million.

	Playground
Construction	\$100,000
Fees & Expenses (8%)	\$8,000
Contingencies (12%)	\$12,000
TOTAL - Construction	\$120,000
With Cost Escalation (10%)	\$132,000

Notes:

- The cost estimate is based on total surface area; therefore, the price could vary widely depending on the type of equipment installed.



Gage Park, Brampton

Splash Pad

The cost to construct an outdoor splash pad is approximately \$0.53 million.

	Splashpad
Construction	\$400,000
Fees & Expenses (8%)	\$32,000
Contingencies (12%)	\$48,000
TOTAL - Construction	\$480,000
With Cost Escalation (10%)	\$528,000

Notes:

- A splash pad may not be required if an indoor leisure pool is built.
- The cost estimate is based on total surface area; therefore, the price could vary widely depending on the type of equipment installed and the desired finish.



Town of Oakville



File Photo, Monteith Brown Planning Consultants

Maintenance Building

The cost to construct an outdoor maintenance building is approximately \$0.34 million.

	Maintenance Building	
	Area	Cost
Gross Floor Area (sf)	2,000	
Building Construction (\$/psf)	\$130	\$260,000
Fees & Expenses (8%)		\$20,800
Contingencies (12%)		\$31,200
TOTAL - Construction		\$312,000
With Cost Escalation (10%)		\$343,200

Notes:

- Could be designed as part of the multi-use complex building envelope.

6.4 Capital Cost Summary

Summary of Multi-use Recreational Complex Capital Cost Estimates

	Arena Option 1 (4 NHL-size pads)	Arena Option 2 (3 NHL-size pads)	Arena Option 3 (2 NHL-size pads and twinning of Countryside Arena)	Arena Option 4 (3 NHL-size pads and 1 Olympic – size pad)
INDOOR FACILITIES				
Ice pads (note 2)	\$30,506,768	\$23,934,570	\$24,702,398	\$33,486,750
Indoor leisure pool (note 3)	\$14,533,250			
Multi-purpose space	\$1,336,764			
Air-supported dome (note 4)	\$1,381,657			
Gymnastics Centre (note 5)	n/a			
Restaurant	\$633,600			
Office/tenant space	\$299,013			
Change rooms for fields	\$771,210			
Subtotal	\$49,462,262	\$42,890,064	\$43,657,892	\$52,442,244
OUTDOOR FACILITIES				
3 grass multi-use fields	\$1,168,200			
1 artificial turf field	\$996,600			
Multi-use trail (paved)	\$283,140			
Skate park	\$505,120			
Basketball court	\$83,160			
Playground	\$132,000			
Maintenance building	\$312,000			
Subtotal	\$3,480,220			
TOTAL (see note 1)	\$52,942,482 (Arena Option 1)	\$46,370,284 (Arena Option 2)	\$47,138,112 (Arena Option 3)	\$55,922,464 (Arena Option 4)

Notes:

1. All capital costs include construction, contingencies, fees and expenses, and cost escalation to the local market. Costs are in 2007 dollars. Site development costs are not included.
2. All options assume 1200 fixed seats in the signature ice rink. 600 more seats (a total of 1800 seats), are estimated to cost an additional \$2.35 million. 700 fewer seats (a total of 500 seats) are estimated to cost \$2.45 million less.
3. If City does not proceed with Indoor Aquatic Centre, an outdoor splash pad is recommended at an estimated cost of \$0.53 million.
4. All options assume the establishment of a seasonal air-supported dome over the outdoor artificial turf field. Replacing the dome with a permanent structure containing 2 indoor turf fields (each 200 by 100 feet) is estimated to cost an additional \$10.05 million.
5. The cost of the Gymnastics Centre has not been included above as it is expected that the Club will fund all or a significant portion of the costs. The estimated cost to build this space is \$3.09 million.
6. See the previous sections for more details regarding the specifications of each facility component.

6.5 Capital Cost Requirements for Existing Recreational Facilities

Although the scope of this study does not include an evaluation of current operations and facilities, it has included a needs assessment component that identified the need for various indoor and outdoor facilities in the City of Greater Sudbury, with an emphasis on the core area (former City of Sudbury). Due to various factors such as the City's aging recreational infrastructure, facility limitations, user expectations, and current and future public demand, the ice pads and indoor aquatic centre proposed for the Multi-use Recreational Complex may require the City to abandon and/or re-purpose one or more existing municipal facilities in the future. In this regard, it would be prudent for the City to wait until the new facilities are operational for one year prior to completing its evaluation of existing recreation facilities.

Should the City eventually decide that one or more existing recreation facilities will need to be removed from the active inventory as a result of the modern and expanded services offered at the Multi-use Recreational Complex, the amount to which the City is investing capital in these facilities (i.e., repairs, necessary upgrades, etc.) should be taken into consideration as this will result in a net decrease in the City's annual capital budget.

Based on anticipated capital expenditures for 2008-10 (see below), the average capital investment in each core area arena will be \$163,000 per year, while the average capital outlay for each core area indoor pool is \$60,000 per year for this period. It should be recognized that some of the capital projects identified for this period have been delayed for some time; therefore, the annual capital investment shown may be slightly higher than what would be expected under normal circumstances.

Arena Facility	Capital Improvements (2008-2010)
Cambrian*	\$500,000
Capreol (twin)	\$582,500
Carmichael	\$575,500
Centennial	\$332,500
Chelmsford*	\$417,500
Coniston	\$340,000
Countryside	\$495,000
Dr. Edgar Leclair	\$432,500
Garson	\$395,000
I.J. Coady Memorial	\$497,500
McClelland	\$387,500
Raymond Plourde	\$405,000
Sudbury	\$1,450,000
T.M. Davies	\$357,500
Average per year - Core Rinks (excl. Sudbury Arena)	\$163,167
Average per year - All Rinks (excl. Sudbury Arena)	\$136,143

Indoor Pool Facility	Capital Improvements (2008-2010)
Dow Pool	\$140,500
Howard Armstrong	\$1,130,000
Gatchell	\$105,500
Nickel District	\$295,000
Onaping Falls	\$527,500
Average per year- Core Pools	\$60,111
Average per year- All Pools	\$146,567

* Cambrian and Chelmsford Arenas also have significant anticipated capital expenditures within the period of 2011-2012.

Note: Building assessments were based on the condition of the facilities at time of inspection. The identified needs will be reviewed and engineered as required in their respective year. Condition assessments include major / capital building component needs and do not include maintenance related items.

Source: Assets Management/Buildings & Facilities – City of Greater Sudbury

The average age of the City's rinks is 36 years (built in 1971) and 33 years for indoor pool (built in 1974). Buildings of this age become significantly more expensive to operate and maintain and are often void of up-to-date design and architectural features; major capital investments are a definite necessity. Furthermore, many are small, single use facilities that do not meet current user expectations and operate below cost recovery levels associated with new, larger facility designs. This point was referenced in the City's 2004 Parks, Open Space & Leisure Master Plan, which indicated that the City may wish to consider replacing some of its single pad arenas with multi-pad facilities over the long-term, as needs and finances allow.

According to the "Major Municipal Sport and Recreation Facility Inventory" published by Parks and Recreation Ontario in April 2006, an optimal life cycle for an arena facility is 50 years, while 40 years for an indoor pool can be used for planning purposes. Many factors, however, will influence a building's useful life. The quality of the original construction, facility maintenance procedures, foot traffic, use patterns, and the historical capital reinvestment program can dramatically impact the building condition at various points in its life cycle.

The annual operating losses incurred by each facility type are discussed in the next section.

6.6 Facility Design Considerations

Hybrid community centres that combine multiple recreation and public programs under one roof increasingly form the most identifiable open, public gathering places in many municipalities. Combined with associated sports fields, playgrounds and landscaped recreation areas, the intersecting use patterns and hours of operation of multiple-program facilities increase the success, reinforce popular use and maximize the economic efficiency of each program element.

The richness of the public experience is a direct result of the wide range of social interactions between many different overlapping user groups.

The successful multi-component recreation centre shares the following design characteristics:

a) Efficiency and Expandability

A functional recreational complex must be clearly organized to be able to support the diversity of uses and cross-programming that is essential in a multi-use facility. The facility also has to have a clear pre-designed plan of flexible growth and expansion so that future 'modular' additions and program elements can be inserted with little disruption to on-going programs and the physical operation of the building. Flexibility requires a clear public "circulatory system" – a physical organization that is immediately clear and evident. This clarity starts at the entrance and guarantees an ease of use, with all of the public areas visible and accessible directly from the central public space. Transparency and visibility are important to the success of a community centre.

b) Safety and Visibility

Multi-use community centres have extended hours of operation with multiple user groups, including many children's programs. These multi-use facilities are the most 'nocturnal' of all public buildings and require special attention to transparency and visibility. By using 'Crime Prevention through Environmental Design' (CPTED) design principles, the facility can be made much more enjoyable for users.

CPTED is based on several design factors including natural surveillance, access control, and the enhanced sense of public “ownership” of the community centre and its surroundings.

By designing for clear sight lines between the various areas of the building and by maintaining unobstructed views directly to exterior terraces and parking areas, the facility becomes more user-friendly and more secure.

Control and information desks are the first destination point in the community centre and are located in a strategic central position to have complete visual access to all exterior and all program room entrances. This ‘Single Point Control’ is an operational cost saving, reducing the number of staff necessary to operate the building. This allows facility staff to centrally supervise program activities, welcome users and groups, and to control access to specific program areas. This is especially important in the aquatic centre, with its critical safety issues regarding the number and schedule of bathers permitted onto the pool deck.

c) Construction Efficiency

Community centres have unusual construction requirements specific to each program area. Swimming pools have unique performance levels for finish and structural materials that do not deteriorate in the harsh pool environment. Arena roof structures necessitate efficient long span structural solutions. Both have specific air-vapour barrier requirements and special mechanical systems for dehumidification and heating that are often linked in energy saving heat recovery systems. The successful community centre uses the most efficient structural and mechanical / electrical systems in combination to form one integrated facility.

Community centres have to be constructed on economical budgets with but robust, low-maintenance materials. Operating costs can exceed capital construction costs in a few short years; easy to clean and easy to maintain finishes are important to minimize staffing costs and program room down-time.

d) Energy Conservation

Operating costs are reduced through systems and configurations that are developed as founding principles of a community centre design. Energy budgets can be developed based on the prime factors that influence energy consumption the most; lighting, heating, cooling, and hours of operation. With a target energy consumption rate, the design goal should be to reduce energy requirements set out in CBIP and ASHRAE 90.1 to 75% of the minimum National Energy Code requirement for the building type.

The building elements that assist in meeting this goal include:

- High performance insulation systems in roof and walls;
- Thermally broken and insulated window systems;
- Air lock and vestibules on all entrances;
- Roof overhangs, light shelves and shading devices to provide light but controlling solar heat gain;
- Energy efficient lighting switched by control systems (timers and sensors);
- ‘Smart-building’ zoning of mechanical systems to support several building “micro-climates”;

- High performance mechanical systems; heat recovery loops and Energy Managements Systems;
- Passive and active solar heat collection; and
- Siting and landscaping for solar and wind exposure control.

e) Sustainability and LEED Certification

LEED (Leadership in Energy and Environmental Design) is the recognized 'Green Building' rating system and a commitment to LEED principles results in the incorporation of a large number of environmental items beyond energy conservation goals.

These range from the use of recycled materials to indoor quality standards of natural light and air that affect all community centre users.

The principles of sustainable design for community centres also help to safeguard the local ecosystem and environment, use resources efficiently, maintain healthy environments, and reduce waste and pollution during the entire life span of the building. The LEED certification process proposes measures in six categories: Sustainable Sites; Water Efficiency; Energy & Atmosphere; Materials & Resources; Indoor Environmental Quality; and Innovation & Design Process.

Design goals for these principle groups include:

- High-performance building system energy targets;
- Efficient tuning of the building systems with a commissioning plan;
- Use of regional and recycled content building materials;
- Choosing materials with appropriate low 'embedded energy costs';
- Healthy interiors with natural light, high natural ventilation and air filtration rates; and
- Reduction of construction waste.

f) Green Roofs

Green roof replace traditional water shedding surfaces with growing medium and plants. Using a mineral based "soil", indigenous dry-land plants grow on a low weight and low maintenance roof surface. Recreation and community centres typically have large span horizontal or low slope roofs that are ideal for the low capital cost, simple form of green roof.

These roofs have life cycle costs similar to conventional flat roofs and they provide additional environmental benefits including energy savings from summer cooling, winter insulation, and extended roof membrane life. They provide larger-scale benefits as well; reducing urban 'heat islands' and filtering storm water. In built-up urban areas, green roofs slow the peak loads of storm water flow and this important reduction in volume can reduce the size of newly constructed infrastructure and delay or eliminate the expensive need to replace existing storm sewer systems.

g) Alternative Heating and Cooling Systems

Efficiency and cost savings are realized in retaining the energy that is used in a community centre complex. Community centres contain program-specific equipment that is unusually high in energy consumption. Heating and dehumidification equipment in swimming pools

and refrigeration plants for ice-making in arenas produces excess heat energy that can be recovered and shared.

These two components often have heat recovery loops to ensure that heat given off in one mechanical system can be used to supplement the heating needs of an adjacent area.

h) Site Requirements

Site design of the Multi-use Recreational Centre must stress a “Contextual” response to the site.

These facilities must have a public identity that is open and inviting. They are iconic buildings in the neighbourhood and must support community values and be sensitive in scale, detail, and quality of materials.

The building must also form part of a larger precinct of outdoor public recreation amenities. Community centres are often sited as the central focus of landscaped activity areas including sports fields, skate and BMX parks, and walking trail systems.

i) Accessibility

Accessibility to new recreation facilities by persons with disabilities – and in fact all public buildings – has been a requirement of the Ontario Building Code for two decades. This requirement concentrated primarily on access and circulation for those in wheelchairs or with limited visual and hearing impairment. The recently enacted *Accessibility for Ontarians with Disabilities Act* requires the facilities to not only be more accessible, but to also be more usable. These requirements naturally extend to all ages and generally all levels of accessibility and provide for a greater level of equality of access and use. For new aquatic facilities, each pool must have an appropriate entry and exiting that can include ramps, lifts, and raised pool edges to provide equal access for all generations and levels of ability. Both contrasting colour and tactile markers must warn of level changes, adequate rails and guards must deflect unsafe passage, and specially designed hand-holds will provide comfort and security when grasping the edge of the tank.

For arenas, the change rooms in particular will be greatly increased in size to allow for accessibility to the showers, and washrooms; clothing storage will be lowered, and entrances are required to be wheelchair accessible – all proven necessary to accommodate the increased popularity of sledge hockey. Spectator seating must accommodate provision for handicapped / wheelchair positions that provide a variety of viewing locations. These are only a few examples of the redefined design challenge to make new community recreation facilities truly usable by all ages and levels of ability.

Section 7 Operating Cost Estimates

The facility concept involves building a new multi-use complex that would include an arena, indoor leisure pool, multi-purpose rooms, indoor sports fields (possibly under a bubble), a gymnastics centre (in partnership), related support amenities, and several outdoor amenities. The following analysis assumes that the complex would be managed by the municipality. If alternative management arrangements are contemplated, the self-managed approach could be used as a municipal comparator against which management proposals could be compared.

7.1 Community Centre Service Segmentation

The proposed complex would be divided into four business units. Each unit would have specific and identifiable target audiences and would employ staff with the skills and training unique to the particular service environment. We have assumed that all facilities would be built as a single project as opposed to a phased development. This would provide a number of cost advantages resultant from economies of scale, especially in terms of a central management team. Business units would include:

- Central Services: a management team that would oversee operations of the entire complex, costs associated with common areas and revenues associated with room rentals, concession/restaurant, etc.
- Arena: revenue and costs associated with rentals and programs, rentals ice surfaces at the centre – the analysis includes twin, triple and four pad configurations.
- Aquatic Centre: revenue and costs associated with water based activities and dry land training or other pool related programs available from the new aquatics centre.
- Indoor Sports Fields (Option 1 – Bubble): revenue and costs associated with the sports fields that would be covered by an air supported membrane or bubble.

The following sections provide details of each of these business units. It is assumed that the gymnastics component would operate on a net neutral basis (i.e., the gymnastics club would cover the operating costs, the debt service costs associated with the initial capital investment, and ongoing capital needs). Outdoor fields are also expected to operate on a net neutral basis in terms of operating expenses. Cost estimates for the operation and maintenance of outdoor components (including the proposed splash pad and trails) have not been developed at this stage due to their relatively minor impact on the overall cost structure.

7.2 Central Services

The Central Services Team members include the Facility Manager, Operations Supervisor, Building Services Staff, Customer Service Coordinator, part-time receptionists and part time program coordinators. The team would ultimately be responsible for the entire operation and would develop systems that would allow each of the other business units to operate toward specific objectives. The entire Central Services Team would work to ensure that each business unit employs appropriate management tools for setting priorities, monitoring results and increasing productivity through the implementation of effective operating techniques. The Facility Manager would motivate the Team to work with each business unit in the pursuit of synergistic results.

The facilities that would fall within the purview of the Central Services business unit include the lobby and reception area, a large hall and associated meeting rooms, change facilities for the sports fields and aquatic centre, the restaurant/concession, offices for sport groups, administration offices, and other associated common areas.

The following assumptions have been employed in the financial projections for the Central Services business unit as part of the new multi-purpose complex:

- The total indoor built space for which the Central Services business unit is responsible is 16,500 square feet.
- The staffing complement would include a Facility Manager, Operations Supervisor, Building Services Staff, Customer Service Coordinator, and Part Time Wages.
 - The common areas including the reception desk will be open for business a total of 110 hours per week.
 - The reception desk will be covered during all operating hours (with double coverage during peak weekday hours) for total coverage of 175 hours per week.
 - Several part-time program coordinators will provide a total of 40 hours of program administration and scheduling per week.
 - Dedicated staff for the arena, pool, and outdoor components is not included in the labour amount identified under Central Services.
 - Salary and benefit levels are consistent with current City practices.
- Community sports groups will rent a total of 1,000 square feet of office space at an average rent of \$6.00 per square foot.
- The large hall and meeting rooms will produce rental revenue and income from program fees. Usage is assumed at approximately 40%.
- An external contractor will rent and operate the restaurant/concession at market rates (and may also be required to outfit the space). Rent is based on 3,000 square feet.

The following table provides the first and fifth year financial projection of the Central Services business unit based upon the preceding assumptions.

Central Services	Year 1	Year 5
Revenue		
Sport group offices	\$ 6,000	\$ 6,495
Restaurant/concession	\$ 30,000	\$ 32,473
Program revenue and rentals	\$ 25,000	\$ 27,061
Total Revenue	\$ 61,000	\$ 66,028
Expenses		
Labour (salary and benefits)	\$ 425,000	\$ 460,034
Utilities	\$ 49,500	\$ 53,580
Operations	\$ 66,500	\$ 71,982
Total Expenses	\$ 541,000	\$ 585,596
Net Cost	\$ (480,000)	\$ (519,567)

7.3 Arena

The core ice rinks in Greater Sudbury arena are virtually used to capacity during prime time. The needs analysis of this study suggests that there might be a certain degree of pent-up demand from users in the community as a result of lack of additional available ice time.

The consultants reviewed the operating performance of the McClelland, T.M. Davies, and Countryside Arenas to establish financial benchmarks for arena operations in Greater Sudbury. It is assumed that a new arena complex would conform to the municipality's current mode of operation.

The project calls for an examination of the financial implications of a new twin pad, triple pad and four pad ice facility. Our analysis utilizes assumptions that are common to each of these three configurations.

Depending on the number of new ice pads and degree of pent-up demand in the City, the introduction of additional ice supply could detrimentally impact usage levels at the City's existing arenas. However, it is impossible to accurately predict the degree to which usage and revenues would be negatively affected. The City should re-evaluate its provision of arena facilities one year after the multi-use complex is operational.

A twin pad arena would result in economies of scale cost efficiencies. Typically, a twin pad arena's payroll costs can be proportionately reduced by up to 50% (on a per pad basis) compared to single pad facilities. These savings are connected to the integration of service functions and the cross utilization of staff. Typically however, the manpower required to operate a triple pad facility is the same as a four pad complex. As a result of this complication, triple pad facilities are less economical to operate than either a twin or four pad configuration.

The following assumptions have been employed in the financial projections for each of the three arena configurations that would become part of the complex:

- Minor groups would utilize 55 hours per week of minor prime-time ice per pad, regardless of the number of new ice pads developed.
- Adult groups would utilize 12 hours per week of prime-time ice per pad, regardless of the number of new ice pads developed.
- 25% of the total non-prime ice hours in the first 2 ice pads and 10% in subsequent ice pads would be utilized by various groups.
- Note: Depending on the number of new ice pads and degree of pent-up demand in the City, a portion of these rentals (minor prime time, prime time, and non-prime time) would likely be drawn from existing arenas in the City; therefore, not all represent new municipal rentals.
- The winter ice season would be 32 weeks long.
- One pad would offer 48 hours of summer ice over a 16 week season.
- Current and proposed ice rental rates (exclusive of GST) are shown in the following table. The proposed fees for the new complex are higher than existing rates and are based on input received from user groups in August 2007.

City of Greater Sudbury Ice Rental Rates	Current (2007) Rates (Tier 2, GST excl.)	Proposed Rates for new Complex
Minor Prime Time (M-F 5p-10p, S-S 7a-10p)	\$107.48	\$150
Other Prime Time (M-F 10p-12a, S-S 10p-12a)	\$163.55	\$225
Non-prime time (M-F 9:30a-5p)*	\$91.59	\$125
Summer Ice (youth)	\$147.66	\$175

* rate shown is blended equally between youth and adult (50/50)

- The differences in expenses and revenues between an Olympic size ice pad and NHL size ice pad are nominal and, therefore, are considered to be equal for the purposes of this analysis. The same assumption has been made for the 1,200 seat and 1,800 seat signature rinks .
- There would not be a user fee associated with the indoor walking track encircling the one ice pad.
- Labour, utility, and operating costs would be proportionally the same as the current operating profile of the Greater Sudbury arena inventory.
- All revenue would escalate by 3% per year and cost items would escalate 2% per year as a result of inflation.

The following table provides the first and fifth year financial projection of Options 1 and 4 – the new four pad arena (with or without Olympic size rink) – based upon the preceding assumptions.

Arena Options 1 & 4 (four pad)	Year 1	Year 5
Revenue		
Ice Rental (winter)	\$ 1,507,752	\$ 1,632,039
Ice Rental (summer)	\$ 134,400	\$ 145,479
Public Skating	\$ 5,000	\$ 5,628
Advertising	\$ 10,000	\$ 11,255
Miscellaneous	\$ 20,000	\$ 22,510
Total Revenue	\$ 1,677,152	\$ 1,816,911
Expenses		
Labour (salary and benefits)	\$ 481,795	\$ 521,510
Utilities	\$ 635,588	\$ 687,981
Materials	\$ 307,160	\$ 332,480
Contract	\$ 67,009	\$ 72,533
Equipment	\$ 33,947	\$ 36,745
Total Expenses	\$ 1,525,499	\$ 1,651,249
Net Income	\$ 151,653	\$ 165,662

The following table provides the first and fifth year financial projection of Option 2 – the new triple pad arena – based upon the preceding assumptions.

Arena Option 2 (triple pad)	Year 1	Year 5
Revenue		
Ice Rental (winter)	\$ 1,142,064	\$ 1,236,207
Ice Rental (summer)	\$ 134,400	\$ 145,479
Public Skating	\$ 3,500	\$ 3,939
Advertising	\$ 7,500	\$ 8,441
Miscellaneous	\$ 15,000	\$ 16,883
Total Revenue	\$ 1,302,464	\$ 1,410,949
Expenses		
Labour (salary and benefits)	\$ 481,795	\$ 521,510
Utilities	\$ 508,471	\$ 550,385
Materials	\$ 230,370	\$ 249,360
Contract	\$ 50,257	\$ 54,400
Equipment	\$ 25,460	\$ 27,559
Total Expenses	\$ 1,296,352	\$ 1,403,213
Net Income	\$ 6,112	\$ 7,735

The following table provides the first and fifth year financial projection of Option 3 – the new twin pad arena – based upon the preceding assumptions.

Arena Option 3 (twin pad)	Year 1	Year 5
Revenue		
Ice Rental (winter)	\$ 776,376	\$ 840,374
Ice Rental (summer)	\$ 134,400	\$ 145,479
Public Skating	\$ 2,500	\$ 2,814
Advertising	\$ 5,000	\$ 5,628
Miscellaneous	\$ 10,000	\$ 11,255
Total Revenue	\$ 928,276	\$ 1,005,550
Expenses		
Labour (salary and benefits)	\$ 361,346	\$ 391,133
Utilities	\$ 363,193	\$ 393,132
Materials	\$ 153,580	\$ 166,240
Contract	\$ 33,505	\$ 36,267
Equipment	\$ 8,489	\$ 9,188
Total Expenses	\$ 920,113	\$ 995,960
Net Income	\$ 8,163	\$ 9,590

Option 3 also includes the twinning of Countryside Arena. If the same rates and utilization projected for the new twin pad arena were applied to both the existing and proposed ice pad at Countryside Arena, then the annual cost to operate Countryside Arena would likely cost in the range of \$25,000 to \$75,000 more than the new twin pad due to it being an older, less efficient building. As Countryside Arena currently operates at an annual net loss, the addition of a second ice pad to this facility would improve its operating position; however, the degree to which this would occur is dependent upon several variables.

7.4 Aquatic Centre

The leisure pool as part of the complex would become a major recreational facility serving a broad range of aquatic interests across the entire City. The operations would balance hours offered for lessons with opportunities for recreational swimming, special events and rentals. Where possible, the pool would be programmed to accommodate a number of simultaneous uses thereby increasing bather loads and revenues.

Convenience is the leading factor dictating facility choices for recreation, leisure and wellness consumers. Industry research suggests that the primary market area (or trade area) of a leisure facility is within a geographical radius represented by an 8-minute travel time from the centre. The secondary market is within a 12-minute travel radius. In suburban locations, travel time is normally measured from the facility to an individual's residence. Urban facilities include travel times from both residential and workplace locations in market area calculations.

For the purposes of projecting pool use, it is assumed that the primary market for the new swimming pool would be 55,000 people in the primary area and 35,000 people in the secondary area. The existence of additional municipal pools within both the primary and secondary areas will, however, have a negative impact on usage at the new aquatic facility.

Children and youth are the primary user of swimming pools. This age cohort generally participates in instructional programs and generally surpasses adult participation rates for recreation swims. Industry studies frequently indicate that youth engage in swimming activities three to five times more often per year than adults. In Greater Sudbury, the children and youth age cohort (0 to 14 years) represents 17% of the residential population of both the primary and secondary markets.

The City's existing aquatic facilities accommodate annual bather traffic of approximately 175,000 swims. This represents a per-capita bather rate of 1.1 pool visits per population. The construction of a new pool could potentially increase the propensity for swimming, thereby escalating the bather rate per population.

There is little doubt that the introduction of the new pool would detrimentally impact bather traffic at the City's existing facilities – the new facility will be an attraction as it represents a new level of service in the community and appeals to all age groups and a variety of swimming activities. However, it is impossible to accurately predict the degree to which bather activities and revenues would be negatively affected. As the City currently has sufficient indoor pool capacity (but no municipal leisure pool), the usage assumptions have been tempered by the fact that the proposed pool will draw users away from existing pools to some degree and, therefore, not all usage will result in new revenues to the City. The City should re-evaluate its provision of indoor pool facilities once the leisure pool at the multi-use complex is operational.

The following business assumptions have been employed to project the financial performance of the new aquatic centre:

- As sufficient pool facilities suitable for swimming lessons already exist in the City, only a 10% net increase is anticipated for swimming lesson demand in Greater Sudbury as a result of the new aquatic centre. It is assumed that one-half of these participants would be drawn from existing indoor pools to the new facility. This represents approximately 2,900 individuals.
- Children and youth in instructional programs would register (on average) for 1.5 instructional sessions per year.
- Lesson fees would average \$61 per session per registrant.
- Based upon the introduction of the leisure pool design into the City, projected capture rates, and assuming that some swimmers would transfer from existing pools to the new facility, the new pool would accommodate a total of 40,000 annual bathers during recreational swims.
- Recreational swim fees would average \$4 per visit.
- Part-time labour costs are based upon the appropriate guard coverage during hours of recreational swims and the number of instructors necessary to conduct programs.
- Utility costs are based upon water volume of 150,000 gallons and an annual operating cost of \$1.50 per gallon.
- Other operating costs are drawn from comparable examples elsewhere.
- The pool would be the responsibility of an Aquatic Coordinator who would work with a staff complement of guards and instructors (largely part-time personnel). Salary and benefit levels are consistent with current City practices.

The following table provides the first and fifth year financial projection of the new pool based upon the preceding assumptions.

<i>Aquatic Centre</i>	<i>Year 1</i>	<i>Year 5</i>
Revenue		
Recreational Swims	\$ 160,000	\$ 173,189
Lessons	\$ 176,900	\$ 191,482
Rentals	\$ 50,000	\$ 54,122
Memberships	\$ 40,000	\$ 43,297
Total Revenue	\$ 426,900	\$ 462,090
Expenses		
Labour (salary and benefits)	\$ 547,500	\$ 592,632
Utilities	\$ 225,000	\$ 243,547
Supplies	\$ 25,000	\$ 27,061
Maintenance	\$ 50,000	\$ 54,122
Total Expenses	\$ 847,500	\$ 917,361
Net Cost	\$ (420,600)	\$ (455,271)

7.5 Indoor Sports Fields (Option 1 – Bubble)

The following assumptions have been employed to predict the operating and financial performance of the new indoor sports fields under an air supported bubble, located at the multi-use complex:

- There would be three sports fields (collapsible into one large field) accommodated under an air supported bubble – total covered area of 75,600 square feet.
- The fields would be rented to soccer groups and other users on an hourly rental fee basis.
- There would be 54 hours of prime time hours available over a 28 week indoor season.
- The bubble would be removed for the summer season during which the fields would operate on a revenue neutral basis.
- 75% of prime-time hours would be rented during the indoor season (this represents full prime-time usage of 2.25 fields). Non prime-time usage would be 20%.
- Field rates (exclusive of GST) would be: prime-time \$100 per hour and \$50 for non prime-time.
- The program coordinator would assist user groups in scheduling time; however, the bubble would primarily be coordinated through volunteer labour (including coaches).
- Grants from outside sources have not been included in this financial analysis.
- Utilities are estimated at \$3.50 per square foot of covered area. Based on the other assumptions, utilities are the dedicated expense item for this cost centre.
- Cleaning and maintenance of the sports fields would be the responsibility of the central services team and cost thereof would be carried in the central services budget.
- Annual costs for assembly and disassembly are estimated at \$15,000. This figure could be lower depending on the design of the facility and the site, or if volunteer unskilled labour was used. Storage of the fabric could be extra.

The following table provides the first and fifth year financial projection of the new indoor sports fields based upon the preceding assumptions.

<i>Indoor Sports Fields</i>	<i>Year 1</i>	<i>Year 5</i>
Total Revenue	\$ 387,240	\$ 419,161
Total Expenses	\$ 222,900	\$ 241,274
Net Income	\$ 164,340	\$ 177,887

It is assumed that the final operating position of Option 2 (building a permanent structure for 2 indoor fields) would not differ substantially from Option 1; however, this analysis was not undertaken.

7.6 Consolidated Financial Projections

The combined operations of central services, pool, indoor sport fields, and ice pads would produce first-year operating deficit ranging from approximately \$585,000 to \$730,000, depending on the ice pad configuration. Based upon the operating and pricing assumptions described in previous sections, the net cost would climb to approximately \$655,000 to \$815,000 by the fifth year of operations. It is noteworthy that municipal decisions associated with adjustments to pricing, policies, programs, schedules, allocation, and participant profiles could either positively or negatively influence the facility's operating performance.

The following table illustrates the financial performance of the facility in the first and fifth year of its operations, excluding the arena component.

Summary – Central Services, Pool, Indoor Fields	Year 1	Year 5
Revenue		
Central Services	\$ 61,000	\$ 66,028
Pool	\$ 426,900	\$ 462,090
Sports fields (bubble)	\$ 387,240	\$ 394,611
Total Revenue	\$ 875,140	\$ 922,729
Expenses		
Central Services	\$ 541,000	\$ 585,596
Pool	\$ 847,500	\$ 917,361
Sports fields (bubble) and central service	\$ 222,900	\$ 241,274
Total Expenses	\$ 1,611,400	\$ 1,744,231
Net Cost	\$ (736,260)	\$ (821,502)

The following table demonstrates the total financial cost of the complex including each of the three arena configurations.

Summary – Entire Facility	Year 1	Year 5
Four Pad (Options 1 and 4)	\$ (584,607)	\$ (655,840)
Triple Pad (Option 2)	\$ (730,148)	\$ (813,767)
Twin Pad (Option 3, minus Countryside expansion*)	\$ (728,097)	\$ (811,912)

* Countryside Arena currently operates at an annual net loss. The addition of a second ice pad to this facility would improve its operating position; however, the degree to which this would occur is dependent upon several variables.

Note: The above figures do not include allowances for capital replacement or potential savings from the removal of existing facilities from the active inventory (discussed on the following page).

A capital reserve fund is recommended to address future replacement costs. As well, these funds can be used annually to ensure that minor adjustments are made to the mechanical, electrical and plumbing systems as well as the building envelope (roof, pointing, etc.) to extend the life of the facility. The City has not implemented this practice to any great extent in the past, which has led to significant financial challenges in replacing out-dated infrastructure.

Industry standards suggest a reasonable annual reserve fund contribution would be 1.5% to 2% of the building's replacement cost. Given the many pressures that are being placed on the City's budget at present, it would be reasonable to require a 1.0% annual contribution; however, it needs to be stressed how critical this reserve is – the last thing the City wants to do is build a facility that the entire community can be proud of only to have it become an eyesore due to insufficient funds. The total amount of this annual contribution will vary depending on the facility model that the City ultimately endorses and the final construction cost (not including site development and fees). As a point of reference, a \$25 million building would require a contribution to this reserve of \$250,000 per year.

7.7 Operating Costs for Existing Recreational Facilities

Should the City eventually decide that one or more existing recreation facilities will need to be removed from the active inventory as a result of the modern and expanded services offered at the Multi-use Recreational Complex, the amount to which the City is currently subsidizing these operations should be taken into consideration as this will result in a net decrease in the City's annual operating budget. For 2007, the average core area arena costs the City approximately \$113,000 per year to operate, while the average core area indoor pool costs the City approximately \$250,000 per year to operate (see charts below).

Arena Facility	Net Operating Loss (2007 Budget)
Cambrian	-\$76,567
Capreol (twin)	-\$115,569
Carmichael	-\$105,355
Centennial	-\$155,355
Chelmsford	-\$164,154
Coniston	-\$127,095
Countryside	-\$125,900
Dr. Edgar Leclair	-\$157,812
Garson	-\$114,385
I.J. Coady Memorial	-\$91,676
McClelland	-\$144,206
Raymond Plourde	-\$146,779
Sudbury	-\$272,799
T.M. Davies	-\$194,087
Average - Core Rinks (excl. Sudbury Arena)	-\$113,007
Average - All Rinks (excl. Sudbury Arena)	-\$122,781

Indoor Pool Facility	Net Operating Loss (2007 Budget)
Dow Pool	-\$211,225
Howard Armstrong	-\$399,846
Gatchell	-\$320,599
Nickel District	-\$218,188
Onaping Falls	-\$210,049
Average - Core Pools	-\$250,004
Average - All Pools	-\$271,981

The capital requirements for each facility type were discussed in the previous section.

Section 8 Implementation Options

8.1 Management & Partnership Options

Over the past two decades, municipalities have experienced unprecedented change in the delivery of recreation services and the management of leisure facilities. Pressures caused by shrinking budgets, reduction or elimination of capital funds, increasing influences of technology, shifts in participation trends and calls for increased operating efficiencies have caused many municipalities to search for new and creative ways of doing business. Moreover, the need to adopt more financially prudent methods of leisure service delivery has caused many communities to examine new operating models.

The contemplated development of the City's Multi-use Recreational Complex would augment the recreation and leisure services and programs available to Greater Sudbury's residents. In large part, the facilities would provide new or enhanced physical activity opportunities in both structured (classes and/or programs) and unstructured (individual) settings.

A complex incorporating the operating units contemplated for the Greater Sudbury Multi-use Recreational Complex requires a degree of sophistication and specialized expertise to maximize financial and program performance. Municipalities usually elect to either self-manage multi-purpose complexes or contract the management and operations to a third-party, such as a not-for-profit organization or a private sector company. Although there are some examples where community organizations are adequately equipped to run these sorts of facilities, generally they are unable to respond to municipal concerns or requirements regarding risk obligations, compliance with preset standards of operation, board member or senior staff secession issues, etc. It is, therefore, quite likely that Greater Sudbury's management options would be restricted to either a self-operated or third-party management approach.

The financial projections included in the previous section assume the City would run the facility. Consequently, estimates do not include management or franchise fees, bonuses or other costs normally associated with a contracted-out approach.

Given the nature of this complex and the experience of other municipalities, it is highly unlikely that a private sector organization would be willing to invest equity in this project without an expectation of a return on its investment (i.e., from net proceeds or subsidy from the City). The operations of the proposed Multi-use Recreational Complex, as they have been structured in this report, will clearly not provide any kind of net proceeds. Even if the leisure pool were removed from the proposal (as this is the cost centre with the lowest return), the profitability of the complex is likely still too low to attract private sector investment. Therefore, for a private sector organization to be attracted to the operational aspects of this project, the City would have to offer an annual management fee or similar payment, which would further drive up the net deficit of this project.

Based upon the size and scope of the complex, it is possible that management fees could add an additional \$100,000 to \$150,000 in additional costs if the City entered into a management contract with a private or not-for-profit operator. And, unless the contracted partner was capable of generating substantially more income than is projected in the preceding business plan or would be able to contain cost to a greater extent than a municipal operation, the City would be required to absorb all the operating liability and entirely support the operating deficit.

8.2 Funding Options

It is anticipated that the capital cost of constructing the new facility will be covered by a combination of funding sources including the City's contribution to the project, fundraising activities, and potentially senior-level government grants. In the absence of sufficient funds from other sources, the municipality would be required to finance the entire capital cost of development and construction.

Given the cost associated with constructing a new multi-use recreation complex, the City should consider a combination of the following potential funding sources and financing mechanisms, as well as others that may arise over time.

a) Provincial and Federal Grants

Northern Ontario Heritage Fund

As part of the Northern Prosperity Plan, the Government of Ontario provides funding for critical infrastructure and community development projects through the Northern Ontario Heritage Fund Cooperation (NOHFC). Funds are given to projects that foster economic growth, job creation, and enhance the quality of life for residents living in northern communities. Previous projects receiving funding include: a community centre, wellness centre, waterfront boardwalk, waterfront development, and the Steelback Centre in Sault Ste. Marie. Eligible candidates include municipalities, non-for-profit corporations, educational institutions, and partnerships between governments and private sector businesses.

Ministry of Health Promotion

Using a population health approach, the Ministry of Health Promotion seeks to encourage healthy and active living, particularly for those most at-risk. Current funding programs include \$26 million for recreation and sport facilities through the Provincial Economic Stimulus Package. Non-capital funding to increase physical activity amongst Ontarians is provided through the Communities in Action Fund (part of Active2010 Strategy).

Advantage Canada

Under the Advantage Canada Plan, the Federal Government is providing funding for infrastructure projects that fit into one of four key elements – two of which would apply to the construction of a multi-use recreation centre. One program under Advantage Canada will be providing \$8.8 billion over the next 7 years to a variety of infrastructure projects, including smaller-scale municipal projects such as recreational facilities.

Ontario Trillium Foundation

This Foundation offers three types of time-limited grants (operational, capital, or project focused) through community-based initiatives that enhance the ability of organizations who support arts and culture, the environment, human and social services, or sports and recreation. Municipalities with a population over 20,000 are eligible for grants from the OTF. The Foundation will only support new outdoor construction if the funds are used to promote accessibility. The challenge with the OTF is that funding is typically provided in small amounts and is widely dispersed, minimizing its impact on larger scale projects.

b) User Surcharge on Rates

To assist in off-setting the capital costs associated with the multi-use recreational complex, the City may place a specific surcharge on user fees for programs and rentals (pool, ice, rooms, etc.). The surcharge must be applied for a pre-determined number of years at a consistent rate.

c) Municipal Reserves and Development Charges

The City may choose to allocate monies collected through Development Charges to assist in the capital construction costs.

d) Fundraising, Donations, and Sponsorships

A portion of the capital cost could be obtained from community fundraising and corporate donations. Another common tool employed is sponsorships through the rights to name the multi-use recreational complex and/or its various components.

e) Partnerships

There are a variety of public private partnership funding formula's to assist in the capital and operating cost of a large infrastructure investment, such as the multi-use recreational complex. Consideration should be given to partnerships with the gymnastics and/or soccer and field sport communities, whereby the organization(s) would be financially responsible for the operating costs, purchase of necessary equipment, and a portion of the capital costs. The City would be responsible for a portion of the capital costs associated with facility construction.

f) Municipal Debenture

A common source for financing large scale infrastructure is municipal debenture, which is the borrowing of capital from a financial institution. The City of Greater Sudbury would be required to pay the interest on the amount borrowed each year, in addition to a portion of the principal investment. Based upon the current borrowing rate offered by Infrastructure Ontario of 5.3% and assuming a 25-year amortization, the annual debt service charge would amount to \$72,000 per year for every \$1 million borrowed; paid over this period at this rate, interest charges would be approximately 80% of the initial borrowed capital.

g) Re-allocation of Municipal Operating Funds

Should the City eventually decide that the Multi-use Recreational Complex is a suitable replacement for one or more aging and under-performing recreation facilities, the amount to which the City subsidizes these existing facilities could be reallocated to offset some of the costs associated with the new complex.

As noted in the City's 2004 Parks, Open Space and Leisure Master Plan, a multi-pad facility and indoor leisure pool were recommended with the knowledge that they would likely impact the operations and financial performance of existing facilities; these impacts cannot be fully measured until a new facility is built and operating. Potential implications of a new complex on existing facilities are outside the scope of this Study and would require a more detailed assessment at the appropriate time.

8.3 Implementation Plan

The ordered tasks below are intended to guide the City in the development of the Multi-use Recreational Complex.

1. Establish a financial plan for funding the construction of the Multi-use Recreational Complex. Engage a fundraising team to lead this aspect of the project, should it be a component of the financial plan.
2. Select the preferred site for the construction of the complex (undertake further technical analysis if necessary).
3. Consider the capital and operating budget implications and other municipal priorities to establish a target date for the design and construction of the complex.
4. Obtain City Council approval to proceed with the design and development of the complex.
5. Secure the land required for the proposed complex, if not already in municipal ownership.
6. Establish the development and operational approach for the proposed facility. Specifically, determine if the City will: (a) seek a private partner for the development <u>and</u> operation of the facility (e.g., design, build, finance, and operate); (b) seek a private operator for the facility, but build themselves; <u>or</u> (c) build and operate as a municipal facility. If a private partner is desired, prepare basic planning principles that would guide the City's partnership decisions, obtain City Council's authorization to negotiate an acceptable public-private partnership for the development and operation of the facility or specific components, and issue an RFP. Should the City decide to build the facility with a private sector partner, pursue a design/build process for the development of the proposed complex at the next stage. Otherwise utilize a design/bid/build process.
7. Implement the development process in a time frame consistent with the target date, including: <ul style="list-style-type: none">- appointing a project manager- documenting design preferences for architect- commencing detailed design process (design/bid/build or design/build)- reaching consensus on appropriate design and approvals- beginning construction- hiring and training facility staff- opening facility

APPENDICES

APPENDIX A: Public Meeting Summary

On June 7, 2007, the City's Recreational Complex Advisory Panel held a public input session at Tom Davies Square to gather preliminary information relating to the specific need and space program for the proposed facility. Several community organizations and unaffiliated residents spoke of the challenges their club/organization face regarding the existing recreational facilities and what they would like to see in a new multi-use facility. The following is a summary of the presentations.

ICE USERS

Big Nickel Hockey Tournament

The Big Nickel Hockey Tournament operates out of 9 local arenas, which makes it difficult to transport players around the city. A multi-pad facility would be very beneficial to the tournament. Tournament organizers suggest that Countryside Arena would benefit greatly from an expansion since it is located in an uncongested area and it has enough land to provide space for additional outdoor recreational ventures.

Chelmsford Skating Club

The Chelmsford Skating Club is concerned that the construction of a large multi-use facility will mean the closure of local arenas in Chelmsford, Levack and/or Azilda. Such closures will force the skaters to drive long distances to reach the new arena in Sudbury, having an adverse effect on membership. The Club suggests that funds could be better used for maintaining existing rinks.

Copper Cliff Skating Club

Copper Cliff Skating Club is one of the largest skating clubs in the city and struggles to accommodate ice times for their 5 different skating disciplines. Ice availability is often limited due to numerous skating/hockey events, tournaments and competitions. The Club is also concerned with the lack of facilities available to host large competitions. The Club has the opportunity to host larger events but fears that it may lose out to cities with more desirable facilities. The economic and cultural loss from these events would be felt by the club and the city.

Nickel Blades Skating Club

The Club is concerned with ice cancellations due to tournament schedules. They suggest that a new facility would give clubs more ice time in the older facilities. An ice complex that contained a gym would promote off-ice training, especially if groups could not afford additional ice time. An indoor walking track would be a nice addition to a rink, so that parents could exercise during training sessions. The Club also suggests a minimum of 2 dressing rooms for girls, set up with mirrors.

Sudbury Girls Hockey League

The Sudbury Girls Hockey League is a growing organization of 400 girls. They find that there is a lack of ice availability at local arenas, especially during prime playing times. Travelling to arenas outside of the city is economically straining on the teams. The League hosts an annual tournament (spread between 5 different arenas) which has to turn away teams because of lack of space. A larger, central complex would be much easier for the organization of the

tournament. The League also noted that there is a need for properly equipped dressing rooms for girls.

Sudbury Minor Hockey Association

Sudbury Minor Hockey Association is concerned with the lack of local ice times for hockey games and practices. Many teams have to travel long distances to find available arenas, which has become difficult for families and reduced the number of players. A multi-recreational facility would create more ice availability for both competitions and practices. It may also allow all teams to practice in the rink where games will be held. A large complex will allow family members to participate in other programs offered at the facility during hockey practices. It should also offer much-needed facilities for players to engage in dry-land training. An additional need would be an increased number and size of dressing rooms to accommodate both boys and girls hockey teams. The Association would like to have a facility where they are proud to host other teams. They hope that a new recreational complex would not lead to the closure of existing arenas.

Sudbury Playground Hockey League

In 2006 the League had a total of 570 registered players and had many difficulties managing the limited ice availability. Scheduled tournaments reduce the availability of ice time (next season the SPHL will lose an estimated 136 hours because of events conflicting with the regular schedule). Restrictions on local ice time means that players must use outdoor facilities, which are not always available in inclement weather. The SPHL hosts an annual tournament but is forced to turn teams away because of a lack of ice time. The League is interested in an indoor ice facility with a gymnasium and running track, large enough to provide more space to teams and tournaments.

Sudbury Ringette Association

The game of ringette is increasing in popularity in Sudbury, with a membership of 800 girls. The Association believes that a new facility would greatly benefit the community. They suggested further examination of other rink complexes, such as the Pickering/Ajax facility with 4 rinks and a restaurant.

Sudbury Skating Club

Sudbury Skating Club runs year-long programs aimed at all levels of skaters, primarily operating out of Cambrian and Countryside Arenas. In 2007 they had 100 active skaters enlisted and offered beginner CanSkate programs to over 200 young skaters. The Club often attends competitions and skating events across the province, and in turn plays host to skating events. The minimum ice surface required to host most skating events is 2 pads (Olympic size). The Club requires a larger facility to continue hosting their annual skating event (this year 100 entries were turned down, and several events were cancelled due to a lack of ice availability). The Club would like a facility which multiple groups could use to host first class events. They envision a multi-surface ice facility with multiple meeting rooms, roomy/clean dressing rooms, kitchen space, large hall, exercise facilities, a gymnasium, concession services, and retail space. The SSC gave the example of Sault Ste. Marie's Rhodes Centre – a multi-use facility with 2 ice pads, a pool, recreational facilities, restaurant and retail space and a variety of meeting rooms.

Sudbury Sprinters Speed Skating Club

Speed skating is increasing in popularity due to its success at the Olympics and is becoming increasingly popular in Greater Sudbury. The Club has facility concerns related to the two disciplines of speed skating: short track and long track. Short track issues include the need for more ice time, and facilities that make set-up of the track easier (including padding on doors and

glass, and a club equipment room). They suggest the need for a better ice surface (Olympic size) that would improve chances of holding larger competitions (especially when combined with seating for 3000-4000 people), and a training centre that could incorporate numerous sporting activities and combine ice and dry-land training. Long track issues include the need for a regulation-sized indoor or outdoor oval (refrigeration is desired, but not essential), which would allow the club to train and hold competitions. The Club suggests that the oval would provide year-round space for winter skating and summer in-line skating.

Walden Minor Hockey

The Walden Minor Hockey Association is concerned that the development of a new ice complex would lead to the closure of smaller facilities (especially the I.J. Coady Memorial Arena, the Dr. Edgar Leclair Arena, or the Chelmsford Arena).

OUTDOOR SPORTS

Sudbury Minor Girls Softball Association

In the past few years, membership in the Sudbury Minor Girls Softball Association has grown by 35%, to a total of 12 teams. Their major concern is a lack of fields and indoor space. They enjoy the facilities at the Terry Fox complex, but this area is often occupied by boy's teams. Currently, the teams must drive to Azilda for practices and games, since there is a lack of field space nearby. The SMGSA would like to see an increase in the number of fields and an indoor facility that could be used for training.

Sudbury Northerners Football

The Football Club supports better facilities for the health and well-being of children. They suggest that fields should be better maintained and that there are not enough outdoor venues for children that do not skate. There is also a need for better facilities/fields for summer sports. The club supports a multi-use facility, and indicates that the artificial turf at Queen's Athletic field would be a good precedent for an outdoor field.

Sudbury Regional Soccer Association

The Sudbury Regional Soccer Association is comprised of 6000 players organized into 8 recreational youth clubs, 2 recreational adult clubs, and 7 competitive youth/adult clubs. They are asking the City to provide additional outdoor soccer fields as the existing fields are over-used and in critical condition. The Association has had to forfeit rights to a major tournament due to inadequate field facilities (most competitions require a minimum of 6 fields). The organization has asked for a commitment to a soccer complex that had a minimum of 8 fields (including 2 lit fields and a showcase field with artificial turf), a clubhouse with at least 4 changing rooms, a referee's room, boardroom, and concessions.

Sudbury Ultimate Club

As a sport on the rise, the Sudbury Ultimate Club requires greater space to play. In the past two years, the number of registered Ontario Disc Sports Association members has increased to 11,000 (in 2007). In Greater Sudbury, the membership has also increased from 4 to 8 teams, comprised of 130 players. The shortage of playing fields in Greater Sudbury has made it difficult to expand the club and limits the number of teams that can play.

OTHER RECREATIONAL GROUPS

ICAN-Independence Centre and Network

This non-profit organization supports adults with disabilities to live independently. They support the idea of a multi-recreational complex because it would provide innovative barrier-free design features that would allow greater accessibility in the community.

Penage Road Centre

The stakeholders at Penage Road Centre discussed the type of recreation activities that should be included in Greater Sudbury's recreation complex. They would like to have a variety of activities that people of all ages can participate in, an opportunity for inline skating, a pool, and an indoor golf facility for the winter months.

President Local 634 – Theatre

The poor conditions at Sudbury Arena have resulted in the loss of many promoters, especially because of the risk to promoter's equipment. The group suggests that in addition to sport uses, the new multi-complex should have adequate loading facilities and electrical upgrades.

Sudbury Curling Club

Curlers in Sudbury currently have arenas capable of use at a National/World level. The issue is the lack of supporting facilities needed to attract events to Sudbury (such as large halls, indoor venues for entertainment). Larger curling events will not be permitted in Greater Sudbury until such facilities exist. The group suggests facilities in Prince George, or Trois Rivieres as examples of combined facilities that are able to attract large scale conventions.

Sudbury Smashers Table Tennis Club

The Club would like to find an indoor public recreational space to play table tennis where storage will not be an issue. They require a level, accessible location (not blocked by other equipment) that is able to store at least 2 folding tables in a space measuring approximately 6' x 6'.

COMMENTS FROM UNAFFILIATED RESIDENTS

- there is no need for such a complex because the city already has good facilities;
- the multi-use facility should include an indoor running track, incorporated along the upper perimeter of the ice surface facility;
- the City is in need of a Multi-recreational/Theatrical Arts/Concert Hall complex that includes an Olympic-sized figure skating/hockey rink, a theatrical arts/concert hall with seating for 3000, squash and badminton courts situated above the rink, and exercise equipment.
- a new recreational complex will greatly benefit Greater Sudbury's children; and
- the multi-use facility should be constructed in Valley East with 3 additional soccer fields (or possibly use the underdeveloped land near to Confederation High School).

APPENDIX B: Stakeholder Workshops Summary

Three invitation-only workshops with community sports and leisure organizations (ice users, play field users, and other potential users) were held on August 20 and 21 to discuss facility needs and to identify space requirements and design aspects of the proposed multi-use recreation facility. The following is a record of the sessions. Comment sheets were also distributed for each organization to provide additional information – this input has not been summarized, but will be used to inform the Feasibility Study.

ICE USERS WORKSHOP

August 20, 2007

Figure Skating / Speed Skating Sub-group

1a) Facility Needs:

- Minimum two pads or more (i.e. Vaughan Mills)
- Main Venue - 3000 to 4000 seats, Olympic size
- 2nd pad - 1000 seats, Olympic size
- Multi-use Hall (500 to 700 capacity) and Kitchen
- Fitness Room and equipment to be used by any sport; with mats and ballet bars
- Indoor Running Track
- Four meeting rooms
- Sports Hall of Fame
- Office space
- Indoor Soccer/Football facility/Lacrosse
- Outdoor Running Track for outdoor training
- Soccer Field Complex (outdoor)
- Basic functional building that will meet all of our needs

1b) Why is this needed?

- Have been asked to bid on the Speed Skating World Championship, but existing ice pads are not the correct size
- Current infrastructure does not meet needs of participants
- In one facility all groups could grow events and organizations
- Limited to certain locations for practice
- Limited ice time - Need more capacity
- The distance between locations is a huge barrier – it's a stress on volunteers
- Equipment for figure skating needs to be centralized for use (15 arenas does not work)
- Equipment for Speed Skating (i.e. pads) are a challenge
- Visibility for kids to see different sports
- No sound system storage at present

2) Design Requirements:

- Dressing Rooms need to be like Countryside (i.e., larger); girls/boys rooms nearby; minimum 6 per pad; lockers in change rooms
- Benches need to be well designed
- Heated floors
- Concession choices - healthy
- Restaurant overlooking ice

- Glass viewing area - foyer
- Pads side by side so that you can traverse middle
- Accommodation for groups to access storage (Speed Skating pads, Mailboxes, Offices?)
- Washrooms - enough for women; family washrooms
- Trophy cases
- Sauna - accessible from all facilities
- Accessibility - elevators, showers (individualized, potentially family)
- Skate sharpening
- Retail Space
- Information/ Security desk
- Two Zambonis
- Sound System - Skate Canada certified
- Internet use and access in boardrooms
- First Aid Room - good size
- Jump Harness accommodation
- Defibrillator
- Ability to drop safety mesh easily
- Conversion from Figure Skating to Hockey usage - glass an issue
- Participant drop-off point
- Multiple parking lot egresses to prevent line up - need adequate parking (handicap too)
- Entry way ticket booths

3) Location:

- Unanimous agreement for Notre Dame/Lasalle area - good for transit; Colleges close; Link for entire greater city
- If not available, a secondary site could be Barrydowne/Maley Avenue

4a) Funding:

- User Fees: Keep minimal – no surcharge if at all possible. Would support a fundraising campaign.
- Capital Fund contribution: Is sale of land possible? Sponsorship- Corporate. Private money (retail space). Private Public Partnership?
- Prefer municipally-operated approach (keeps more control), but private operator may be more fiscally responsible. A private operation could affect sponsorship

4b) Access:

- If one facility closes, those displaced groups will need space
- Hosting of major events should have priority
- If 4 pads are built new, don't close 4 pads
- Master Plan recommends analysis for 1 year after new facility opens i.e. ice availability
- Ice allocation may have to be reviewed/revamped

5) Final Comments:

- Move on it!
- Tourism
- Make a mark on community - marquee events
- The 4-lane highway is coming!
- City is growing!!

ICE USERS WORKSHOP

August 20, 2007

Minor Hockey / Adult Hockey Sub-group

1) Facility Needs:

- More Ice time is needed due to impact of Tournaments
- Geographical issue when looking for Practice Ice – groups don't want to travel too far
- Want a central 4 pad facility that can be a "Tournament Centre" – should include a full-sized Olympic pad (Olympic Pad a must!)
- Facility would bring new money into the community
- Facility expansion is needed in case Chelmsford Arena has to close
- Build 4, close 2?
- Rayside-Balfour Minor Hockey – would go to new facility as opposed to going to Levack
- Pensioners – play in the afternoon (ice supply not an issue) – support twinning of Countryside Arena
- Pick-up hockey lose ice time about once a month to events and tournaments
- SPHL - first time capping registration
 - This year, 600+ players this year - not enough ice available
 - 100% of ice needs are on weekends
 - Extra ice pads are needed to accommodate tournaments
 - Propose 4-Plex including Olympic size pad
 - Split ice - two teams could practice at same time
 - Lose lots of ice to tournaments
 - Require minimum additional 4-5 hours in City
- Big Hockey Tournament – use 9 arenas; 4-Plex would mean less scattered

2) Design:

- Dressing rooms too small now - Bigger dressing rooms are needed
- Automatic sliding doors
- Restaurants, especially for tournaments
- Seating for all four rinks
- Olympic size pad a must
- Coaches/players enclosed in glass partition - away from parents and fans
- Ensure enough dressing rooms for co-ed; minimum 6 per pad
- If tournament arena - 8 dressing rooms
- Abundant showers
- Common Areas with sufficient room for Tournament Headquarters, Office space, Meeting rooms, Dedicated space for associations (e.g., SPHL)
- Sports shop/skate sharpening
- Space for dry land practice and off ice coaching - small school gym size
- Storage room for equipment during tournament (lockers)
- Signature rink should have 400 to 500 seats along one side; would need 1500 for high school playoffs
- Walkways from ice to dressing room – keep away from fans
- Inside lighting - state of the art
- If 4-Plex, require lots of parking required
- What about one pad dedicated for figure skating?

3) Location:

- Support for LaSalle/Notre Dame/Boreal
- Option - add one to Countryside and build a 3-Plex?
- What about a site at the Maley Drive Extension?

4) Funding:

- Yes, willing to pay higher user fees (if they use the rinks)
- Pensioners cannot afford higher fees
- 15% to 20% increase is reasonable
- \$150/hour – Minor prime time
- \$50 more for adults – maybe \$250/hour for Adult-prime time
- Demand for summer ice is low (only needed in shoulder seasons)
- User group fees - one time/year
- City to control costs if privately run as well as hours available
- Public facility is preferred
- Need other amenities to occupy time while kids are on the ice – what about a walking track or library?

PLAY FIELD USERS WORKSHOP

August 20, 2007

Sudbury Regional Soccer Association:

- Field dimensions:
 - Inadequate markings - currently 65 yards wide - need wider field (minimum standards are 70 yards); football needs 70 yards, this would be okay
 - No issues with the length of existing fields
- Ontario Cup has issues with field size
- Number of Lit fields are limited
 - overuse as lit fields are in demand
 - field conditions become challenge
- In a new complex, want:
 - 6 lit grass soccer fields
 - 2 artificial turf fields (lit)
 - 4 minis
- Panhellenic Tournament - 94 teams tournament issues – 13 fields at 7 locations
- Have 8200 players in 2007 (SRSL) - up 1000 from 2006; mostly age 12 and up
- Players' season has been shortened due to field conditions
- Need to rest fields to allow proper turf growth
- Acute field pressure in former city
- At new complex, need 2 change rooms per field, washrooms, showers, and referee's room; change rooms can be within larger building of multi-use complex
- Shade for players
- In a new complex, would want an administrative space - Meeting rooms, Tournament centre (maybe 400 sf), Community hall idea, office space
- Concession Availability - restaurant
- Dry land/ Fitness space
 - want elite teams need to train 12 months/year
 - 400-500 elite players
- Indoor Soccer facility totally booked - no practice time availability
- Need new mini fields – this is a big pressure

Sudbury Rugby Club:

- Field space is biggest pressure
 - Been shifted around all over City – have no central location
- Practice field difficult to access; sometimes share at soccer
- Have 70 players on list, but not all show up
- Wants to break new ground in City – trying to develop a league
- One location would be great
- Change rooms and shower facilities would be nice
- Field safety an issue - dirt is not conducive to this game (need grass)
- Could rotate fields
- Hard to attract new players
- Volunteers don't see 'fruits of labour'
- Require regulation uprights (post pads) and (tri-zone- end zone) by soccer dimensions
- New field turf would be great
- Social aspect after game – want a central meeting place to view game

- Would like to play all winter
- Another sport option for the community - Trying to grow sport at the high school level
- If had a proper field, would require 6-9 hours each week

Sudbury Northerners (Football):

- 8/9 week season - start time always an issue – want to start in early May but can't get on fields until June
- Need regulation size football field (use Queen's Athletic Field, but it is not regulation)
- Difficult to teach game on non-regulation size field
- Dressing Rooms - only 2 at Queen's, need more (have 45- 60 players; back to back games)
- Shower facilities at Queen's are inadequate
- Officials Rooms - inadequate at Queen's
- Lighting very important
- End zones not regulation at Queen's
- Practice facilities are required
- Parking not adequate at Queen's
- Need artificial turf field – would use March to November; would solve timing and overuse issue; have been told it would cost \$700,000 to \$900,000 to add artificial turf to Queen's Athletic Field
- High school playoffs – use Queen's Athletic Field
- Interested in indoor training during off season – would use indoor soccer centre or school gyms
- Seating – need 1000 to 1500 capacity (with a roof overtop?); parking is important too
- Need a Training taping room - First Aid room
- Need scoreboard
- Storage and equipment facilities needed - impossible to move around
- Would need a fenced/secure field
- Spartans (50-60 players); Joe MacDonald League (206 players on 9 teams); Northerners (150 players on 3 teams; ages 13-15, 16-20, and 18-35); High School Football (8 teams)
- Joe MacDonald uses 2 fields at same location (Lily Creek) to run concurrent games, but they lack practice facilities
- Queen's may be adequate for football if new soccer fields are built to alleviate overuse and if artificial turf is installed – but parking will still be an issue
- Why invest in Queen's when we can go brand new?
- Field closures should not happen as a result
- Frisbee, Flag football and high school not represented

Location:

- Support the LaSalle / Notre Dame area
 - Good access for CGS
 - Everything needs to be in one spot
 - Centralized to many things

Funding Options:

- User fees:
 - Already paying at Laurentian and Cambrian
 - Reasonable increase would be acceptable
 - Outlying areas may not want to pay more depending on location of facility
- Capital Funding:
 - SRSA has no real funding but can create some funding opportunities
 - Funding for entire complex may come from many sources: Private; Upper level government; Municipal Debentures
- OSA - revenue from outdoor field potential

Final Comments:

- Don't function well at delivering sports in our City - this facility could change that.

OTHER USERS WORKSHOP

August 21, 2007

Sudbury Laurels Gymnastics Club

- Formed in 1988 (300 members)
- 1200 full time members plus 3000 to 5000 part-time members; waiting list always (100 persons per year)
- Registration has doubled over past few years. Main age group 4-12 years old.
- Also serves 8 area high schools for their gym teams at 50% rate (150 high school kids)
- Existing space is 11,000 square feet, 9,000 of which is designated gym space – facility is cramped! Lease this from the French School Board. Club paid for a 4500sf expansion.
- Doing a Strategic Plan right now – will explore possibility of expanding on current site (may be issues with zoning)
- They are the only city in Northern Ontario that has this type of facility; there are other great facilities to look at: CFB Borden, Bracebridge, Oakville, Sault Ste. Marie, etc.
- From 5 to 7 p.m. there are about 80 kids in gym – it's organized chaos
- Just opened a satellite program in Valley East to alleviate backlog (rented facility)
- Want their own space attached to the Multi-Use Complex – would negotiate central capital outlay - 15,000 to 18,000 square feet including everything – would operate themselves

House of Kin – Sports Hall of Fame

- Held annual dinner since 1960
- Started the Hall of Fame in 1962
- 220 teams/individuals in Sports Hall of Fame
- 2007 dinner: 507 attendees - 9 people inducted
- Have never had a space to display wares – need 185 linear feet of wall space
- City does not currently have a prominent public space for display
- Needs to be accessible
- Website to be operational in late 2007
- Need a home for static display and electronic files
- Portable displays
- Cannot lose this history
- Incorporate into central viewing area - where general public sits
- 40th annual dinner in 2008
- Portraits would be hung on wall
- Needs to be 1st class
- Willing to raise money - need electronics and computer files
- Lighting important
- Appropriate space
- Would chase grants
- Don't want own building as constant overhead is impossible

Les Diabes Sports Club

- Coach development and athlete development – volleyball and basketball mostly (have 60-80 members at present, most of which are 15-18 years old)
- Most are indoor sports, but want to expand into field sports in 2008
- Can't host events in facilities - need to promote athletes (compete with southern Ontario)

- Volleyball/basketball requirements – want a 4 court facility; can place 4-6 courts on ice area/building - no availability here - use of school facilities is challenging
- If near lakes, could offer rowing
- Want to offer Club teams – maybe golf, martial arts, badminton, cross country running
- Year round development
- Need 4 court facility to attract national events - might attract training camps
- Potential capital money to contribute, although they are a not-for-profit group

Sudbury District Health Unit

- Accessibility:
 - Physical and land use
 - Transit
 - Social accessibility, all ages
 - All cultures
 - Financial accessibility
- Land Use Planning - physical environment, sidewalks, bike trail integration, cross-country skiing, walkability
- Environmentally friendly design - community gardens, LEED Standard
- Physical Activity Plan; Healthy Communities Strategy / RCE

Sudbury Regional Soccer Association - Indoor Soccer

- Existing facility is 100x200ft indoor field
- Operate November to May, 4-11pm Monday to Friday and 8am-11pm weekends
- 75 hours/week
- 3900 hours/year x \$150 per hour = \$525,000 for one field
- Indoor soccer is on the rise
- 2 fields could be booked full right now - would 1000 participants this year
- Good for dry land training for all
- Could provide opportunity for older adults to walk inside
- Currently no practice time - who else might use this who can't get it currently?
- Baseball, football, lacrosse would all use indoor time
- Could use facility for walking during the day (seniors)
- Tradeshow also a great market (spring and fall)
- Could use a full field (3 field) complex for OWSL, OSL, OYSL games (all provincial) - May to August

Sudbury Smashers Table Tennis Club

- Group is 3 years old, non-profit, 32 members; 300 people have sporadically visited
- Currently use the gym at Minnow Lake Place (Sept to May); good facility; use 5 tables and play 6 hours per week
- If a gymnasium is provided at the new Multi-use facility, the group has requested lockable storage space for tables (18ft x 6ft x 6ft)
- would ask for three 3-hour sessions per week at a new facility, want to expand and open a second location
- Multi-purpose space would work as well as a gymnasium
- be able play Olympic Sport – want to send team to Ontario Cup
- Dollar for dollar, storage space for table teams would be cheap, easy to play, inexpensive sport

Greater Sudbury Lacrosse Association (Rockhounds)

- Canada's National Sport
- Was popular in the 1970s and 80s and is on the rise again (started house league in 2001 and rep teams in 2005)
- 400% increase in last 10 years across country
- PRO leagues popular
- Currently have 5 rep teams and 32 house league teams totalling 500 players ages 4 to 21 (plus those on the Masters team)
- Box lacrosse- in arenas – get the “hand me down” arenas (Carmichael, Copper Cliff, Coniston)
- Sport is family oriented - injuries very low - best athletic skills
- Use rinks Monday to Tuesday, 6-10pm; 3 facilities – Sunday nights
- Now have masters (over 21 years) - all is co-ed – this is a growth area
- Arenas too spread out - tried to move to Valley this year
- LaSalle location GREAT- get pads dedicated- at all other cities- can see children play
- All levels travel together to tournaments
- Rockhounds are seen as leaders in country re: program design
- Major summer arena users
- April, May, June - House league; May to August - Rep
- Hosted tournament - teams pulled out because of so many arena locations
- Need to host provincial tournaments
- Conflicts at arena availability - as well as influx of interest at end of hockey season
- Summer ice pads should be used for lacrosse
- Excess rinks might be able to be used for lacrosse- dedicated space?
- Clocks sometimes and issue, split floor at mesh
- Request that new rinks be available from April to August for lacrosse
- Would like to move into field lacrosse; Field size same as soccer
- 200 high school kids want to play field lacrosse
- Scholarships to US Colleges certainly possible
- Also want an outdoor pad for unstructured hockey / summer lacrosse
- City should provide a wall that kids can throw a ball against at all arenas used by lacrosse
- Lack meeting and office space (1000sf?)
- Could attract a Junior A lacrosse team in the future – would require 1000 to 1500 seats

Open Discussion on Fees:

- Higher fees for higher level of service?
- Against philosophy – will need to increase user fees
- Facility to train and compete - get income from more events
- Affordability is fundamental
- Restricted by access now, coaches, facilities

Open Discussion on Design:

- Could a surplus arena be used for storage?
- Like the design of the Vaughan Indoor Soccer Complex: 1 full size field (outdoor size) that can be split into 3 (indoor size)
- Space needs to be open and very versatile (European style)
- Portable walls / Convertible

- Professional clubs could share space - maximize space
- Pads - 1 larger - signature client? Potential Junior A lacrosse team?
- External play structures - unstructured play
- Healthy food choices are essential - Nutritional support
- Not necessarily a restaurant - good kitchen facilities
- Shade key issue for outdoor field spectators
- Look at ecological impacts first