



**The Corporation of the City of St. Catharines
GENERAL COMMITTEE AGENDA
Regular, Monday, November 18, 2019
Council Chambers, City Hall**

*His Worship Mayor Walter Sendzik takes the Chair and opens the meeting following
Items Number 5 and 8 on the Council Agenda*

Page

1. Motion to Move Reports on Consent

2. Consent Reports

*Following Consent Reports, Council will proceed to Council Agenda Item 6
(Public Meetings Pursuant to Planning Act and Public Notice By-Law)*

- | | | |
|---------|-----|---|
| 3 - 4 | 2.1 | Engineering, Facilities and Environmental Services, Transportation Services
Renewal of Traffic Signal Maintenance Agreement |
| 5 - 9 | 2.2 | Engineering, Facilities and Environmental Services, Transportation Services
Welland Canals Parkway – Wilfrid Laurier Crescent – Controlled Pedestrian Crossing |
| 10 - 13 | 2.3 | Planning and Building Services, Planning Services
Application to Remove Holding Designation from Zoning Address:
112 Oakdale Avenue; Owner: Asta Gardens Inc. |
| 14 - 16 | 2.4 | Legal and Clerks Services, Office of the City Clerk
2020 Schedule of Meetings for City Council and General Committee |
| 17 - 35 | 2.5 | Legal and Clerks Services, Office of the City Clerk
Council Correspondence |



Corporate Report City Council

Report from: Engineering, Facilities and Environmental Services, Transportation Services

Report Date: October 30, 2019

Meeting Date: November 18, 2019

Report Number: EFES-233-2019

File: 77.37.1

Subject: Renewal of Traffic Signal Maintenance Agreement

Strategic Pillar:



Recommendation

That Council approve the renewal of the Traffic Signal Maintenance Agreement with The Regional Municipality of Niagara for a five-year term; and

That the City Solicitor be directed to prepare the necessary by-laws. FORTHWITH

Background

The City owns and operates 54 traffic signals and 18 flashing beacons / pedestrian crossover flashers on the municipal road network. Historically, and currently, the City contracts the Region of Niagara to undertake traffic signal design, construction and maintenance services on behalf of the City. This is the situation for all other municipalities within the region that have traffic signals under their jurisdiction. The City is recommending to enter into a five-year agreement with the Region to continue the provision of these services.

Report

Recently, Regional Council directed Regional staff to update the Traffic Signal Maintenance Agreements with the various local municipalities who have traffic signals under their jurisdiction. To ensure uniformity in the design and operation of traffic signals throughout the region, which is a paramount aspect of road user expectation and by extension road user safety, all local municipalities contract the Region to undertake the design, construction and maintenance of their traffic signal assets.

Traffic signals are an integral part of the transportation network within the city and the timely design, construction and maintenance services provided by the Region are critical to ensuring the highest level of mobility and safety for all road users in the city.

Accordingly, the Region provided City staff with an updated version of the Agreement for review and signature. Following an internal review of the Agreement by staff from Legal and Clerks Services and Engineering, Facilities and Environmental Services, staff is now recommending that the updated agreement be signed to ensure the continued service of the design, construction and maintenance of traffic signal assets in the city.

Financial Implications

Currently, staff budgets approximately \$140,000 annually in the Operating Budget for traffic signal maintenance services and a further \$250,000 annually (approximate and varies year to year) is funded in the Capital Budget through the Infrastructure Levy for the construction of new and/or performance of major upgrades to the traffic signal network.

Relationship to Strategic Plan

This report relates to the Strategic Plan in the following ways:

- Economic Prosperity
 - Infrastructure investment to address needs, priorities and growth
- Social Well-being
 - Improve transportation and overall connectedness

Conclusion

The City contracts the Niagara Region to undertake the design, construction and maintenance of the City's 54 traffic signals and 18 flashing beacon / pedestrian crossover flasher locations. Staff is recommending that the updated Agreement with the Region for these services be signed in order to maintain the excellent service on the City's traffic signal assets that we receive from the Region.

Notification

Shawn McCauley, BBE., C. Tech, CRSS, Associate Director Transportation Operations, Niagara Region; and Ron Tripp, P.Eng., Acting Chief Administrative Officer, Niagara Region; 1815 Sir Isaac Brock Way, PO Box 1042, Thorold, ON L2V 4T7.

Prepared and Submitted by:


Brian Applebee, C.E.T.
Manager of Transportation Services

Approved by:

Anthony Martuccio, P.Eng.
Director of Engineering, Facilities and Environmental Services



Corporate Report City Council

Report from:	Engineering, Facilities and Environmental Services, Transportation Services		
Report Date:	October 30, 2019	Meeting Date:	November 18, 2019
Report Number:	EFES-234-2019	File:	77.37.99
Subject:	Welland Canals Parkway – Wilfrid Laurier Crescent – Controlled Pedestrian Crossing		
Strategic Pillar:			

Recommendation

That Council receive Report EFES-234-2019, regarding Welland Canals Parkway – Wilfrid Laurier Crescent – Controlled Pedestrian Crossing, for information purposes. FORTHWITH

Summary

Staff reviewed various traffic control measures, including a full traffic signal, an intersection pedestrian signal, pedestrian crossover and an all-way stop, which would assist pedestrians in crossing Welland Canals Parkway. Based on the assessment of the data that was collected, it was determined that there was insufficient traffic volume (both pedestrian and vehicular) to meet the minimum requirements set out in either provincially or locally established policies / guidelines. As such, staff is not recommending implementing any of the measures noted above.

Background

At the September 9, 2019 Council meeting, Councillor Littleton made the following motion:

“That staff be directed to prepare a report to investigate the installation of a full traffic signal or all-way stop with pedestrian crossing at the corner of Wilfred Laurier Crescent and Welland Canals Parkway.”

Report

Wilfrid Laurier Crescent is a local residential street providing the primary link from the adjacent neighbourhood to Welland Canals Parkway. While the residential neighbourhood is on the west side of Welland Canals Parkway, there is a trail connection on the east side of the intersection. As a result, requests have been made to staff in the past to investigate installing traffic measures for a controlled pedestrian

crossing at the intersection to allow the residents better access to the trail system. A map showing the intersection is available in Appendix 1.

In response to the motion, staff assessed a number of potential options to determine what, if any, measure would be appropriate for this intersection. Staff conducted eight-hour turning movement counts for one weekday and one Saturday to determine the volume of traffic as well as the number of pedestrians crossing at the intersection. This information was used when assessing the traffic control measures noted below.

Full Traffic Signal

Staff had turning movement counts conducted for the intersection to determine if the traffic volume (both vehicular and pedestrian) warranted the installation of a full traffic signal. Staff applied the warrant set out in Ontario Traffic Manual Book 12 – Traffic Signals, and determined that a full traffic signal was not warranted. The primary reason for the signal not being warranted was due to the low volume of traffic accessing the intersection from Wilfrid Laurier Crescent. The traffic signal warrant requires a minimum average hourly volume of 204 vehicles for an eight-hour total of 1,632 vehicles making left turns. The eight-hour count showed 227 left turning vehicles onto Welland Canals Parkway. The approximate cost of a full traffic signal is \$240,000.

Intersection Pedestrian Signal (IPS)

In addition to assessing whether a full traffic signal was warranted, staff also assessed whether a pedestrian signal was warranted. Staff applied the warrant set out in Ontario Traffic Manual Book 12 – Traffic Signals, and determined that a pedestrian signal was not warranted. The primary reason for the signal not being warranted was due to the low volume of pedestrian traffic crossing Welland Canals Parkway. The intersection pedestrian signal requires a minimum of 75 pedestrians over an eight-hour period. The eight-hour count showed 22 pedestrians crossing Welland Canals Parkway. The approximate cost of an intersection pedestrian signal is \$120,000.

Pedestrian Crossover (PXO)

Staff have recently installed three pedestrian crossings on City streets. Two of the crossings are on busier City streets (Vine Street and St. Paul Street). This type of crossing consists of black on white pedestrian crossing signage, pavement markings and, when installed on higher volume roads, flashing lights. When activated, the lights flash to highlight the presence of pedestrians wishing to cross and drivers would be required to stop to allow the pedestrians to cross the street in accordance with the black on white regulatory signs. Drivers can only proceed once the pedestrians have completely cleared the intersection. The approximate cost of a pedestrian crossover is \$40,000.

Since this type of protected pedestrian crossing is relatively new, staff have yet to establish a policy or a mechanism to determine if the installation is warranted. However, based on the low pedestrian volumes, staff have a number of locations that are being considered for this type of treatment that exhibit a much higher pedestrian crossing volume and therefore would take priority over this location.

All-way Stop

Based on the results of the traffic counts, the intersection did not satisfy the requirements set out in the Council approved all-way stop warrant. The primary reason for the all-way stop not being warranted was due to the low volume of traffic accessing the intersection from Wilfrid Laurier Crescent. The warrant requires an average of 90 vehicles an hour for an eight-hour total of 720 vehicles. The eight-hour count showed a total of 334 vehicles on Wilfrid Laurier Crescent.

Conclusion

Overall, none of the measures assessed meet the minimum requirements set out in either provincially or locally established policies / guidelines. If staff had to rank the four measures assessed in order of appropriateness, the intersection pedestrian signal followed by the pedestrian crossover, would be the two most appropriate measures. While a full traffic signal would also address pedestrian crossing concerns, it's probably excessive given the overall volumes at the intersection.

Given the disproportionate amount of traffic on Welland Canals Parkway when compared to Wilfrid Laurier Crescent, staff cannot recommend any traffic control measure that requires all vehicles to stop on Welland Canals Parkway in order to facilitate pedestrian movements. As such, an all-way stop should not be considered.

Financial Implications

The costs associated with the various options are as follows:

- Traffic signal (full) - \$240,000
- Intersection pedestrian signal (IPS) - \$120,000
- Pedestrian crossover (PXO) - \$40,000
- All-way Stop - \$750

The current budget allocation for traffic signal construction is used entirely for the rebuilding of existing traffic signal infrastructure. There is an extensive priority list of traffic signals that need to be fully rebuilt with each individual rebuild being equivalent in scope and costs to the construction of a new traffic signal. The current budget allocation allows for the rebuild of one traffic signal a year. In order to minimize the impact on the rebuilding of the existing signal infrastructure, all new installations would require an additional allocation to the current budget.

Relationship to Strategic Plan

The recommendation in this report relates to the Strategic Plan in the following way:

- Economic Prosperity
 - Strategic Goal - Support the City's commitment to building and growing a diverse and resilient economy through fiscal responsibility.
- Social Well-Being
 - Strategic Goal – Build and support strong, inclusive neighbourhoods that provide high quality of life for residents of all ages.

Prepared by:

Steve Bittner
Transportation Technologist

Submitted by:

Brian Applebee, C.E.T
Manager of Transportation Services

Approved by:

Anthony Martuccio, P. Eng.
Director of Engineering, Facilities and Environmental Services

Appendices:

- Appendix 1 – Key map – Welland Canals Parkway

Welland Canals Pkwy / Wilfrid Laurier Cr



Subject Intersection





Corporate Report City Council

Report from: Planning and Building Services, Planning Services

Report Date: October 31, 2019 **Meeting Date:** November 18, 2019

Report Number: PBS-231-2019 **File:** 19 112813 00 LH

Subject: Application to Remove Holding (H) Designation from Zoning
Address: Part of 112 Oakdale Avenue
Owner: Asta Gardens Inc.

Strategic Pillar:



Recommendation

That Council grant approval to remove the Holding (H1) designation from the zoning for the front portion only of the lands known as 112 Oakdale Ave as outlined in Appendix 1 to this report; and

That the City Solicitor be directed to prepare the necessary by-law to give effect to Council's decision; and

Further, that the Office of the Clerk be directed to make the necessary notifications.

FORTHWITH

Background

Zoning By-law 2013-283, as amended, zones the lands as Medium Density Residential with a Holding Provision (R3-H1) and requires that the following condition be met prior to removal of the Holding (H1) provision so that the underlying zoning can take effect:

“An Environmental Site Assessment shall be prepared and submitted to the City of St. Catharines for approval. If contamination above provincial guidelines is found, a Record of Site Condition, or other acceptable documentation, shall be required for submission to the Ministry of the Environment prior to the removal of the Holding (H) designation.”

In accordance with the Planning Act, as amended, the Holding (H) provision can be removed by Council without any further public meeting once these conditions have been met to the satisfaction of the City.

Report

Staff have received a request to remove the Holding (H) designation from the Zoning By-law for the front portion of 112 Oakdale Avenue (Appendix 1). The lands are zoned Medium Density Residential with a Holding Provision (R3-H1). The property is currently subject of consent to sever application B85/18SC, which was conditionally approved in December 2018. Lifting the holding provision from the property will contribute to clearing two of the outstanding conditions for the severance. Once the Holding provision is lifted and the consent to sever receives final certification, the applicant is contemplating residential development on the front half of the lot, including a low-rise residential building and townhouse development.

To fulfill the condition of removing the Holding (H1) provision, the applicant completed an Environmental Site Assessment (ESA) and undertook site remediation to a residential standard. A Record of Site Condition has been issued by Ministry of the Environment for Parts 1 and 2 on Plan 30R-15472.

No further public meeting is required prior to Council considering the removal of the Holding (H1) provision. The Notice of Council's intent to remove the Holding (H1) provision has been issued in accordance with the legislative requirements of the Planning Act, as amended, and the related Ontario Regulation 545/06.

Staff have reviewed the request to remove the Holding (H) provision and advise that the relevant conditions stipulated under Zoning By-law 2013-283 have been satisfied

Financial Implications

Not applicable.

Relationship to Strategic Plan

Approval of this application would support the Economic Prosperity pillar of the City's Strategic Plan. The request to lift the Holding Provision supports private investment by allowing new construction on underutilized lands.

Conclusion

Staff have reviewed the request to remove the Holding (H1) designation and advise that the conditions required pursuant to By-law 2013-283 have been satisfied. Staff recommends that the Holding (H1) designation be removed for the front half of the lands municipally known as 112 Oakdale Avenue, as illustrated on Appendix 1.

Notification

It is in order to advise authorized agent for the applicant.

Prepared by:

Evan Acs, MA, MSc
Planner I

Submitted by:

Judy Pihach, MCIP, RPP
Manager of Planning Services

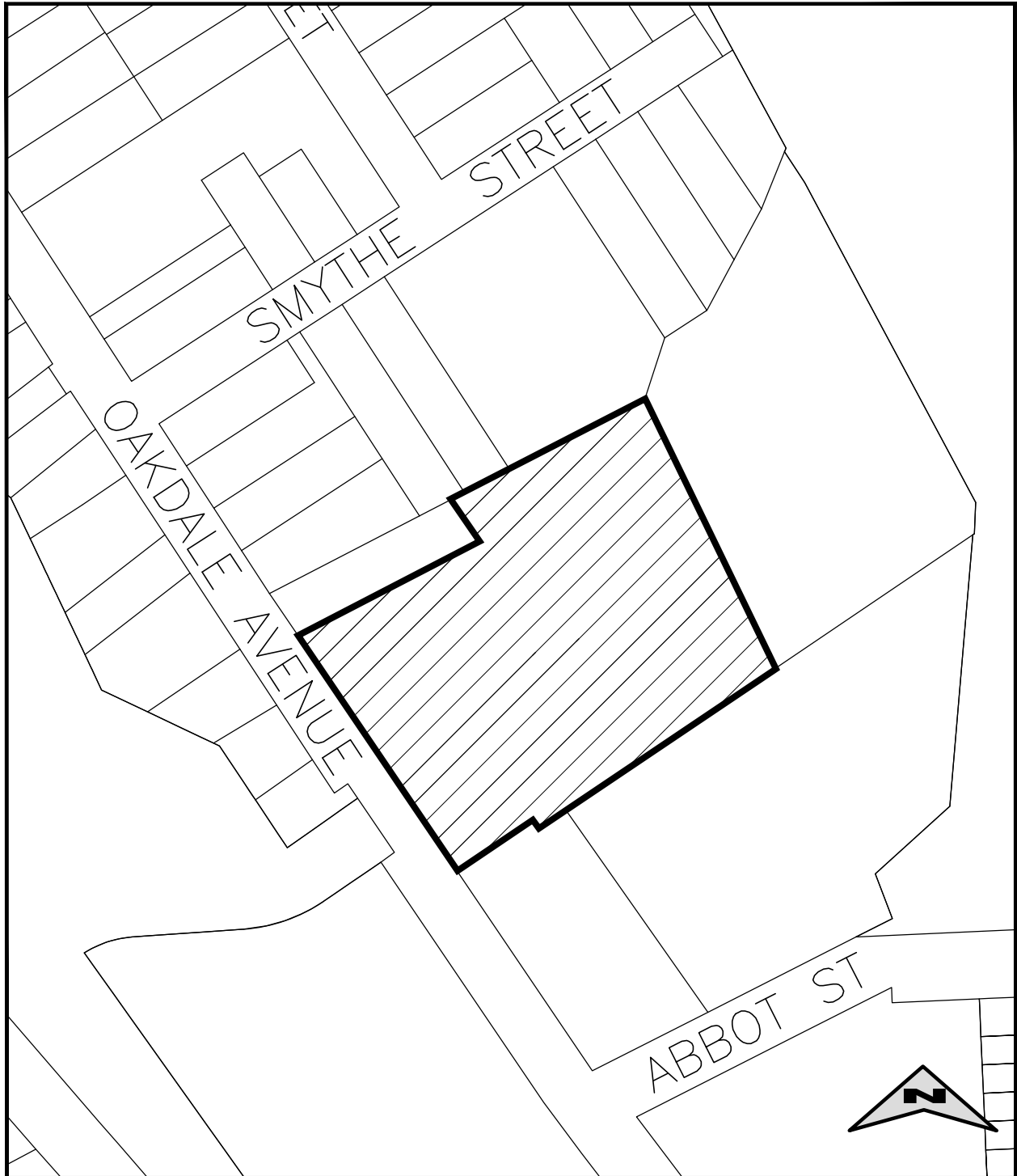
Approved by:


Tami Kitay, M.P.A., MCIP, RPP
Director of Planning and Building Services

Appendices:

- Appendix 1 – Location Map.

Location Map



 Subject Lands
Part of 112 Oakdale Avenue
File No.: 19 112813 LH



Corporate Report City Council

Report from: Legal and Clerks Services, Office of the City Clerk

Report Date: October 31, 2019 **Meeting Date:** November 18, 2019

Report Number: LCS-230-2019 **File:** 10.12.35

Subject: 2020 Schedule of Meetings for City Council and General Committee

Strategic Pillar:

Recommendation

That Council approve the 2020 Schedule of Meetings for City Council and General Committee, as outlined in Appendix 1. FORTHWITH

Background

City Council annually approves their bi-weekly meeting schedule. Attached to this report is the proposed 2020 meeting schedule for City Council and General Committee (Appendix 1).

Relationship to Strategic Plan

This is an administrative report and does not relate to the City's Strategic Plan.

Report

The business of Council continues to proceed in a timely manner, primarily on a bi-weekly basis. Staff recommend that Council continue to meet bi-weekly with the following exceptions:

- July and August - one meeting per month is proposed, with the ability to hold an extra meeting each month, if necessary.
- September 28 and October 5 – due to scheduling conflicts with the Thanksgiving long weekend, back-to-back Monday meetings are proposed for September 28 and October 5.
- December – one regular meeting is proposed. The meeting of December 14 will be for discussing the 2021 operating budget, while the meeting of December 15 will be held for a second night of budget discussion, if necessary.

In addition, two half-day meetings dedicated to Council education are proposed for 2020:

- February 1 – training with the City's Integrity Commissioner.
- April 25 – training regarding planning matters.

The proposed 2020 Council meeting schedule consists of 22 Council meetings and two Council education meetings, for a total of 24 meetings. An additional meeting will be held for December 15, 2020, should an extra meeting be required to discuss the 2021 operating budget.

Staff feel the business of the Corporation can be accomplished within this format.

Financial Implications

There are no financial implications associated with this report.

Prepared by:

Evan McGinty, Council and Committee Coordinator

Submitted by:

Bonnie Nistico-Dunk, City Clerk

Approved by:

Heather Salter, Director of Legal and Clerks Services

Appendices:

- Appendix 1 – 2020 Schedule of Meetings for City Council and General Committee.

2020 Schedule of Meetings for City Council and General Committee

January 2020						
S	M	T	W	T	F	S
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April						
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May						
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31						

June						
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July						
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August						
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30	31					

September						
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November						
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29	30					

December						
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27	28	29	30	31		

	Council Meeting
	Held for Second Budget Night
	Council Education Meeting
	Holiday
	Important Date

Important Dates

- **March 15 to 21** - March Break
- **April 13** - Easter Monday (City Hall open)
- **June 26** - Last day of school
- **August 16 to 19** - AMO
- **December 28** - City Hall closed for Boxing Day



Corporate Report City Council

Report from: Legal and Clerks Services, Office of the City Clerk

Report Date: November 8, 2019 **Meeting Date:** November 18, 2019

Report Number: LCS-237-2019 **File:** 10.12.1

Subject: Council Correspondence

Strategic Pillar:

Recommendation

That Council endorse the resolution from the Township of Stirling-Rawdon regarding municipal liability and insurance costs; and

That Council receive and file the items listed within the report; and

That Council amend the Terms of Reference for the Green Advisory Committee to include staff representatives from Planning and Building Services and Municipal Works; and

That Council appoint the individual, as outlined in the confidential memorandum from the Deputy City Clerk, to the Clean City Advisory Committee; and

Further, that Council receive and file additional correspondence distributed for the meeting held November 18, 2019, which is available upon request. FORTHWITH

Report

The Office of the City Clerk is submitting, for the approval of Council, correspondence received during the period of October 25, 2019 to November 7, 2019.

A confidential memorandum regarding the recommended appointee for a vacancy on the Clean City Advisory Committee will be placed in Council's SugarSync folder prior to the November 18, 2019 City Council meeting.

Resolutions

1. Township of Stirling-Rawdon - Municipal Liability and Insurance Costs
2. City of Niagara Falls - School Bus Safety
3. Town of Kingsville - Local Health Care Services
4. Town of Prescott - Provincial Consultation on the Transformation of Building Services in Ontario

Correspondence

5. Letter from Canadian Plastics Industry Association - Plastic Shopping Bag Ban Proposals

Memorandums from Staff

6. Mark Green, Manager of Environmental Services - Lead in Drinking Water

Reports Requested by Council

7. Outstanding Reports List – updated November 6, 2019

Confidential Memorandum from Staff (see SugarSync)

8. Kristen Sullivan, Deputy City Clerk – Vacancy Appointment to Clean City Advisory Committee

Prepared by:

Evan McGinty
Council and Committee Coordinator

Submitted and Approved by:

Bonnie Nistico-Dunk
City Clerk



Sub-Item 1
Embracing the Future
while Remembering our Past
www.stirling-rawdon.com



November 5, 2019

The Honourable Doug Downey
Attorney General of Ontario
McMurtry-Scott Building
720 Bay St., 11th floor
Toronto, ON M7A 2S9

Dear Sir:

Re: Municipal Liability and Insurance Costs

At a meeting of the Township of Stirling-Rawdon Finance and Personnel Committee held on October 29, 2019 the following motion was passed:

"The Committee acknowledges receipt of the AMO report entitled 'A Reasonable Balance: Addressing growing municipal liability and insurance costs'

and further that the Township of Stirling-Rawdon endorse the report submitted by the Association of Municipalities of Ontario

and further that the Attorney General of Ontario be requested to conduct a full review of joint and several liability as it affects municipalities

and further that this motion be forwarded to all Ontario municipalities for their consideration."

Council respectfully requests your favourable consideration of this important matter.

Yours truly,

Tawnya Donald
Clerk

c.c. Daryl Kramp, MPP Hastings-Lennox & Addington
All Ontario Municipalities

Sub-Item 2



The City of Niagara Falls, Ontario

Resolution

October 22, 2019

No. 9

Moved by: Councillor Vince Kerrio

Seconded by: Councillor Wayne Campbell

WHEREAS distracted drivers continue to be the major cause of traffic accidents and fatalities throughout Ontario; and

WHEREAS school children loading and unloading on school buses continue to be the most vulnerable to distracted drivers; and

WHEREAS Bill 174, adopted by the Province of Ontario in December 2017 includes school bus camera legislation; and

WHEREAS as a result of adopting Bill 174, the Ministry of Transportation of Ontario (MTO) is required to produce regulations within the Highway Traffic Act in order for municipalities to implement school bus stop-arm technology; and

WHEREAS it is imperative Niagara have a say in how to best expedite legislation and implement effective, realistic protocols that ensure every child boarding or exiting a school bus in Niagara is safe;

THEREFORE BE IT RESOLVED that Niagara Region Council direct staff to generate a report to be returned to Council by the last week of November, 2019 that addresses the Province's request that municipalities:

- Identify the preferred technology Niagara Region would like to use
- Identify the method of procurement Niagara Region would utilize in order to acquire and implement the needed equipment, with feedback from all Niagara School Boards (DSBN/ NCDSB/ CSV/ CSC), bus carrier (NSTS) and school bus camera technology partners
- Identify options that would allow Niagara Region to enter in to an agreement with the Province and school bus technology vendor

- Identify the framework for the set up for enforcement and the processing of offence notices complete with funding options and opportunities
- That fines be reviewed and possibly be increased as a deterrent.

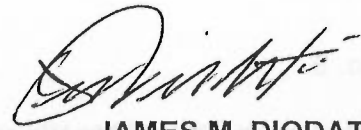
AND FURTHER that a copy of this resolution be sent to all Local Area Municipalities within Niagara.

AND The Seal of the Corporation be hereto affixed.

Carried



WILLIAM G. MATSON
CITY CLERK



JAMES M. DIODATI
MAYOR



2021 Division Road North
Kingsville, Ontario N9Y 2Y9
Phone: (519) 733-2305
www.kingsville.ca
kingsvilleworks@kingsville.ca

SENT VIA EMAIL

October 25, 2019

The Honourable Doug Ford, Premier
Legislative Building
Queen's Park
Toronto, ON M7A 1A1

Dear Premier Ford:

RE: LOCAL HEALTH CARE SERVICES

At its Regular Meeting held on October 15, 2019 Council of the Town of Kingsville passed the following Resolution:

"533-2019

Moved By Councillor Kimberly DeYong

Seconded By Councillor Larry Patterson

WHEREAS public health care consistently ranks as the top priority in public opinion polls, and;

WHEREAS Public Health provides vital health promotion and prevention services based on the unique demographic and economic, social, and cultural needs of our communities; and;

WHEREAS the evidence from hospital amalgamation in Ontario and across Canada is that they have cost billions of dollars and have not yielded the promised administrative savings but have taken money away from frontline care, and;

WHEREAS there is no evidence to support the proposed closure of 25 out of 35 local Public Health Units, the closure of 12 of 22 local ambulance dispatch centres, and the closure of 49 out of 59 local ambulance services, and;

WHEREAS there is a deep consensus among virtually all stakeholders that increasing acuity in our long-term care homes requires additional staff and resources, not

cancellation of the two special funds and real dollar cuts to per diem funding of our long-term care homes, and;

WHEREAS our local hospitals have been downsized for an entire generation and cannot meet population needs while sustaining real dollar cuts to hospital global budgets.

THEREFORE BE IT RESOLVED:

That The Corporation of the Town of Kingsville calls upon the Ontario government to halt the closures of, mergers of, and cuts to our local health care services including Public Health Units, land ambulance services, hospitals and long-term care homes and the Town of Kingsville forward this resolution to all municipalities in the Province of Ontario.”

Yours very truly,



Jennifer Astrologo, B.H.K. (Hons), LL.B.
Director of Corporate Services/Clerk
Corporate Services Department
jastrologo@kingsville.ca

cc: Association of Municipalities of Ontario (AMO)
cc: All Ontario Municipalities
cc: Taras Natyshak, MPP
cc: Windsor-Essex County Health Unit

Sub-Item 4



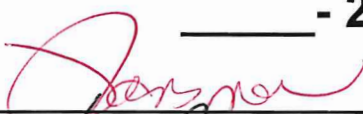
Regular Council

October 28, 2019

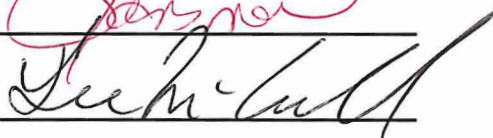
_____ - 2019

Item 11.2

Moved by:



Seconded by:



WHEREAS, the Province of Ontario has legislated in the *Building Code Act* that “the council of each municipality is responsible for the enforcement of this Act in the municipality” and “the council of each municipality shall appoint a chief building official and such inspectors as are necessary for the enforcement of this Act in the areas in which the municipality has jurisdiction”,

AND WHEREAS, “the council of a municipality may pass by-laws applicable to the matters for which and in the area in which the municipality has jurisdiction for the enforcement of this Act”,

AND WHEREAS, the Province has asked local governments to find efficient and cost effective ways to deliver municipal services is now asking municipalities to collect a tax on their behalf to create a new Delegated Administrative Authority to deliver services that have historically been the responsibility of the Ontario Government,

AND WHEREAS, Premier Ford stated in his keynote address at the Association of Ontario Municipalities 2019 Conference, that “we can’t continue throwing money at the problem (broken systems) as our predecessors did, into top-down, big government schemes. That is neither compassionate nor sustainable”,

AND WHEREAS, alternative methods of building administration and enforcement have been proposed in this consultation that remove municipal authority but not the associated liability,

THEREFORE LET IT BE RESOLVED that the The Municipality of Prescott requests that, the Province of Ontario work with the current building sector groups that, for the past fifteen years, have been working to support the Ministry of Municipal Affairs and Housing, and provide evidence based justification to municipalities that the creation of a

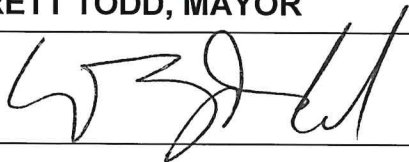


new Delegated Administrative Authority is necessary prior to any legislative changes to the *Building Code Act*, with regard to building service delivery, are introduced in the Legislature.

Be it further resolved that a copy of this motion be sent to The Honourable Doug Ford, Premier of Ontario, The Honourable Steve Clark, Minister of Municipal Affairs and Housing, The Honourable Jim McDonnell, Parliamentary Assistant for Municipal Affairs and Housing.

Be it further resolved that a copy of this motion be sent to the Associations of Municipalities of Ontario (AMO) and all Ontario Municipalities for their consideration.

REQUESTED BY:			
RECORDED VOTE		YES	NO
	Councillor Leanne Burton		
	Councillor Teresa Jansman		
	Councillor Lee McConnell		
CARRIED:	Councillor Mike Ostrander		
TABLED:	Councillor Gauri Shankar		
DEFEATED:	Mayor Brett Todd		
RECORDED VOTE:	Councillor Ray Young		

BRETT TODD, MAYOR	ACTING CLERK
	

Sub-Item 5



November 4, 2019

Mayor Walter Sendzik & Members of Council
City of St. Catharines,
PO Box 3012,
50 Church St.,
St. Catharines, ON, L2R 7C2

Email: City Clerk

Dear Mayor and Members of Council:

RE: Plastic Shopping Bag Ban Proposals

We are writing in response to your efforts to implement a plastic shopping bag ban and promotion of paper and reusable bags. According to media reports, Council sees a ban as the only way to reduce waste, environmental damage, litter and promote responsible, sustainable, business practices in your municipality. However, a bag ban is not the only viable solution to achieve intended goals and targets.

We believe that your approach is misinformed and will, if adopted, actually hurt the environment, is a threat to investment, jobs and the recycling economy we are all trying to establish in Canada.

This letter outlines why bans are not the answer and are in fact an antiquated policy approach regarding the sustainable use of resources. Today's technology has completely revolutionized plastics recycling and the industry is rapidly approaching a day when 100% of all plastics will and can be recycled at the end of their useful life as one product and re-created as another. Plastics can be recycled to infinity.

Why You Can't Ban Your Way to a Recycling Economy

1. The Science Matters, Not Just the Hype: The Science does not support the removal of plastic bags from the marketplace.

To begin, take into consideration some of the larger municipalities across the country who have set precedents. In Toronto, the largest City in the country, a ban was passed and quickly reversed in favour of the highly successful 5-cent fee on bags that led to a 53% reduction in the number of bags distributed within a year of implementation. As recent as this spring the Infrastructure and Environment Committee has committed to finding other viable solutions through technology and working with industry as part of their long-term waste strategy. When bans were brought up, this was quickly rejected namely due to having gone down this policy path before which was not successful and forecasting that a circular economy (recycling of goods into other goods) is the future approach. Even **Montreal has not banned plastic shopping bags** in spite of the publicity. All Montreal did was mandate the use of a thicker 50-micron plastic bag that is

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3 times thicker. **Plastic shopping bags are still on the market. Consumers want choice, and as much as we try to remember to bring other bags, no one is perfect and we forget, therefore having access to choose is needed.**

Government should rely on science to inform their policy decision-making on bags, though the media spin and retail politics on the issue can be tempting. **Every scientific study of thin plastic shopping bag proves beyond a shadow of a doubt that the conventional thin bag is the best bag environmentally with the lowest carbon footprint. This is the side of the story that exists but is drowned out in visual communications and images.**

In the past 24 months, two governments (Quebec Government - January 2018 and the Government of Denmark - February 2018) released the findings of scientific studies conducted, examining the environmental impact of plastic shopping bags compared to every other bag option on the market. The studies are Life Cycle Analyses (LCAs). An LCA is a cradle-to-grave analysis that assesses the environmental impacts associated with each stage of the product's life. Both studies were conducted using ISO protocols and **both reached the same conclusion that the conventional thin bag is better for the environment than all other options.**

What is really interesting to note is that the Quebec Government study used Canadian data, the first-ever Canadian Life Cycle Analyses (LCA) which really highlights why the science needs to actually be considered.

We are providing the URL's to the government Life Cycle Analyses and summaries:

Quebec:

<https://monsacintelligent.ca/quebec-lifecycle-analysis-of-shopping-bags-in-quebec/?lang=en>

Denmark:

<https://www2.mst.dk/udgiv/publications/2018/02/978-87-93614-73-4.pdf>

U.K.:

https://assets.publishing.service.gov.uk/government/uploads/system/uploads/attachment_data/file/291023/scho0711buan-e-e.pdf

2. A Bag Ban Is About Optics: Not Waste Reduction

Did you know that plastic shopping bags make up a tiny fraction of the overall waste stream, at less than 0.5%, meaning that a ban on plastic bags will have **no significant** impact on waste reduction or litter abatement? Study after study, multiple North American municipal litter audits prove that plastic shopping bags are less than 0.4% of litter in major cities across Canada and North America. We have provided data from multiple studies below to see the facts.

- The largest omnibus study of plastic bag litter by municipalities across North America looking at over 102,000 litter observations found plastic bags to be only

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0.4% of litter. Source: <https://monsacintelligent.ca/wp-content/uploads/2018/08/MGM-Management-Litter-Audit-Summary-1.pdf>

The point is that a ban on plastic shopping bags will do nothing to achieve the goals municipalities seek to establish. Bans will not reduce waste or litter, protect the environment or promote product stewardship.

Further it should be noted that retailers are highly responsible environmentally and Ontario was the first Province that reduced bag consumption over 59% through **voluntary actions and fees by retailers** (and the plastic bag industry) in partnership with the Province. We are all deeply committed to product stewardship and responsible use running many in-stores at checkout reduction, reuse and recycling programs. The 3R’s approach to managing bags has been proven successful in achieving permanent consumer behavioural change and commitment to stewardship principles.

3. Unintended Consequences: A Ban on Plastic Bags Will Do Environmental Harm

Substitutes for plastic bags are not better. The alternatives (paper, unrecyclable reusable bags) are not better for the environment and are not a good replacement option. Their use will generate significantly more GHG emissions and if adopted wholesale could lead to greater global warming and acidification of the oceans.

- The Trucost Group have advised the United Nations Environmental Program (UNEP), on marine plastics and in a subsequent study on plastics and alternative materials (<https://plastics.americanchemistry.com/Plastics-and-Sustainability.pdf>) found the **“Environmental cost of using plastics in consumer goods and packaging is nearly 4X less than it would be if plastics were replaced with alternative materials.”**
- Recent studies by Franklin Associates (2013) and Denkstatt (2011), which modeled the substitution of plastic with alternative materials such as paper, steel, aluminum and glass, suggest that **a move away from plastics may come at an even higher net environmental cost (Attachment #1)**

Reusable bags, cannot be recycled in Canada. At the end of its useful life it will end up in landfill as garbage. have a number of environmental limitations;

- The following bag types need an equivalent number of reuses to equal one thin plastic bag environmentally:

Bag Type	Uses Needed to Equal One Plastic Bag
Conventional Thin Plastic Shopping Bag	1
Cotton	100 to 2,954
PP woven	16 to 98
PP non-woven bags	11 to 59
Thick plastic bag	4 to 6
Paper	4 to 28

A ban on conventional plastic bags will not eliminate plastic. Instead a ban will lead to **MORE PLASTIC** being consumed, not less as consumers replace plastic shopping bags

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with other plastic bags to manage essential household activities. Plastic shopping bags have very high reuse rates – 77% in Quebec, 63% in BC and 60% in Ontario. The primary reuse of thin plastic bags is to manage household waste. A ban on the highly-reused conventional plastic bag will force residents to purchase thicker plastic kitchen catchers to manage their household waste. Since these bags contain as much as 75% more plastic, you could actually end up with more plastic in the waste stream making a bag ban ineffective and a poor use of plastic resources.

Recommendations to Council:

1. Council pause on implementing the bag ban as the Province has announced a 100% Industry led Extended Producer Responsibility plan where industry will be responsible financially and operationally for recycling and the Blue Box.
2. Council should pause and allow the Federal Government to complete its research on plastics through its scientists who are reviewing scientific research on plastics and options to manage them. This research should be completed this year. Your municipality does not want to be out of step with plans to manage plastics, harmonize collection systems and potentially duplicate bureaucratic measures that may be administered/roll-out by the Province.
3. Council direct staff to review the science and provide a detailed report on alternative approaches before any policy decisions are made that will have damaging and negative unintended consequences caused by a bag ban. CPIA would be pleased to assist with third party scientific information to assist staff. We have provided scientific studies which are independent and have been completed by countries, provinces and municipalities.

Conclusion

We all want to do the right thing for the environment, but we must all follow the science and not the emotion and hype which has overtaken the science and facts. When detailed polls are put out to the public with questions that include and inform on the science the results show a significant change in public perception that does not support bans but a 3R's reduce, reuse and recycle approach with choices.

Every decision made in the name of the environment must be based on science, it's time to hear the other side of the story.

I can be reached at my cell 416-930-1796 and look forward to working with you on more sustainable solutions that also give your residents more sustainable choices to improve our environment and protect the economy.

Yours sincerely,



Joseph P. Hruska

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Vice President Sustainability

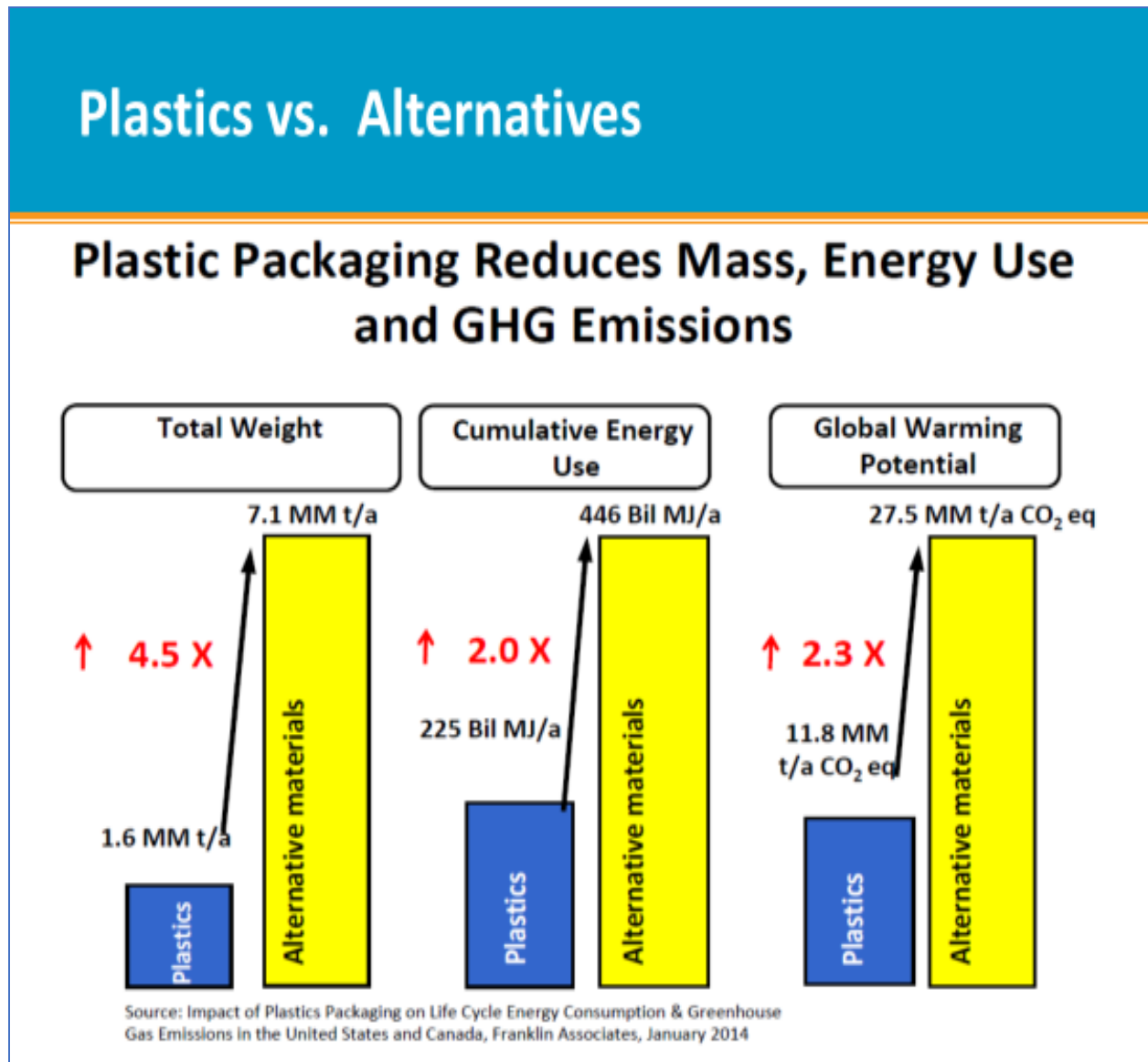
Copy:

- The Honourable Jeff Yurek, Minister of Environment Conservation and Parks
- The Honourable Vic Fedeli, Minister of Economic Development, Job Creation and Trade
- The Honourable Minister of Municipal Affairs>

Attachments:

- 1. Plastics vs. Alternatives (Franklin Study)**

Attachment #1: Plasticss vs. Alternatives



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Memorandum

To: Mayor and Council

Cc: Shelley Chemnitz, CAO
David Oakes, Deputy CAO
Anthony Martuccio, Director EFES

From: Mark Green, Manager of Environmental Services, EFES

Date: November 6, 2019

Subject: Lead in Drinking Water

Introduction

Recently there has been information in the media regarding lead in drinking water. This memo is intended to inform Council about this issue and the actions taken by The City of St. Catharines.

The main message is that nothing has changed about the excellent quality of our municipal drinking water. The City is committed to safe, clean drinking water and is in full compliance with all of its requirements under the Safe Drinking Water Act.

Lead Water Services

When water leaves the Decew Fall Water Treatment Plant it is virtually lead-free and well below the Ontario Drinking Water Standard. As well, none of the City-owned watermains are made of lead, so the water reaching most customer's does not contain any lead. However, in older parts of the City lead was sometimes used for service connections. A service line is the pipe that is located between the water meter in the home and the City's watermain in the street. The concern relates to homes with lead service lines. As water flows through a lead service line, trace amounts of lead can be picked up from the pipes interior surface.

Lead has not been used for water service lines in St. Catharines since at least 1955. So any home built after 1955 should not have a lead water service line. If built prior to 1955, there is a possibility it may have a lead service line. Lead was one of a number of different pipe materials used in the past, other materials include aluminum, copper and plastic. Other potential sources of lead include lead solder, older brass or bronze fittings and fixtures that are components of the internal plumbing.

Water service lines are shared ownership, with the City owning the portion within the road allowance and the homeowner owning the portion on private property. It is the City's policy to replace the portion of the water service on public property at the City's expense when a lead service line is encountered (e.g. during a new watermain

construction project). The service within the road allowance is replaced and the property owner is advised if their portion is lead.

This policy has been in place since at least the mid-1980s and has resulted in the vast majority of lead services being removed from public property. Not all municipalities have taken this approach and some still have large numbers of lead services in operation.

The City's Policy is to also replace the public property side when water testing shows elevated levels of lead and whenever the property owner replaces the private portion of the lead service line.

Lead Sampling and Testing

As part of the City's obligations under the Safe Drinking Water Act, ongoing drinking water monitoring includes undertaking a Community Wide Lead Testing Program. This volunteer based program requires samples be taken from residential homes. This program is advertised in local newspapers, social media and on the City's website. In the last ten years, the City has taken 1,497 lead samples of which 24 exceeded the Ontario Drinking Water Standard.

If residents have concerns about lead in their water, they have the option to have their water tested. The process is non-intrusive, and involves City staff collecting water samples from within their home or business. The samples are sent to a third-party accredited laboratory for testing. There is no cost to residents for this service. To request this service, residents can contact Citizen's First or use the links found on the City's webpage.

If the testing shows elevated lead in the resident's home it is recommended that they replace their lead water service, however it is not mandatory. Other options residents can take are flushing their lines prior to use or purchasing a water filter. The Public Health Department is notified every time there is an exceedance and can also provide advice.

Research shows that the best option to remove lead from the drinking water is full replacement of lead service lines. The City is not able to undertake construction work on private property, and therefore, while there is less and less lead on public property; it often remains on private property (referred to as a partial line replacement). Immediately after a partial service line replacement there can be a short term spike in lead levels. For this reason, it is recommended that residents who do not replace their portion flush their water for three months. Recently some municipalities have decided to no longer undertake partial replacements - they only replace the public portion if the private portion is being replaced.

The major barrier to residents replacing their portion is the cost. The typical cost for a homeowner to replace their portion of a lead service line is in the \$3,000-\$4,000 range. Some municipalities have chosen to offer grants or loan programs to assist homeowners with this cost.

There is some confusion in the media reports as there are two lead standards; a provincial standard and a federal standard. The Ontario standard is 0.01 mg/l (10 parts per billion) and the Canadian standard is 0.005 mg/l (5 parts per billion). The Canadian standard is very new; it was released by Health Canada in March 2019. In any event, the long-term goal should be to reduce lead levels in drinking water as low as possible.

Summary

The main message is that nothing has changed about the excellent quality of our municipal drinking water. The City is committed to safe, clean drinking water and is in full compliance with all of its requirements under the Safe Drinking Water Act.

Lead is a challenging issue due to the costs and much of the issue is on private property.

If residents are concerned about lead they should be directed to Citizen's First who can arrange for their property to be tested.



Mark Green, M. Eng.
Manager of Environmental Services

Sub-Item 7

ORL #	Date Requested	Councillor	Request	Lead Dept.	Expected Due Date	Council Requested Due Date	Expected Committee Input Date	Comments
OUTSTANDING REPORT LIST - FILE UPDATED: Nov 6, 2019								
2019-03	11-Feb-19	Porter	Policy and funding methods for how the City could support requests for assistance for affordable housing endeavors in the future	PBS	Q1 2020			To be incorporated in CIP Review Process
2019-12	15-Apr-19	Porter	Review of Citizen Appointments to Boards and Committees Policy	LCS	Q2 2020			Once current appointment process is completed
2019-13	29-Apr-19	Townsend	Feasibility of green alternatives to road salts for City's winter program	EFES / FMS	Q1 2020		Nov - BSC	
NA	27-May-19	Phillips	Bike gutters for Port Dalhousie Stairway (MEMO)	EFES		Q2 2019		Include option to cost share
2019-18	10-Jun-19	Williamson	Condition of Inner Range Port Dalhousie Lighthouse and development of plan to more permanently protect both lighthouses and lakeside park from future flooding	EFES				Report to be done after high waters recede
2019-20	24-Jun-19	Mayor Sendzik	Corporate waste reduction strategy including best practices for municipal waste diversion and organics at city facilities, parks, beaches, public spaces and events at city facilities, including an implementation strategy and budget for 2020.	EFES	Q1 2020			This report is to go to the Environmental Sustainability Committee
2019-22	15-Jul-19	Townsend	Amend sign by-law to permit digital signage on City-owned properties and buildings, including the appropriateness and ability to include third-party advertising as part of digital signage on City-owned properties.	PBS / COMMS	Q1 2020	Q4 2019		Appeal Information Report - Application for Sign By-law Variance; 142 St. Paul Street; Owner: 2400795 Ontario Inc. was deferred 8-12-19 until ORL #2019-22 is presented to Council
2019-23	15-Jul-19	Littleton	Opportunities and strategies for the City to support neighbourhood associations and neighbourhood-based community groups, including best practices and information gathered from the forum	CRCS	Q1 2020			
2019-26	12-Aug-19	Siscoe	Renaming of parkette at 91 York Street	CRCS	Q2 2020			
2019-29	9-Sep-19	Littleton	Report back on the existing street naming process with ways to include more public engagement, perhaps similar to the park naming process	PBS	Q2 2020			
2019-30	9-Sep-19	Littleton	Installation of a full traffic signal or all-way stop with pedestrian crossing at the corner of Wilfred Laurier Crescent and Welland Canals Parkway	EFES	18-Nov-19			
2019-31	9-Sep-19	Garcia	Creation of a new rental category for use of vacant and unused City properties by Community-based Volunteer Groups (not to be used for commercial purpose)	FMS / CRCS	Q1 2020			Rental fees to be waived in total for volunteer groups. Groups still need proper insurance and to help with maintenance
2019-32	9-Sep-19	Townsend	Viability of electric scooter ride sharing pilot program, similar to the program in Waterloo	EDTS / EFES	2-Dec-19	Q4 2019		
2019-33	9-Sep-19	Townsend	Naloxone training for City staff and City Councillors, including availability of Naloxone kits in the trunks of City vehicles and Councillors' vehicles.	CSS	Q1 2020	Q4 2019		Include information on the current availability of kits at City's facilities
2019-37	9-Sep-19	Phillips	Review the funding model for the allocation of \$1 per ticket (PAC) and report to the BSC for review before reporting to Council.	CRCS				Went to BSC October 28, 2019
2019-34	23-Sep-19	Mayor Sendzik	That additional staffing be considered for RZone in the 2021 budget deliberations and come back to Council with a report in Q3 2020	CRCS	Q3 2020	Q3 2020		
2019-38	4-Nov-19	Siscoe	Labyrinth Project - staff to report to Council before the end of Q1 2020 for final approval prior to construction of the labyrinth	FMS	Q1 2020	Q1 2020		From BSC meeting of October 28, 2019, passed at Council November 4.
2019-39	4-Nov-19	Townsend	Single-use plastic bag ban	EFES / LCS / EDTS	Q4 2020			



Corporate Report City Council

Report from: Financial Management Services, Property Management

Report Date: September 27, 2019 **Meeting Date:** November 18, 2019

Report Number: FMS-190-2019 **File:** 16.7.99

Subject: City Owned Land – 6-8 Academy Street, Realty File: 18-035

Strategic Pillar:



Recommendation

That Council declare the land described as Lot 353-355, Corporation Plan 2, being all of PIN 46219-0065 (LT) and municipally known as 6-8 Academy Street as shown on Appendix 1 as surplus and it be disposed of according to the procedures outlined in the Sale and Disposition of Land By-law 2007-309; and

That staff be directed to offer for sale the property at 6-8 Academy Street on the open market for fair market value and direct a portion of the sale proceeds to a reserve fund with the purpose of the reserve to implement the Housing Action Plan 2017 and support affordable housing initiatives in the city; and

That Sections 4.6, 4.7 and 4.8 of By-law 2007-309 be waived for 6-8 Academy Street; and

Further, that staff be authorized to issue a Request for Tender for Real Estate Brokerage Services. FORTHWITH

Summary

The first step in encouraging and facilitating the development of affordable housing within the community was the creation of the Housing Action Plan in June 2017. It is staff's opinion that the appropriate next step in realizing the actions identified in that plan is to sell 6-8 Academy Street for fair market value and direct a portion of the sale proceeds to an affordable housing reserve fund. Should Council not support the recommendation staff have outlined an alternative path forward in the "Alternative Option" section of this report.

Background

The City has identified a number of challenges with respect to affordable housing including: supply of affordable housing units cannot meet the demands; poor condition of available units; low quantity of accessible units; long waiting lists for Niagara Regional Housing (NRH); configuration of units is not always appropriate for all individuals and families; and the stigma of affordable housing developments. The lack of available serviced land, a low rental vacancy, and increasing market values are intensifying the issue.

On June 12, 2017, Council approved [Report PBS-134-2017](#), which included the recommendations with regard to the Housing Action Plan 2017.

On July 9, 2018, Council approved [Report TES-150-2018](#) with regard to City-owned property at 6-8 Academy Street.

On February 11, 2019, Council resolved that staff create terms of reference for an Affordable Housing Task Force and direct staff to develop a work plan that includes target dates, deliverables, and estimated resources required to implement the outstanding recommendations in PBS-134-2017 by Q3 2019.

This report seeks Council approval to sell the property at 6-8 Academy Street at fair market value with a portion of the sale proceeds directed to a reserve fund with the purpose to support affordable housing initiatives in the city.

Government Roles

The roles of each tier of government in the provision of affordable housing are as follows:

Federal	Provincial
<ul style="list-style-type: none"> • Creation of policies / regulations • National housing strategies • Funding supply 	<ul style="list-style-type: none"> • Creation of policies / regulations • Legislative framework • Funding supply • Policy documents
Regional	Municipal
<ul style="list-style-type: none"> • Community services • Housing provider • Oversight and administration for local non-profits • Creation of regional policy • Incentive provisions 	<ul style="list-style-type: none"> • Creation of policy • Implementation of provincial and regional policy • Official plan / zoning by-law • Incentive provisions

Since St. Catharines is part of a two-tier municipal structure, it does not provide community services, administer shelter services, nor establish a housing provider (such as Niagara Regional Housing). The City does not have the jurisdiction, funding or staff to facilitate these services. Rather, it is the City's role and responsibility to ensure that all available planning tools are being implemented for the provision of affordable

housing. As well, local politicians can advocate for the provision of tools and funding for their municipality and the region at-large. Though the roles are distinctive for upper and lower-tier municipalities, the efforts of both should be collaborative to effectively support the common objective.

For its part, the Region of Niagara is responsible for housing and its Provincially mandated Homelessness Action Plan. “A Home for All: Niagara’s 10-year Community Housing and Homelessness Action Plan” is the Region of Niagara strategy for the provision of permanent and secure residence for the population of Niagara. The priorities of the Plan are as follows:

1. Improve options to house people who do not have a home.
2. Expand supports to help people find and retain their homes.
3. Increase opportunities and options across the housing continuum.
4. Improve the effectiveness of the housing system.

Regional Council recently approved the five-year review of the plan including action items, outcomes and targets for 2019-2023, which resulted from the review and which includes encouraging the use of appropriate Regional or local municipal lands for affordable or community housing development and also supporting and facilitating local municipalities to partner with the Region on financial incentives with emphasis on consistent application of tools that support the development of affordable housing.

Report

6-8 Academy Street

6-8 Academy Street is a 0.30 acre parcel of land on the north east side of Academy Street between Court Alley and Centre Street. It is improved with a single-storey brick building built in 1989 that contains an area of approximately 6,000 square feet. The building currently houses the Fire Prevention Division of Fire Services who occupy approximately 2,000 square feet of the building. The remaining 4,000 square feet is utilized for corporate file storage. This property is designated Mixed Medium High Density Residential / Commercial in the Official Plan and is zoned Medium / High Density Mixed Use, Special Provision 92 (M2-92). The M2 zone permits a variety of commercial and residential uses, including apartment buildings. Special Provision 92 is the downtown parking requirement exemption.

It is anticipated that Fire Prevention Staff will be moving from 6-8 Academy Street to 71 Carlisle Street, the commercial space at the Garden Park parking garage, once the fit out of that space has been completed, which is anticipated to be in Q4 2020. It is also anticipated that all files in storage will be relocated by the end of 2020. In order to proceed with the disposal of the property the lands must be declared surplus. Staff therefore recommend that Council declare the land described as Lot 353-355, Corporation Plan 2, being all of PIN 46219-0065 (LT) and municipally known as 6-8 Academy Street as surplus and it be disposed of according to the procedures outlined in the Sale and Disposition of Land By-law 2007-309.

Disposal of Land By-law 2007-309

The City's By-law 2007-309 establishes the procedures for the sale and disposition of land in an open, transparent and fiscally responsible manner. Before selling real property, Council shall, by by-law or resolution passed at a meeting open to the public, declare the property surplus, give notice of the proposed sale and obtain at least one appraisal of the fair market value of the property. The appraisal shall be based on the highest and best use of the property in accordance with the current standards of the Appraisal Institute of Canada.

The City strives to achieve maximum financial benefit when disposing of surplus lands. Notice of surplus land must be provided to the Niagara Region and the District School Board of Niagara and Niagara Catholic District School Board. The by-law also sets out potential methods of sale of property including public tender, public auction, call for proposals or any other method deemed appropriate. Notwithstanding the provisions of the by-law, Council may, in its discretion, dispose of property on such terms and conditions as they deem desirable.

Staff are requesting that Council waive Section 4.6, 4.7 and 4.8 of By-law 2007-309 for 6-8 Academy Street. These sections relate to providing notice to the School Boards, specific timelines for placing a "For Sale" sign on surplus property, listing the property with the President of the Niagara Association of Realtors and advertising the surplus property in the newspaper. Staff recommend issuing a Request for Tender for the purposes of the provision of real estate brokerage services. By procuring a real estate broker to sell the surplus property on behalf of the City, the City will benefit from up to date market and valuation information, exposure of the property on the Multiple Listing Service and the broker will be responsible for showing the property to prospective buyers and the negotiation of the sale of the property in consultation with City staff. Real estate commission would be payable from the proceeds of sale of the property. By issuing a Request for Tender for these services it is anticipated that the City will benefit from competitive commission rates.

The Disposal of Land By-law does not include provisions of a housing first approach for the disposal of surplus land, nor the disposal of land for less than market value. Financial incentives, including the disposition of the lands below market value (or nominal consideration) would be required to feasibly facilitate the development of affordable housing. It is staff's opinion that the City would be able to benefit more by directing funds received through the proceeds of sale of surplus land towards the implementation of initiatives in the Housing Action Plan 2017 and a reserve fund to support affordable housing initiatives.

The reserve fund would provide staff and Council with a funding source for future affordable housing initiatives in the city. Future Community Improvement Plan affordable housing grants could be funded through this reserve. They can serve as a tool to help guarantee long-term affordability (e.g. tax rebate would cease if proof of affordable rent rates is not provided on an annual basis).

Housing Action Plan

On June 12, 2017, Council approved Report PBS-134-2017, which included the recommendations with regard to the Housing Action Plan 2017.

On February 11, 2019, Council resolved that staff create terms of reference for an Affordable Housing Task Force and direct staff to develop a work plan that includes target dates, deliverables, and estimated resources required to implement the outstanding recommendations in PBS-134-2017 by Q3 2019. There are several financial impacts associated with the implementation of a variety of the tools and actions listed in the Housing Action Plan. There are currently no funds identified in the 2020 budget to implement any of the outstanding recommendations. In October 2019, Council approved funds from the Civic Project Fund to undertake an RFP for an external consultant to complete a Development Charges Background Study, which would include Inclusionary Zoning. The City's Housing Action Plan 2017 recommended exploring Inclusionary Zoning as a method of creating additional affordable housing supply. At the time, Inclusionary Zoning could have been applied city-wide. Under the Province's revised Planning Act and Provincial Plan reforms, Inclusionary Zoning may now only be required by a municipality in areas 800m surrounding Major Transit Station areas, which in the city, include the GO station and the downtown bus terminal.

A portion of the sale proceeds from the sale of 6-8 Academy Street could be directed to a reserve fund for other incentives as may be identified in the Housing Action Plan 2017 initiative or through the Community Improvement Plan review with the intent to increase the supply of affordable housing in the City of St. Catharines. Some opportunities / incentives these funds could be used to support include the following:

- Rebate of municipal fees (building permit fees, development application fees etc.);
- Amendments to the Community Improvement Plan to add "affordable housing" as a value added ranking criteria for Tax Increment Financing grants or establish a grant solely dedicated to affordable housing, and / or accessory unit construction grants;
- Waiving of parkland dedication for affordable housing projects; and
- Creation of property profiles to assist with development.

This approach has the potential to increase the dollars available to support affordable housing initiatives and support the development of more units over a longer period of time than could be achieved on this City site. It also allows for the support of creation of affordable housing throughout the city and not only in concentrated locations.

One of the areas of focus of the current Community Improvement Plan review is the creation of an affordable housing grant. Once the review is completed and implemented (Q1 2020) funding will be required to support the creation of the grant. The proposed reserve fund could serve this purpose.

Other Funding Opportunities

Staff is also exploring funding opportunities that the City would be eligible to apply for directly to support possible demolition, cleanup and preparation of City owned lands, and

have contacted Canada Mortgage and Housing Corporation (CMHC), Federation of Canadian Municipalities (FCM), and our Member of Parliament's office staff to obtain further information. The current funding programs that are outlined below require a municipal contribution for eligibility. Having a reserve fund to provide the City's contribution could assist many projects in receiving funding from other levels of government.

Canada Mortgage and Housing Corporation Affordable Housing Innovation Fund

Due to overwhelming interest and its success, the Affordable Housing Innovation Fund is not accepting new applications at this time. Applications previously submitted are currently being assessed. The next call for applications will be in early 2020.

Seed Funding

The New Construction Stream provides interest-free loans and/or non-repayable contributions to help with costs related to pre-development activities. This can include business plans, preliminary designs, development permits and more. Eligible proponents include municipal, provincial, territorial governments for up to 30% of the total approved funding, to a maximum of \$150,000 (whichever is less).

National Housing Co-Investment Fund

This program prioritizes projects that support partnerships between non-profits, the public sector and the private sector to make federal investments go further. Projects must have support from another level of government (such as municipalities, provinces, territories, indigenous government). Contributions may be monetary or in-kind including, but not limited to: the provision of land; inclusionary zoning provisions; accelerated municipal approvals processes; waiving development charges and fees; tax rebates; other loans and grants. Eligible proponents include municipal, provincial, territorial governments for up to 30% of the eligible costs.

Federation Canadian Municipalities

Green Municipal Fund - Pilot project: Brownfield site redevelopment

A brownfield is an abandoned, vacant, derelict or underutilized commercial, institutional or industrial property where past actions have resulted in actual or perceived contamination or a threat to public health and safety, and where there is an active potential for redevelopment. Proponents under this program are eligible for a grant of up to \$500,000 to cover up to 50% of eligible costs. Staff have contacted FCM to inquire about the feasibility of this program and other funding opportunities that may be available for City owned lands.

Other Federal Funding

Staff have contacted the MPs staff to inquire about additional funding opportunities that may be available to support affordable housing initiatives on City owned lands.

Niagara Region/Niagara Regional Housing

Staff have had recent discussions with staff of Niagara Region and Niagara Regional Housing with respect to the partnership they have entered into with the City of Niagara Falls to develop a joint Request for Proposal to solicit interest from the not-for-profit sector to provide affordable housing units on a City owned property. In general, the intent is to provide a number of financial incentives in order to incent the private construction of affordable housing rental units.

The City will be donating the property with safeguards in place to ensure affordability for up to 40 years, waiving development charges, permit and planning fees, and obtaining a Record of Site condition and demolishing any structures on the property. The Region will also be waiving development charges on the portion of units under an agreement with Niagara Regional Housing, permit and planning fees and both the City and Region will enter into an agreement to designate the property as a Municipal Capital Facility thereby forgoing local and Regional property taxes so long as the building remains an affordable rental building. Niagara Regional Housing has committed to fund up to 25% of the proposed units in this development for a Rent Geared to Income or Housing Allowance for 20 years. It is anticipated that the RFP will be issued in Q1 2020.

Alternative Option

Any attempt to alleviate the effects of the current affordable housing crisis that the city is experiencing will require a sustainable commitment to the future. To be most effective in the long term, staff believe that it is necessary to create an affordable housing reserve fund that can be utilized in the methods described earlier in this report.

Should Council not support the staff recommendation and wish to proceed directly with divesture of 6-8 Academy Street for affordable housing development, staff provide the following direction:

6-8 Academy Street

The Academy street property is of the appropriate size, zoning, and location for an affordable housing build that is comprised of all affordable housing units. It should be noted however that there could be challenges in providing sufficient parking for a residential development due to the size of the property. Although the property has a downtown parking exemption, practically speaking residents will require parking. To feasibly facilitate the development of affordable housing the property may have to be sold for under market value. Additional costs associated with this option are outlined in the table below.

Item	Cost
Demolition of the existing building.	Approximately \$60,000
Registration of an RSC, completion of a Phase I & II environmental site assessment and Designated Substance Survey.	Unknown at this time

Refund of building permit fees.	The amount can range depending on the scale of the proposed development. For an apartment building with 6 storeys or less permit fees would be \$1.35 / square foot. If underground parking is provided fees are \$0.70 / square foot
Waiving of planning application fees.	Approximately \$7,000 - \$10,000, depending on the applications required.
Parkland dedication waiver.	5% of appraised value - cash in lieu for residential development.

The RFP for this property should outline and consider the following items:

- Requirement for full affordable housing provision by an official housing service provider;
- Minimum number of units (or density) to be provided;
- Requirement for a rental development (not condominium);
- Details on-site service provision;
- Confirmation of long-term affordability;
- How well the proposed type / size of units addresses the greatest need in St. Catharines;
- Timing of development.

Financial Implications

The City strives to achieve maximum financial benefit when disposing of surplus lands. Staff recommend the City receive the highest maximum financial benefit upon the sale of 6-8 Academy Street. Current policy requires that sale proceeds from disposal of surplus property are credited to the Civic Project Fund.

Staff recommends that 6-8 Academy Street be sold on the open market, a portion of the net proceeds be directed to a reserve fund for incentives as may be identified in the Housing Action Plan 2017 initiative or through the Community Improvement Plan review with the intent to increase the supply of affordable housing in the City of St. Catharines. Staff also recommends that a Request for Tender be issued to procure the services of a Real Estate Broker. The real estate commission payable would be deducted from the sale proceeds of the property.

As identified in the table provided in the “Alternative Options” section of this report, there are additional financial implications associated with proceeding by way of an RFP for the development of affordable housing. Should Council choose to proceed with the alternative option, additional financial implications will be addressed in future reports.

It should be noted that without an established affordable housing reserve fund the additional costs associated with the outlined development would have to be funded from other revenue sources.

Relationship to Strategic Plan

Economic Prosperity

Support the City's commitment to building and growing a diverse and resilient economy through fiscal responsibility, urban regeneration and collaborative partnerships.

Social Well-being

Build and support strong, inclusive neighbourhoods that provide high quality of life for residents of all ages by establishing area-specific plans for the redevelopment of key sites in the City to promote strong, compatible, connected neighbourhoods that enhance the quality of life.

Conclusion

Staff recommend selling 6-8 Academy Street for fair market value and directing a portion of the sale proceeds to a reserve fund with the purpose of the reserve to implement the Housing Action Plan 2017 and support affordable housing initiatives in the City of St. Catharines. It should be noted that the sale of the property at fair market value does not prevent the development of affordable housing on the site. Staff also recommend issuing a Request for Tender for Real Estate Brokerage Services to sell the surplus property. The affordable housing reserve fund could be utilized to provide incentives and fee rebates for this potential development. Recent affordable housing developments in the City proceeded without a land donation from the municipality.

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David Oakes, Deputy Chief Administrative Officer

Appendices:

- Appendix 1 – Aerial Location Map

1



----- 6-8 Academy Street



Corporate Report City Council

Report from: Office of the Chief Administrative Officer

Report Date: November 14, 2019 **Meeting Date:** November 18, 2019

Report Number: CAO-216-2019 **File:** 68.32.153

Subject: Canada Summer Games Legacy Projects Update

Strategic Pillar: 

Recommendation

That council approve the release of \$10 million (inclusive of \$8.72 million and \$1.28 million less amounts previously paid) as the pre-conditions from Council report CAO-101-2019 have been satisfied; and

That Council approve the decommissioning of the Garden City Arena Complex upon gaining access to its replacement facility at the Canada Summer Games Sport and Ability Centre; and

That Council approve expenses for the City's share of project management, associated legal and procurement review to an upper limit of \$200,000; and

That half of these expenses (\$100,000) be funded from the 2019 operating budget based on the Q3 yearend forecast and the other half of these expenses be included in the City's 2021 operating budget, unless adequate funds are available through the 2019 yearend surplus; and

That Council approve the Mayor and Clerk to execute the Definitive Agreements for Canada Summer Games Sport and Ability Centre described herein between the City and variously The Regional Municipality of Niagara, The City of Thorold, Brock University, 2021 Canada Games Host Society Inc., Her Majesty the Queen in Right of the Province of Ontario, and Her Majesty the Queen in Right of Canada; provided the financial terms and conditions of these agreements do not exceed funds approved by Council and that all terms and conditions are satisfactory to the Deputy CAO and City Solicitor; and

Further, that the City Solicitor be directed to prepare the necessary By-laws.

FORTHWITH

Summary

The Arena Strategy (Appendix 1) was developed to provide a framework on the long-term operating sustainability and health of the City's arena system. The Arena Strategy established the number of ice pads required in St. Catharines to meet current and future needs. The Arena Strategy considered community input, capital and operating information, player / skater registrations of local arena users, arena utilization data, national and provincial trends, and demographic characteristics.

The first recommendation within the Arena Strategy is for staff to engage the Canada Summer Games Host Society and other prospective capital / operating partners to pursue the establishment of the Canada Summer Games Sport and Ability Centre. As directed, staff have engaged all partners and have now satisfied all of the pre-conditions outlined by Council on May 13, 2019 in order to finalize the establishment of the Canada Summer Games Sport and Ability Centre.

The second recommendation within the Arena Strategy is for the Garden City Arena Complex to be decommissioned, repurposed or demolished upon gaining access to its replacement ice pad, which has now been established as the Canada Summer Games Sport and Ability Centre. Staff recommend that the Garden City Arena Complex be decommissioned upon gaining access to its replacement facility at the Canada Summer Games Sport and Ability Centre.

Background

On May 13, 2019, Council approved the following motion for the [Canada Summer Games Legacy Projects](#):

That Council approve in principle the request to engage the Canada Summer Games Host Society and other prospective capital / operating partners to pursue the establishment of the Canada Summer Games Sport and Ability Centre and Henley Rowing Centre legacy project; and

That Council approve \$8.72 million of funding in addition to the original amount of \$1.28 million for a maximum funding commitment of \$10 million towards the Canada Summer Games Infrastructure Plan subject to the satisfaction of the following pre-conditions:

- funding approval from upper levels of government and other partners, satisfactory to fund the full capital cost of the Games;
- partnership contribution commitments from the City of Thorold, Regional Municipality of Niagara, Brock University and Canada Summer Games Host Society, which together with the City of St. Catharines commitment are satisfactory to fund the full capital costs of the Canada Summer Games Sport and Ability Centre and Henley Rowing Centre legacy project; and

- a terms and conditions of an operating agreement and model to be approved by City Council. FORTHWITH

On June 24, 2019, Council approved the following motion for the [Arena Strategy Development](#):

That Council endorse the strategic direction within the Arena Strategy for use as a framework to ensure the long-term operating sustainability and health of the City's arena system. FORTHWITH

Report

Canada Summer Games Sport and Ability Legacy Project Pre-Conditions Satisfied

On [May 13, 2019](#), Council approved in principle the \$8.72 million of funding in addition to the original amount of \$1.28 million for a maximum funding commitment of \$10 million towards the Canada Summer Games Infrastructure Plan conditional upon the following pre-conditions which have now been satisfied:

- 1) Funding approval from upper levels of government and other partners, satisfactory to fund the full capital cost of the Games.
- 2) Partnership contribution commitments from the City of Thorold, Regional Municipality of Niagara, Brock University and Canada Summer Games Host Society, which together with the City of St. Catharines commitment are satisfactory to fund the full capital costs of the Canada Summer Games Sport and Ability Centre.

As outlined in the table below, all of pre-conditions #1 and #2 have now been satisfied. Appendix 3 shows a more detailed breakdown of the capital program.

Capital Program - Revenue	
SOURCE BUDGET NOTES	
Government of Canada	\$ 32,000,000
Government of Ontario	\$ 32,000,000
Niagara Region	\$ 20,050,000
City of St. Catharines	\$ 10,000,000
City of Thorold	\$ 5,000,000
Other Niagara Municipalities	\$ 2,192,150
Brock University	\$ 4,020,513
Canada Basketball	\$ 47,923
Sponsorship & Fundraising	\$ 6,500,000
TOTAL FUNDING	\$ 111,810,586

Capital Program - EXPENSES	
SOURCE BUDGET NOTES	
Canada Games Park & Henley RC - Class A Cost Estimate	\$ 88,422,058
Canada Games Park - Competition Equipment	\$ 1,713,000
Other Competition Facilities & Equipment	\$ 2,444,596
Canada Games Park - FF&E	\$ 2,329,148
HRC - FF&E	\$ 445,000
Other Municipal Legacy Projects	\$ 2,107,000
Deloitte - HST Report	\$ 15,000
Thorold Building Permit Fees & Servicing Charges	\$ 2,463,330
Administrative Support & Other Fees	\$ 5,056,005
CSG Legacy Capital Project(s) Contingency (6.5%)	\$ 6,815,450
TOTAL PROJECT COST	\$ 111,810,587

- 3) Terms and conditions of an operating agreement and model to be approved by City Council

The consortium agreement between the City of St. Catharines, Municipality of the Niagara Region, City of Thorold and Brock University relating to Canada Games Sport and Ability Centre continues to be negotiated to allocate responsibility for the construction, use, operation, maintenance, repair and replacement of Canada Games Sport and Ability Centre during the construction and legacy period is expected to be finalized in Q1 of 2020. The Guiding Principles for those negotiations can be found in Appendix 2. The governance structure to be used to operate Canada Games Sport and Ability Centre is still under review and will be recommended based on the needs and requirements of all parties. Should a joint municipal service board or municipal corporation be the recommended structure further reports will follow to Council to authorize the creation of those structures pursuant to the requirements of the Municipal Act, 2001.

Canada Summer Games Sport and Ability Centre - Definitive Agreements

Numerous legal agreements (the “Definitive Agreements”) between the parties are required to implement the development of Canada Games Park, to structure the various contributions, roles, responsibilities and risk of each of the parties during the construction of the facility, the duration of the Games event itself and the subsequent legacy period for the facility. The City, Region, and Thorold (the “municipal parties”) have jointly retained legal counsel (Borden Ladner Gervais LLP) to advise the municipal parties and to review and negotiate all agreements with the other parties. Brock University is separately represented but as a member of the future ownership group is working collaboratively with the municipal parties on the preparation of agreements.

The development of the following Definitive Agreements, to which the City will be a party, are in progress and will be required (note the names of these agreements may change or be included as schedules within larger agreements but are included here for descriptive purposes). The Definitive Agreements will together set out the terms and conditions upon which the financial and in-kind contributions of the parties will be made and coordinated with the financial contributions of Ontario and Canada, and upon which Canada Games Park will be developed and the operations transitioned from the Host Society to the municipalities and Brock following the Games:

1. Canada Games Park Framework Agreement (an agreement to be entered into between the municipalities, Brock and the Host Society to establish a framework for the negotiation of the other Definitive Agreements).
2. Consortium Agreement and Facilities Programming Agreement (an agreement or agreements to be entered into by the municipalities and Brock to allocate responsibility for the use, operation, maintenance and repair / replacement, programming and usage fees of Canada Games Park following the Games).
3. Project Agreement (an agreement to be entered into between the municipalities, Brock and the Host Society which shall contain terms and conditions related to the construction, development and completion of Canada Games Park).
4. Offer to Lease / Lease and/or Amending and Assignment of Lease (agreements to be entered into between Brock (as landlord) and the other parties (as tenants) which shall cover two time periods, the first being the period during construction and operation of the Games and a second subsequent period following the Games).
5. Municipal Capital Facility Agreement (means an agreement designating Canada Games Park as municipal capital facility pursuant to the Municipal Act, 2001)
6. Transfer Payment Agreements and/or Joinder Agreements (agreements required by Ontario or Canada with the City and other parties as a condition of Ontario and Canada funding contributions to the project).

7. Such other Agreements or instruments as the parties agree are necessary (at this time no other agreements have been identified, however as this is a complex project further agreements may be recommended by the legal teams representing the parties to ensure necessary roles, responsibilities or risk are adequately addressed).

Canada Summer Games Sport and Ability Centre Project Management Oversight

The 2021 Canada Summer Games Host Society will provide oversight and coordinate the construction of Canada Summer Games Sport and Ability Centre. All partners will provide input into the construction project to ensure all user needs are satisfied. Currently all partners have agreed to engage professional project management services to address construction and oversight including but not limited to:

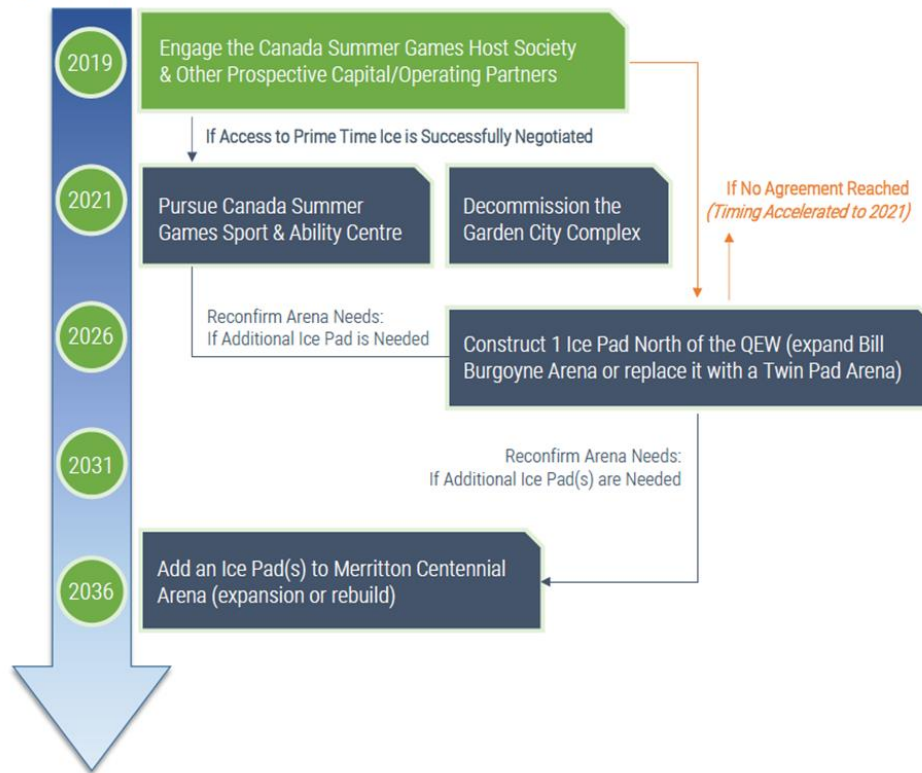
- Weekly constructions meetings
- Review contractors schedule, health and safety plan, quality plan, etc.
- Oversee change order management
- Lead construction meetings
- Develop building occupancy plan
- Undertake pre-occupancy review
- Prepare and issue monthly project status reports
- Liaise with all funding partners, steering committee and Infrastructure Ontario
- Compile operations and maintenance manuals
- Organize the delivery of building systems training
- Manage the completion of all project deficiencies by all vendors
- Finalize project status reports, including schedule, budget, risk management for all funding parties as required
- Compile asset management plan if required

The estimated cost per partner is not intended to be more than \$100,000 over the two years of construction, inclusive of the commissioning period. In addition, Infrastructure Ontario will service as a project advisor on behalf of the Province for the construction of the Canada Games Sport and Ability Centre.

Arena Strategy Recommendations

Below is Figure 5: Implementation Timeline, Sustained Growth Scenario (Excerpted from Appendix 1, the Arena Strategy) that illustrates the recommendations process:

Figure 5: Implementation Timeline, Sustained Growth Scenario



Garden City Arena Complex to be Decommissioned by August 2021

In all scenarios of the Arena Strategy, the replacement of the Garden City Arena Complex with a new ice pad (either at the Canada Summer Games Sport and Ability Centre or a new ice pad located north of the QEW) has been recommended.

Three of the five City-owned arenas are now more than 46 years of age. Municipalities across Canada are grappling with the costs of renewing aging infrastructure, recreational or otherwise. Most arenas have a useful life ranging between 50 and 60 years depending upon a variety of factors such as environmental and site conditions, construction method and level of maintenance / upkeep. By 2021, Jack Gatecliff Arena will be 83 years old and the Rex Stimers Arena will be 56 years old. Strong consideration also needs to be given to the Accessibility for Ontarians with Disabilities Act, 2005 (AODA), which requires municipalities to remove all barriers within municipal facilities by 2025.

The Garden City Arena Complex offers some accessibility features, but the complex is not fully barrier-free for persons with disabilities and these costs have not been included within the strategy as it is beyond the scope of the Study.

As arenas advance well into or beyond their typical lifecycles, greater maintenance costs can be expected year after year, there is a lower likelihood of attracting sport tourism events, and user satisfaction often declines. Specifically, there is increasing

concern over several building systems at the Garden City Arena Complex, which may threaten its usefulness for future years. As is presently the case with the multi-million-dollar renewal cost for Rex Stimers Arena's refrigeration plant, floor and boards alone, St. Catharines and other municipalities must make cost-benefit determinations about whether to invest substantial capital into aging arena structures or if that capital is better spent on new arena construction. The City estimates that up to \$15.8 million will be required to address long-term capital requirements (anticipated over the next 15 years) for its existing facilities for various structural, mechanical, functional and aesthetic renewal activities; nearly 45% of that renewal cost is attributable to the Garden City Arena Complex (both Jack Gatecliff and Rex Stimers Arenas).

Garden City Arena Complex Major Components Anticipated for Replacement

- Rink slab
- Boards
- TSSA-compliant ice plant (Rex Stimers)
- Lighting
- Aesthetic improvements and lead abatement

The future capital costs will consistently align with the City's Strategic Asset Management Policy including multi-disciplinary input into the arena strategy and that the arena strategy will be considered when the Asset Management Plan for City facilities is prepared to meet the Provincial governments July 1, 2023 deadline.

Through the decommissioning of the Garden City Arena Complex, capital implications of this action would include saving all or most of the approximately \$7 million identified for renewal activities.

Accommodating User Groups

Decommissioning the Jack Gatecliff Arena will remove one of the City's ice pads but will be offset by securing 60 prime time hours per week at the Canada Summer Games Sport and Ability Centre, thereby resulting in no net change to the supply. In terms of impact to higher calibre play, the Brock University teams will shift to the Canada Summer Games Sport and Ability Centre due to proximity to their campus and onsite amenities such as the fitness centre and gymnasiums. The Junior B Falcons that presently play at Jack Gatecliff Arena will pick up vacated varsity times at Seymour-Hannah Sports and Entertainment Centre (where the Brock University teams currently play) though concession negotiations will need to occur prior to doing so.

Depending upon the future dry-pad use determination, dry-floor users that currently use the Garden City Arena Complex in the summer season (e.g. Junior A lacrosse) will need to have their time allocation shifted to the Canada Summer Games arena (or other appropriate dry-floor) when the Garden City Arena Complex is decommissioned.

Staff will work closely with all user groups to ensure there is limited interruptions to any of the services currently provided.

Financial Implications

At its meeting of [June 24, 2019](#), Council approved the following funding sources for the City’s additional \$8.72M contribution to the Canada Summer Games Sport and Ability Centre and a new Rowing Training Centre on Henley Island.

• Federal Gas Tax Funds (one-time top-up)	\$4,185,000
• St. Catharines Hydro dividend (from unallocated)	\$3,912,000
• Infrastructure Levy Increase of 0.5% for 2020	\$ 523,000
• <u>2018 Year End Surplus (portion of surplus amount)</u>	<u>\$ 100,000</u>
TOTAL	\$8,720,000

At its meeting of [December 19, 2016](#), Council provided early budget approval for \$1.28 million for capital funding for the 2021 Canada Summer Games.

Based on the two previous funding approvals by Council, the City’s total capital contribution towards the 2021 Canada Summers Games is \$10 million.

The decommissioning of the Garden City Arena Complex will result in the following financial implications:

Capital Costs

The City estimates that up to \$15.8 million will be required to address long-term capital requirements (anticipated over the next 15 years) for its existing arena facilities for various structural, mechanical, functional and aesthetic renewal activities; nearly 45% of that renewal cost is attributable to the Garden City Arena Complex (both Jack Gatecliff and Rex Stimers Arenas).

Through the decommissioning of the Garden City Arena Complex, capital implications of this action would include avoidance of all or most of the approximately \$7 million identified for renewal activities. This allows for funding of other facility needs.

Operational Costs

The annual operating costs of the Garden City Arena operations, projected to be \$915,808 for 2020, which will no longer be required once decommissioned, will be repurposed to support the City’s one-third share of operational costs in the Canada Summer Games Sport and Ability Centre. Based on preliminary estimated cash flows for the new facility, one-third of the annual operating costs will be comparable to the annual operating costs of the City’s Garden City Arena Complex.

Based on the operating Pro Forma the City’s share for the operations including facility capital and management is \$565,767 in year one (2022) and increases to \$672,953 in year ten (see table below). This averages 1.89% increase per year over the ten years.

<i>CANADA SUMMER GAMES ARENA AND SPORTS COMPLEX</i> <i>Operational Forecast</i>	PWC Canada Games	
	Sept 2019 Report	
	2022	2031
	Year 1	Year 10
Facility Operations		
Facility Revenue	2,198,500	2,614,995
Facility Expenses	2,958,300	3,518,750
Net Operating Cost/(Surplus)	759,800	903,755
Partner Contribution/Share (Thorold, St. Catharines, Brock)	253,267	301,252
Facility Capital		
Capital Lifecycle / Transfer to Reserves:	1,125,000	1,338,125
Management Fee/ Building Supervisor	125,000	148,680
Total Capital & Management Cost	1,250,000	1,486,805
Partner Contribution/Share (Thorold, St. Catharines, Brock, Niagara Region)	312,500	371,701
Total Partner Contribution/Share (Facility Operations and Capital)	565,767	672,953

The annual contribution towards the capital reserve will be an additional amount towards the facility and has been included within the Consortium Agreement and Facilities Programming Agreement. It is accepted best practice to create a capital reserve fund for ongoing capital maintenance and replacement for a significant capital building projects.

For comparison purposes, when the fulltime staff are removed from this budget as they will continue to be employed by the City in other operational areas, the 2020 budget for GCA operations reduces to approximately \$451,000 although slightly more than the City's year one contribution to the Canada Summer Games Sport and Ability Centre. However, when the capital contribution of \$281,250 is removed, the City's contribution would be \$284,517, which is less than the City's adjusted cost to operate the GCA complex. With the City partnering in the project, the City avoids the costs to replace the ice plant at Rex Stimers Arena and other arena repairs and replacements estimated at \$15.8 million. Therefore, the City's \$10 million contribution to this project is seen as good value for City taxpayers.

Costs Associated with Legal, Project Management and Procurement Review

The Project Management costs to be shared amongst all five partners. A procurement review has been shared amongst the consortium partners (St. Catharines, Niagara Region, Thorold and Brock University). These costs are not included in the capital project budget. As a result, the incremental cost to each partner is estimated at \$200,000 each inclusive of legal costs, which will be realized over next two years. These costs are not included in the Canada Summer Games capital program as they are included as part of the due diligence each partner needs to undertake to ensure the facility and operating agreements are built and developed to ensure the legacy of the project meets the objectives of all partners (City of St. Catharines, City of Thorold, Regional Municipality of Niagara, Brock University).

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Based on the City's 2019 third quarter yearend forecast, it is anticipated that the City will have an operating budget surplus that is sufficient to cover half of estimated legal costs, procurement review fees and project management fees for a total of \$100,000. The other half of these costs of \$100,000 will be included in the City's 2021 operating budget. Should the 2019 yearend surplus be adequate to cover the other half of these expenditures, it is recommended that funds be reserved for this purpose, so that the 2021 operating budget is not impacted with this additional expenditure. Although, very unlikely at this point in the year, should the 2019 yearend surplus not be adequate to fund the \$100,000 for these additional fees, alternatively, the Civic Project Fund could be utilized as the funding source.

Relationship to Strategic Plan

This report supports the following Social Sustainability Pillar Goals:

- Strive for the highest quality of life for all citizens.
- Provide excellent customer service and communication with citizens.

As well as the following Economic Sustainability Pillar Goals through the Canada Summer Games Sport and Ability Centre partnership:

- Attract public and private investment, support local businesses and provide excellent customer service to demonstrate we are open for business.
- Develop partnerships to enhance the economic vitality of the community.

Conclusion

Council approval of the release of funding is required to finalize the agreement for the establishment of the Canada Summer Games Sport and Ability Centre. The decommissioning of the Garden City Arena Complex is well-aligned with the strategic direction within the Arena Strategy which will ensure the long-term operating sustainability and health of the City's arena system.

In an era of managing civic infrastructure priorities such as roads and sewers, parks, civic buildings, and more, having a plan in place for arenas is critical. By implementing the recommendations in this report it addresses community needs in a fiscally sustainable manner and will allow the City to direct resources in a way that optimizes the arena user's experience and results in a healthy arena system.

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Approved by:

David Oakes, Deputy Chief Administrative Officer

Appendices:

- Appendix 1 - Arena Strategy
- Appendix 2 - Draft Development and Operating Agreement Guiding Principles
- Appendix 3 - Detailed Capital Program “Canada Summer Games Sport and Ability Centre, Henley Island and Other Facility Improvements Capital Requirements”



City of St. Catharines

Arena Strategy

Final Report

Approved by City Council on
June 24, 2019





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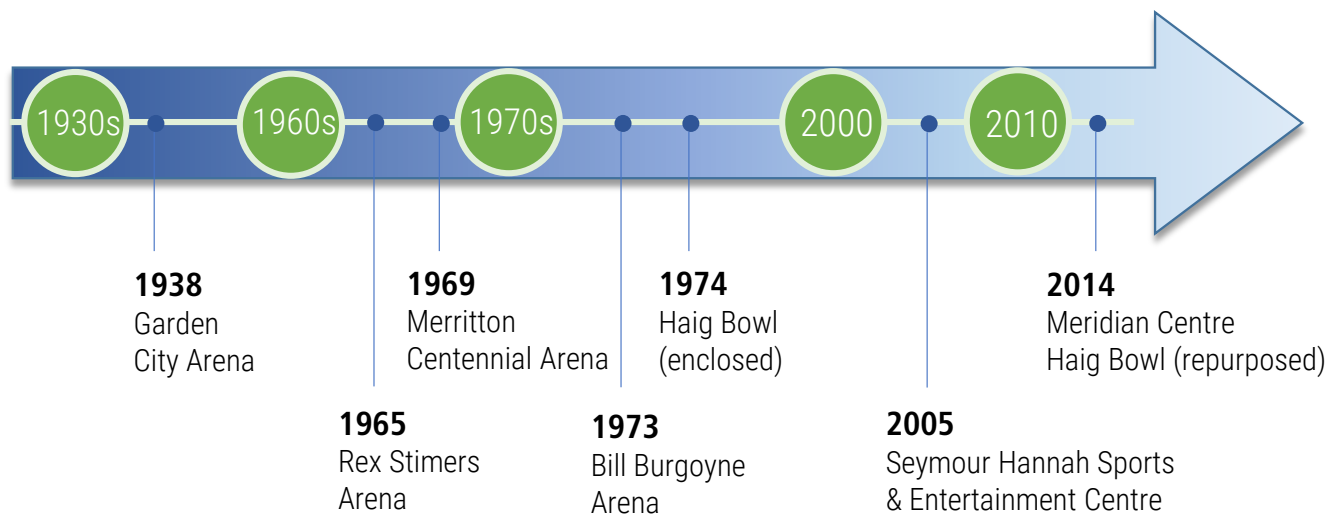
1.1 A Brief History of Arena Development in St. Catharines

Arena sports have long been a part of life in St. Catharines. In 1938, the Garden City Arena (later renamed to the Jack Gatecliff Arena) was opened and served as the premier event rink in the City until the opening of the Meridian Centre - St. Catharines' most recent arena development – in 2014. Substantial investments in the arena system occurred between 1965 and 1975 in response to the City's growth, particularly in the number of children at the time, during which three new rinks were built plus the enclosure of the Haig Bowl's existing lacrosse/outdoor skating pad.

Over the past 30 years, population growth in the City has slowed to average less than 0.25% per year with less than 4,000 new residents arriving between 1991 and 2016. Notwithstanding the stagnating population and aging population trends, the City added five ice rinks at two new arenas built between 2005 and 2014 to provide residents with modern facilities by replacing certain older ice pads. However, the older arenas were not decommissioned which strengthened service levels and provided a number of local and regional ice sport user groups with convenient ice times, but also resulted in excess arena capacity that went unused.

Today, there are a total of five operational arenas that provide a total of nine rinks for both ice and dry-floor activities in St. Catharines which result in an "effective" supply of 6.9 ice pads as defined in Section 2.1. In addition, the former Haig Bowl arena has been permanently dedicated to dry-floor activities while ice-making operations at the Rex Stimers Arena have been indefinitely suspended due to its refrigeration system having reached the end of its useful life (the dry-floor remains in operation). The City's arenas are designed to different specifications, largely associated with the era of construction, in response to site conditions, and their planned intent either for community sport or event functions.

Figure 1: Arena Development Timeline in the City of St. Catharines





1.2 The Recreation Facilities and Programming Master Plan

Since 1996, the City of St. Catharines has prepared Master Plans to guide the delivery of its recreation facilities and programs. Each of the three Master Plans prepared since then undertook high level reviews of arenas along with other recreational infrastructure. The 1996 Recreation Master Plan recommended the addition of two ice pads that was addressed through the construction of Seymour-Hannah Sports and Entertainment Centre in 2005, albeit with two ice pads over what was identified in the Master Plan with the intent of closing one or more aging arenas. However, all arenas remained open resulting in an excess of unused ice capacity, thus the 2008 Recreation Facility Master Plan recommended the decommissioning of one ice pad which was later implemented in 2014 with the conversion of the Haig Bowl to dry-floor activities. The 2008 Master Plan also highlighted the need to re-optimize ice schedules to better suit arena users and improve operating performance of the arenas.

The closure of the Haig Bowl was partially offset by the construction of the Meridian Centre which added a degree of community rental opportunities, though with limitations due to that facility's role as a major event venue. Subsequent analyses prepared for the 2015 Recreation Facilities and Programming Master Plan (RFPMP) found satisfactory levels of arena utilization though a surplus capacity persisted in the system. However, the City had a recently renewed definition of prime time and had implemented new data tracking protocols, thus a three-year monitoring period was proposed prior to making any decision to establish the number of ice pads required for the long-term. The RFPMP also noted demand for certain floor-based sports - some of which are now occurring on arena dry-floors in St. Catharines - and recommended that a municipal gymnasium be constructed.

Three years after the adoption of the 2015 RFPMP, the City of St. Catharines released a Request for Proposal for the 2019 Arena Strategy. The timing of the Arena Strategy coincides with the unexpected closure of Rex Stimers Arena due to its ice plant reaching the end of its useful life; however, the closure highlights the importance for the City to have a long-term plan in place to prepare for long-term needs in relation to its existing arena infrastructure requirements.



1.3 Purpose of the Arena Strategy

The 2019 Arena Strategy establishes the number of ice pads required in St. Catharines to meet current and future needs. The Strategy is prepared in accordance with a Terms of Reference (see Appendix A) that was developed and overseen by the City of St. Catharines.

The Arena Strategy considers community input, capital and operating information, player/skater registrations of local arena users, arena utilization data, national and provincial trends, and demographic characteristics of St. Catharines. The planning process was initiated in January 2019 and is scheduled to be completed by Spring 2019 in order to inform decisions prior to the 2019/20 arena season.

The objective of the Arena Strategy is to ensure the long-term operating sustainability and health of the City of St. Catharines arena system.

The Arena Strategy is prepared in consideration of the St. Catharines Strategic Plan (see Section 1.4), the RFPMP (see Section 1.2), and other corporate documents. The scope of the Arena Strategy is largely relegated to determining capital infrastructure needs and accordingly is not intended to make recommendations regarding service delivery topics such as policies, procedures, allocation and scheduling practices, staffing, or rates and fees. Similarly, the Arena Strategy is relegated to assessing the needs of arena sports and thus does not delve into other recreational space assessments (although opportunities to integrate/accommodate other identified recreational needs could be considered during the Strategy's implementation). The 2015 RFPMP and other city documents should be referenced for service delivery matters and non-arena activities.



1.4 St. Catharines Strategic Plan

Decision-making for the City of St. Catharines considers the corporate Strategic Plan, which spans the years 2015 to 2025.¹ The Strategic Plan sets out the following vision for the City.

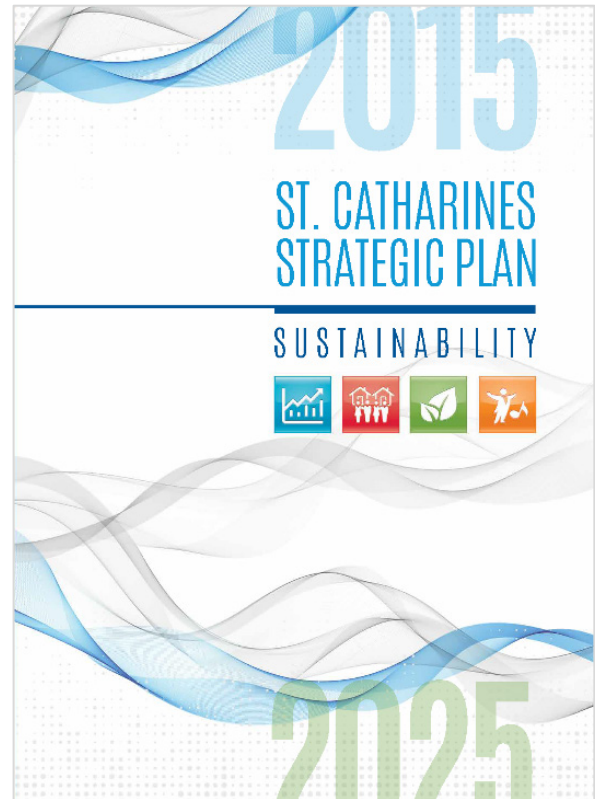
“Our Vision for the future is: for St. Catharines to be the most dynamic, innovative, sustainable, and livable city in North America.”

The Strategic Plan also establishes the following Mission Statement:

“Together with our community and guided by our strategic goals, we will provide quality municipal services that enhance our **social fabric, **environmental** sustainability, and **cultural** vitality; contributing to **economic** prosperity in our community.”**

Sustainability is a primary objective woven throughout the Strategic Plan, spanning four core pillars:

- Economic Sustainability
- Social Sustainability
- Environmental Sustainability
- Cultural Sustainability



Within the Strategic Plan, the following goals are particularly relevant to consider as part of the Arena Strategy:

Economic Sustainability Goal: “Be an affordable city for young people, families and retired older adults.”

- Goal 2.1: “Update financial controls and the debt management strategy to better manage escalating costs of City operations and services, with annual progress reporting.”
- Goal 2.4: “Refine the asset management plan and establish a program office with the objective of optimizing the City’s capital infrastructure, ensuring effective asset management and sustainable investment.”

Economic Sustainability Goal: Develop partnerships to enhance the economic vitality of the community

- Goal 3.5: “Explore opportunities for shared services and partnerships with – including but not limited to – other municipalities within the Niagara region, local educational institutions, agencies and third party service providers.”

Social Sustainability Goal: “Strive for the highest quality of life for all citizens.”

- Goal 4.1: “Prioritize and implement recommendations from the Parks and Recreation Master Plan with a focus on balancing recreation services for all ages, demographics and abilities.”

Environmental Sustainability Goal: “Lead in the protection of our environment for future generations.”

- Goal 7.1: “Establish a plan to integrate green/renewable energy and sustainable technologies in municipal infrastructure and program delivery.”

¹ City of St. Catharines. 2015-2025 Strategic Plan, Version 2.0. Revisions approved by Council on January 29, 2017.



2.1 The State of Arena Infrastructure in St. Catharines

City-Owned Arena Supply

The City of St. Catharines has five operational arenas containing a total of nine pads for ice and dry-floor uses (Table 1). For the purposes of the 2019 Arena Strategy, the arena supply:

- **Counts the Meridian Centre as 0.25 ice pads** because it offers fewer community rental opportunities since it is an event venue that prioritizes OHL and special events.
- **Counts the Merritton Centennial Arena as 0.65 ice pads**, consistent with previous arena studies in St. Catharines. Although the arena is wholly-owned by the City and plays a vital role in servicing the needs of St. Catharines residents, it is NOT governed by the municipal Ice Allocation Policy. Therefore, the City has limited control over how the arena is allocated though a portion of time each week is allocated for City use/programs. Effectively discounting this ice pad by 35% recognizes Merritton Centennial Arena's contribution to meeting city-wide needs, albeit to a slightly different allocation standard than the City-operated supply of arenas.
- **Excludes Rex Stimers Arena** given that it is not presently available and will continue to be unavailable until its long-term future is determined.

The Arena Strategy establishes the City of St. Catharines 'effective' arena supply at 6.9 ice pads due to varying operating agreements and lifecycle limitations.

Accordingly, the City's 'effective' supply is considered to be 6.9 ice pads for the purposes of this Arena Strategy. This reflects ice pads that the City is responsible for funding for community use, recognizing that this falls in between the 'actual' supply of 8 ice pads and the 'City-allocated' supply of 6 ice pads (if excluding Merritton Arena, the Meridian Centre, and Rex Stimers Arena).

Figure 2 illustrates that most areas of St. Catharines are located within a 10 to 15 minute drive of a City-owned arena, shown using a 2.5 kilometre service radius; this drive time is common in many comparable urban municipalities. Noted gaps include the north-eastern neighbourhoods within Grantham and St. Georges wards, and further that the Bill Burgoyne Arena is the only such facility located north of the QEW. However, the distance between St. Catharines residential areas and all City arenas is reasonable since arenas are commonly accepted to be drive-to facilities.

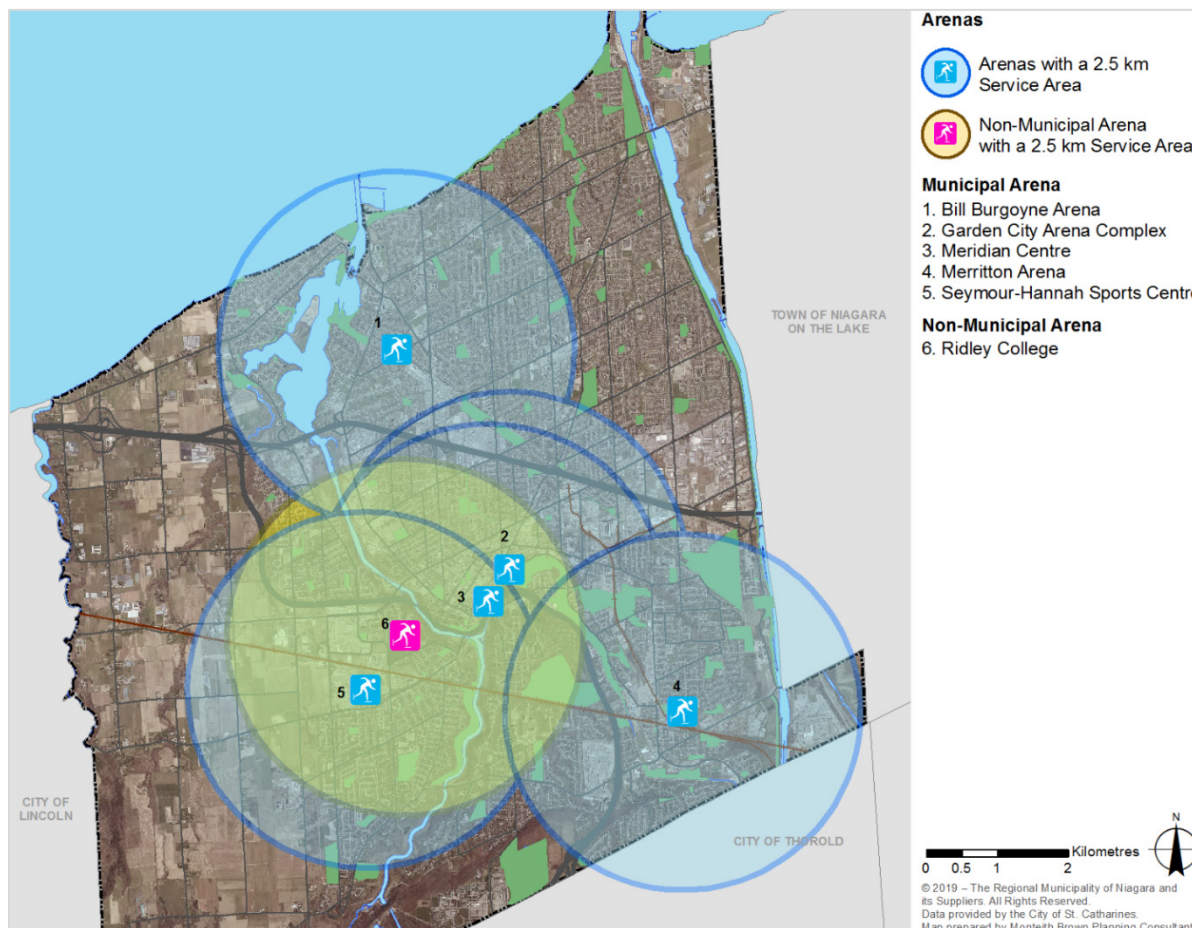
Ridley College

The **Ridley College Arena** is an important contributor to the local arena system that is used by a number of local and regional groups using the rink. Ridley College's NHL size ice pad is operated year-round and is utilized for community prime time rentals throughout the winter when not been used for College programs and activities. Ridley College reports its arena as being in excellent condition having been opened in 2009 as a replacement to the original arena on campus (the latter of which the College converted to a multi-purpose fieldhouse and plans to modernize it with fitness space).

Haig Bowl

The arena supply **excludes the Haig Bowl** since the City has permanently decommissioned its ice plant and the facility has been converted to a dry-floor venue. The City presently leases the Haig Bowl to a private organization.

Figure 2: Distribution of Arenas in St. Catharines



Source: Recreation Facility and Programming Master Plan, 2015

Table 1: City of St. Catharines Arena Characteristics

Arena	Year of Construction	Number of Ice Pads	Size of Ice Pad	No. of Dressing Rooms	Seating Capacity (Approx.)
Garden City Complex	1938 - Jack Gatecliff 1965 - Rex Stimers	2 (counted as 1 pad*)	185' x 80' - JG 190' x 80' - RC	9	2,800 - JG 150 - RS
Merritton Centennial Arena	1969	1 (counted as 0.65 pads*)	180' x 85'	7	200
Bill Burgoyne Arena	1973	1	185' x 85'	6	800
Seymour-Hannah Sports and Entertainment Centre	2005	4 + mini rink	4 @ 200' x 85' 40' x 20' (mini)	24	200 to 1,200 per pad
Meridian Centre	2014	1 (counted as 0.25 pads*)	200' x 85'	4	5,300
Total Number of Ice Pads		9 (6.9 ice pads*)			

* supply assumed for the 2019 Arena Strategy due to operating restrictions

Notes: Merritton Centennial Arena is leased under agreement to the Merritton Lions Club who operate the arena autonomously.

Lifecycle Considerations

Three of the five City-owned arenas are now over 46 years of age. Municipalities across Canada are grappling with the costs of renewing aging infrastructure, recreational or otherwise. Most arenas have a useful life ranging between 35 and 60 years depending upon a variety of factors such as environmental and site conditions, construction method and level of maintenance/upkeep. As arenas advance well into or beyond their typical lifecycles, greater maintenance costs can be expected year after year, there is a lower likelihood of attracting sport tourism events, and user satisfaction often declines. Specifically, there is increasing concern over several building systems at the Garden City Complex which may threaten its availability for future years. As is presently the case with the multi-million dollar renewal cost for Rex Stimers Arena's refrigeration plant alone, St. Catharines and other municipalities must make cost-benefit determinations about whether to invest substantial capital into aging arena structures or if that capital is better spent on new arena construction.

Three of the City's five arenas are presently over 46 years of age. Over \$6.5 million has been reinvested in local arenas since 2015 and required future renewals are estimated to cost nearly \$16 million.

While many municipalities partially finance new arena construction through Development Charges where they can demonstrate need is a direct result of population growth, the City of St. Catharines has not collected development charges since 2009 (however, this tool is most useful in rapidly growing municipalities). Development charges, however, cannot be used to repair an existing arena and thus renewal of existing arena infrastructure is most often funded through the tax base, rental and other user fee charges, and reserve funds; this usually means that a municipality cannot rely on external funding sources apart from debt financing or waiting for grants.

Since the 2015 RFPMP, St. Catharines' arenas have aged another four years and a number of activities have been undertaken. The most significant investment has been the replacement of all concrete slabs at the Seymour-Hannah Sports and Entertainment Centre, an unplanned expense arising from unforeseen circumstances. Table 2 shows that the City reinvested over \$6.6 million into its arena system since 2015 (approximately 60% which is attributable to the Seymour-Hannah slab rehabilitations). The City estimates that there is up to \$15.8 million in long-term capital requirements for its existing facilities for various structural, mechanical, functional and aesthetic renewal activities; nearly 45% of that renewal cost is attributable to the Garden City Complex (Jack Gatecliff and Rex Stimers Arenas).

The City of St. Catharines is not alone when it comes to finding ways to sustain its aging arena infrastructure. There are still many arenas in operation across Canada that were constructed in the 1970s and 1980s. Within Niagara Region, most municipalities have arenas near end-of-life and implementation options range from continued maintenance, decommissioning, and replacement; furthermore, a number of these municipalities have made decisions regarding the fate of their aging arenas. For example, the Town of West Lincoln recently found that it would cost \$2.7 million just to bring its existing arena in Smithville up to the building and fire code, thus chose to construct an entirely new arena in its place (part of which was funded through a community fundraising campaign). Similarly, the Town of Pelham decommissioned its antiquated single pad arena and replaced it with a new twin pad arena that opened in September 2018. The new arenas in West Lincoln and Pelham both co-locate other community recreational spaces (gymnasiums, program/activity rooms, etc.) within their respective buildings.

Table 2: Recent and Anticipated Arena Renewal Costs

Arena	Capital Reinvested 2015-2019	Required Future Reinvestment	Major Components Anticipated to be Replaced
Garden City Complex	\$225,000	\$7,000,000	Rink slab, boards, TSSA-compliant ice plant (Rex Stimers), lighting, aesthetic improvements
Bill Burgoyne Arena	\$1,590,000	\$4,300,000	Rink slab, boards, accessibility, lighting, flooring, exterior repairs
Seymour-Hannah Sports and Entertainment Centre	\$4,685,000	\$2,500,000	Dehumidification and various mechanical systems, lighting, flooring
Merritton Centennial Arena	\$170,000	\$2,000,000	Rink slab, boards, accessibility, lighting, flooring
Meridian Centre	n/a	n/a	n/a
Total Reinvestment	\$6,670,000	\$15,800,000	

Notes: Includes 2019 approved capital items – these works may not have yet been undertaken at time of writing. Anticipated future reinvestments span the next 15 years, thus not all works are considered to be immediate pressures; all costs assume that ice-making operations are to continue. Estimates are based on identified items that have reached the end of their service life and do not address changes in user needs. Given the age of the Garden City Complex, there is a risk related to asset failure due to age.

Source: City of St. Catharines spreadsheets, 2019

2.2 Arenas in Other Municipalities

For both ice and dry-floor activities, participation is highly regional throughout Niagara Region. St. Catharines has historically picked up a greater share of regional usage by virtue of its higher supply of arena facilities relative to most others though St. Catharines residents also make use of arenas in other municipalities. Traveling outside the community to access available ice time has been a historic practice, although it may not be a sustainable solution for all St. Catharines residents due to challenges with travel time and access. Further, it would not be sustainable to provide arenas in St. Catharines to directly respond to non-resident organizations due to tax funding inequalities that would otherwise exist, though some economic spinoff may be attributable to casual players coming from outside of the city.

There are 21 arenas providing a total of 35 ice pads within Niagara Region, a number of which are within a 35 to 40 minute drive for many St. Catharines residents.

The arena market in Niagara Region is fairly competitive with a total of 27 ice pads at 16 arenas, many of which are located within a 35 to 40 minute drive time of most areas of St. Catharines. This is in addition to the 9 ice pads owned by the City of St. Catharines and a handful of non-municipal/private arenas in operation across the Region. These arenas are competing with each other to maintain or increase their share of the regional ice sport market as the number of children and youth decline. Within Niagara Region, Table 3 shows that St. Catharines provides service levels below the average and median although the City is substantially larger in terms of population and its physical supply is significantly greater; furthermore, many of the regional municipalities have a small population (i.e. less than 20,000 persons) but still provide a level of service to their residents which increases their average relative to St. Catharines.

When comparing St. Catharines to mid-sized urban centres in Ontario using the same municipalities benchmarked during the 2015 RFPMP for alignment, the City is near the average and median service levels. In fact, St. Catharines offers the third highest service level among the children and youth population (typically an arena’s core market) and the third highest service level by total population. The Rex Stimers Arena was excluded from the benchmarking supply but if factored back in would increase St. Catharines’ service level from 1:18,900 to 1:16,600 persons (and 1:2,400 children/youth which would be among the highest level of the service regionally and the provincial benchmarks).

It bears noting that population-based benchmarking does not necessarily capture market-based demand considerations (such as changing participation rates, aging characteristics and cultural/economic diversity, geographic inequities, etc.). Therefore, benchmarking should be viewed as but one input for consideration among many other determining factors.

Table 3: Arena Supplies in Niagara Region and Selected Mid-Size Ontario Municipalities

Region of Niagara Lower-Tier Municipality	Estimated Population	No. of Ice Pads	Population Per Ice Pad (all ages)	Population Per Ice Pad (ages 5 to 19)
Fort Erie	31,000	3	10,300	1,600
Grimsby	27,500	2	13,800	2,400
Lincoln	24,500	2	12,300	2,100
Niagara Falls	88,000	5	17,600	2,900
Niagara on the Lake	17,500	2	8,800	1,200
Pelham	17,000	2	8,500	1,400
Port Colborne	18,000	2	9,000	1,400
Thorold	19,000	2	9,500	1,600
Wainfleet	6,500	1	6,500	1,100
Welland	53,000	2	26,500	4,100
West Lincoln	14,500	1	14,500	2,900
St. Catharines	137,000	6.9	19,900	3,000
Regional Average	37,792	2.60	13,100	2,100
Regional Median	21,750	2.0	11,300	1,900

Selected Provincial Municipality	Estimated Population	No. of Ice Pads	Population Per Ice Pad (all ages)	Population Per Ice Pad (ages 5 to 19)
Ajax	120,000	5	24,000	4,900
Barrie	147,500	7.5	19,700	3,800
Burlington	183,500	11	16,700	2,900
Hamilton	520,000	23	22,600	2,800
Milton	115,000	6	19,200	4,200
Oshawa	159,500	10	16,000	2,700
Pickering	96,000	5	19,200	3,300
Whitby	128,500	10	12,900	2,700
St. Catharines	137,000	6.9	19,900	3,000
Comparator Average	178,556	9.40	18,900	3,400
Comparator Median	137,000	7.50	19,200	3,000

Notes for Tables: Supply only reflects arenas owned by municipalities and excludes the recently closed Rex Stimers Arena in St. Catharines (while its future is being contemplated). Merritton Arena included for the purposes of the benchmarking as a City-owned arena that primarily accommodates St. Catharines despite being independently operated. Estimated populations have been rounded to the nearest 500 persons while service levels have been rounded to nearest 100 persons. Service levels for ages 5 to 19 are based upon 2016 Census figures for each respective municipality. Quarter or half pads reflect rinks where community access is limited.

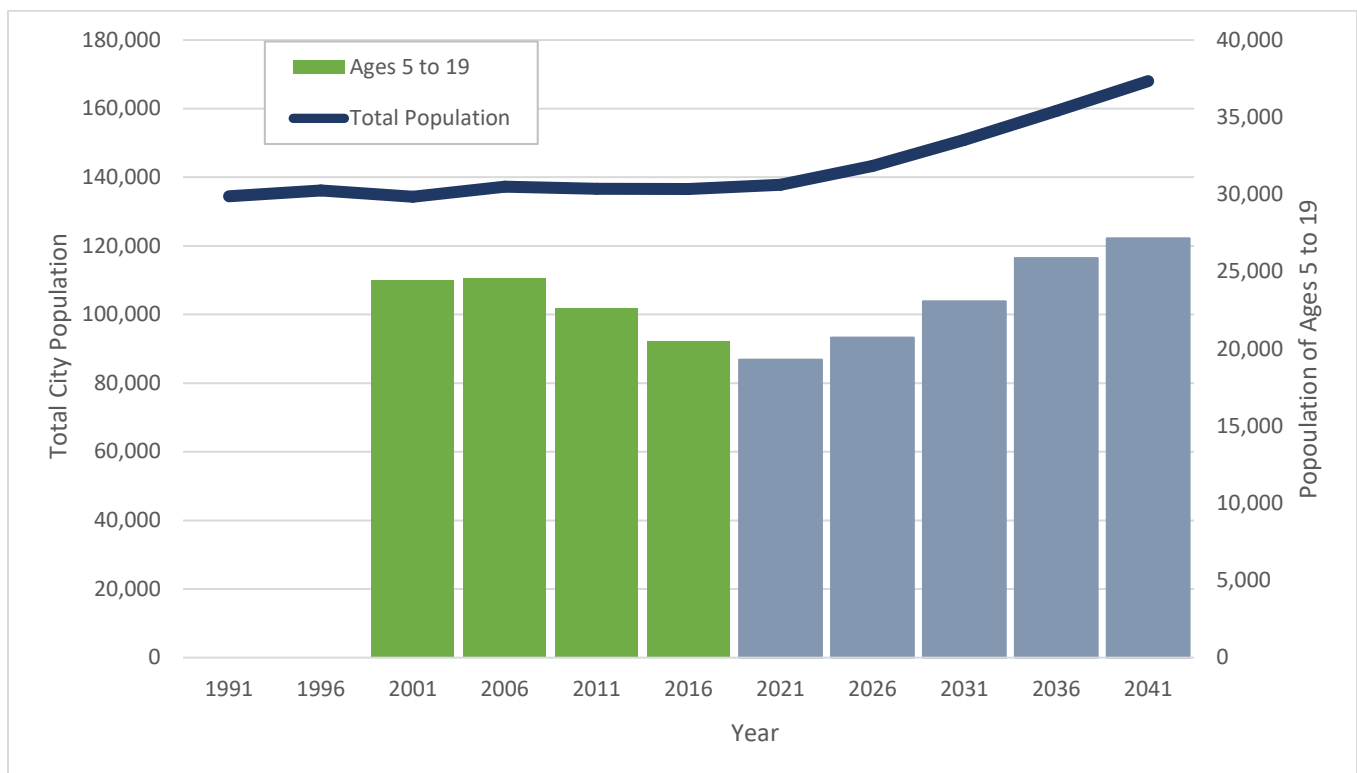
2.3 The Local Arena Market

Population & Age Structure

The City of St. Catharines population is presently estimated to be approximately 137,000 persons. After two decades of relatively stagnant growth, the Region of Niagara’s draft population forecasts² project St. Catharines’ population to increase by more than 30,000 persons by the year 2041, exceeding 168,000 persons by that time. The City’s historical trend of declining numbers of children and youth in the 5 to 19 year age category is also expected to reverse after the year 2021, ultimately projected to reach 27,000 persons in 2041 (approximately 6,600 more children and youth than at present).

Growth in the number of children and youth could potentially increase arena-related demands - notwithstanding participation trends and sport-specific preferences - given that ages 5 to 19 have historically constituted the primary ice sport market and generates the strongest demands for prime time rental slots. Conversely, should the child and youth market – or the total population of all age groups – not grow to the degree forecasted by the Region of Niagara, then arena-related demands have the potential to decrease over present day levels. Arena needs presented in Section 4.4 and implementation strategies contained in Section 5 consider both sustained growth and low growth scenarios.

Figure 3: St. Catharines Historical & Forecasted Population by Census Year, 1991 to 2041



Notes: figures include net census undercount. Population forecasts are considered to be Draft and have been prepared as part of the Region of Niagara’s conformity exercise for the provincial 2041 Growth Plan.

Source: Statistics Canada Census, 1991-2016 (adjusted to reflect a 4% undercoverage rate); Region of Niagara draft forecasts, 2019

² Regional Municipality of Niagara. Draft Population Forecasts, provided via spreadsheet in 2019. These forecasts have not been approved by Regional Council at time of writing.



St. Catharines population has grown older over the past five years with the median age increasing by over a year between 2011 and 2016, and currently sits at 44.7 years which is older than the Region and Province (44.4 and 41.3 years, respectively). There are also more than 4,300 persons over the age of 55+ in 2016 compared to five years prior and the Region projects that there will be nearly 64,000 residents in total that will fall into that age group by the year 2041. While not all older adults can be expected to participate in arena or ice sports, they tend to remain active later in life and could generate demands for daytime ice for skating and other arena-based sports.

It bears noting that the type of residential development in St. Catharines is likely to be markedly different than the past. The supply of developable land is limited due to provincial legislation such as the Ontario Greenbelt and policies within the Growth Plan for the Greater Golden Horseshoe that encourage higher densities and development/redevelopment within existing built boundaries. The City's location within the Niagara Escarpment also is subject to land use regulations. As a result, securing vacant lands for new residential, commercial and civic developments will be more challenging and potentially costlier than in the past; as arenas and recreation centres are facilities that require large parcels of land, the implications of intensification-related policies will need to be considered and population levels will need to be monitored.

Income & Affordability

As ice sports tend to be on the costlier end of the recreational spectrum (due to travel, equipment, registration and rental fees, etc.), it is worth noting that the median household income in St. Catharines is approximately 15% lower than that of Niagara Region and 25% lower than that of Ontario as a whole. A 2018 Ipsos survey found that the average family spends approximately \$1,160 per year on extra-curricular activities for children, with hockey being the most expensive activity.³ St. Catharines also has a greater percentage of residents living in Low Income households (17.5% measured by the LIM-AT and 10.1% under LICO) compared to regional and provincial rates (the City also has an above average percentage of children living in low income households).⁴ Local income statistics may suggest that the cost of participating in certain ice sports could affect a greater percentage of households in St. Catharines relative to the Region and Province. Since participation in recreation activities such as arena sports can positively influence physical activity and social interaction, affordability continues to be an important consideration for the City and ice sport organizations when delivering arena-related programming.

In particular, participation rates in hockey have been impacted by cost and particularly for rep-level play where household expenditures on registration fees, equipment and travel are much higher than at the house league level. The cost to participate in hockey may also be a barrier at the grassroots level as an official from Hockey Canada stated that the cost may be a factor in stagnant or declining registration numbers faced by many minor hockey associations.⁵ Municipalities, non-municipal program providers, and minor sports organizations are also working to provide or gain access to financial assistance aimed at improving the affordability of arena activities.

³ Ipsos. One in Three (32%) Families Going into Debt to Fund their Children's Extra-Curricular Activities, Up 5 Points from Last Year. 2018. Retrieved from <https://www.ipsos.com>

⁴ Statistics Canada Census, 2016

⁵ Rutherford, K. Is the cost keeping kids out of minor hockey? Absolutely, players and parents say. CBC Sports. Retrieved from <https://www.cbc.ca>



Local Participation in Ice Sports

Participation rates in a number of ice sports such as hockey, figure skating and ringette have experienced differing degrees of change over the past decade. Ice sports have been affected by many factors including a high cost to participate and travel, time commitments, concerns over safety and concussions, competing winter recreational interests, an aging of the population, and growing immigration rates from countries where ice sports are less popular. As an example, registration in Hockey Canada (both in Ontario and Canada) has declined since peaking in the 2008-2009 season;⁶ 9% of Canadian children and youth were estimated to play hockey in 2011 which was half the percentage that played 20 years prior.⁷ Across the country, the most recent gains in hockey participation have largely been a result of girls' hockey.

Table 4 illustrates that there are approximately 7,500 players registered with ice sport organizations which includes St. Catharines-based players as well as non-resident users. When factoring only St. Catharines-based players, there are an estimated 5,500 participants who make use of arenas in the City of St. Catharines during prime times (defined in Table 6, in the pages that follow) over the fall/winter months. The closure of Rex Stimers Arena did not negatively affect minor/youth registrations as evidenced in the growth of major ice sport groups as a number of them were able to accommodate new skaters despite facing greater constraints with less ice time (though some groups are reporting waiting lists). The nationally mandated shift to half ice play may have played a part in their continued growth despite loss of Rex Stimers Arena (the City's Ice Allocation Policy is also such that priority on minor users may have resulted in a smaller impact compared to adult users).

Local ice sport organizations are presently capturing about 19% of St. Catharines children and youth in ice sports which is mid-range when compared to a number of Greater Golden Horseshoe communities but higher than the aforementioned national participation rate estimate. During the March 2019 Arena Stakeholders Roundtable, St. Catharines ice sport associations noted that they have been bucking the national and provincial trends. Data provided upon request by certain groups would appear to partially bear this out with reported minor/youth registrations increasing by 2%, and it is noted that youth registrations were also reported to have been increasing at the time which the 2015 RFPMP was being prepared; the 2018/19 season's adjusted registration of 3,700 players is approximately 7.5% higher (260 players) than was reported in 2013.

Conversely, reported adult player registrations have decreased by 11% over the past three seasons which could partially be a result of growth in the minor programs consuming more prime time as well as the reduced supply for the current 2018/19 season with the ice plant failure at Rex Stimers Arena. Adults and other non-core users still comprise one-third of total ice sport registrations, similar to five years ago, but it is envisioned that many adults are playing at Ridley College and arenas in other municipalities due to their mobility and greater propensity to travel/pay for more convenient time slots. While it is not possible to quantify exactly how many St. Catharines adults are playing ice sports due to the inclusion of regional non-residents in the registration figures provided by some user groups, the adult participation rate is likely in the range of 2% to 3.5% (provincially, it is estimated to be in the range of 5%).

To re-allocate times for minor and adult ice sport organizations that were displaced due to the closure of Rex Stimers Arena, the City had to reduce – and in some instances eliminate – public skating times from some arenas. While this has caused some inconvenience to people accustomed to skating at arenas close to their homes, the City has opened up public skate times at the Meridian Centre which have been proven to be very popular.

⁶ Hockey Canada Annual General Meeting Reports

⁷ Kaufman, B. 2011. Hockey Losing Numbers Game: Minor ranks don't do enough to appeal to new Canadians. London Free Press.



Table 4: Registration in Organized Ice Sport Organizations, 2016/17 to 2018/19 Seasons

Age Group	2016/17	2017/18	2018/19
Youth / Core Registration			
David Cullen Hockey (<i>summer league</i>)	450	450	450
Garden City Kiwanis Hockey League	565	548	556
Garden City Minor Hockey Association	654	600	584
Kiwanis Select Hockey	102	102	85
Niagara Speedskating	12	25	25
Sara Bauer Academy (<i>non-prime time user</i>)	75	75	75
St Catharines CYO Minor Hockey Association	1,017	996	1,046
St. Catharines MD Hurricanes	106	106	87
St Catharines Minor Hockey School	no data		
St. Catharines Female Hockey Association	434	467	506
St. Catharines Recreational Skate / Kathi Plugg Power Skate – Children*	1,251	1,206	1,254
St. Catharines Ringette Association	81	92	110
Team Winter Club of St. Catharines	195	205	250
REPORTED Sub-Total Registration – Youth	4,942	4,872	5,028
ADJUSTED Sub-Total Registration - Youth***	3,654	3,614	3,738
Adult / Other Registration			
Adult Hockey League (<i>summer and winter league</i>)**	1,720	1,500	1,360
Brock Badgers Ringette Club	15	15	15
Brock University Men’s and Women’s Hockey	53	53	53
Duck Hockey	400	440	475
GHL Niagara Beginners Coed Hockey	96	96	96
Niagara North AAA Hockey	160	160	160
Players Hockey League	Registration data not provided		
St. Catharines Jr B Falcons	23	23	23
St. Catharines Recreational Skate - Adults**	103	99	103
Pick-Up Leagues in Prime Time (estimate)	150	150	150
REPORTED Sub-Total Registration – Adult / Other	2,720	2,537	2,435
ADJUSTED Sub-Total Registration – Adult / Other ***	1,395	1,340	1,317
TOTAL REPORTED REGISTRATION	7,722	7,461	7,523
ADJUSTED TOTAL REGISTRATION***	5,049	4,954	5,055

* total reported registration shown, however, group’s registration is assumed to consist of 80% children and adjusted registration has been discounted by 33% to reflect their bookings during non-prime times and in recognition that their skater per hour ratios are different than other ice sport users.

** total reported registration shown, however, group’s adjusted registration has been discounted by 50% to reflect bookings during spring/summer season and based upon the number of fall/winter prime time hours booked at City-owned arenas.

*** Adjusted registration accounts for players participating in fall/winter ice sports occurring during the prime time definition, an assumed 25% adjustment to adult registrations to account for non-resident players, while also factoring in generally accepted standards of play for different ice sports. Further, adjusted registrations exclude groups that exclusively use non-prime and off-season periods such as schools and universities, commercial hockey schools, etc.

Notes: Registrations are provided by ice organizations via request from City Staff and have not been independently verified. There may be other fall/winter prime time arena users whose registration has not been received to date or reported through this table.

2.4 Projected Number of Ice Sport Participants

Projection of the future ice sport market considers current participation rates and historical trending, demographic composition of the community, and the extent to which arenas are being utilized during peak demand periods. The underlying assumption for the 2019 Arena Strategy is that St. Catharines participation rates will remain at their current levels, contrary to the declining participation rates being observed throughout the Greater Golden Horseshoe and the rest of Ontario. In doing so, this assumption arguably represents a best-case scenario for the City as it progresses into the future.

In addition, Region of Niagara draft population forecasts project that the number of St. Catharines children, youth and adults in primary age groups playing ice sports (up to 55 years of age) will remain near or slightly below current levels until the year 2026. By 2031, there are projected to be 2,000 additional children and youth, and another 2,000 adults; by the year 2041, the children and youth market is expected to have grown by over 6,600 persons and 9,000 adults. Therefore, all else being equal it can be assumed that the market size of ice sports can be expected to be similar to today for at least the next seven years, and any meaningful growth could be expected after the next 12 to 15 years.



The importance of tracking changes in participation rates or to population forecasts cannot be over-stated as deviations from the projections could significantly impact the estimated ice demand for St. Catharines; therefore, it is recommended that the registration rates (especially resident versus non-resident users) and population projections should be closely monitored over the coming years along their impact on the arena assessment contained herein.

With this in mind, the following table forecasts the youth and adult registration levels for the City of St. Catharines assuming that ice supplies are not unduly constricted.

Table 5: Projection of Registered Ice Sport Participants, City of St. Catharines, 2014-2031

Age Group	2018/19	2021	2026	2031	2041
Youth/Core Registrants (based on a 19% participation rate)	3,738	3,600	3,900	4,400	5,100
Adult/Other Registrants (based on a 3.5% participation rate)	1,317	1,300	1,300	1,400	1,500
Estimated Ice Sport Registrants	5,055	4,900	5,200	5,800	6,600

Note: forecasted number of registrants uses upon Draft population age cohort forecasts for the City of St. Catharines that have been provided by the Region of Niagara as part of its conformity exercises for the Growth Plan for the Greater Golden Horseshoe

Based upon application of current participation rates, the number of participants is projected to increase largely due to aforementioned growth in the 5 to 19 age group after the year 2026. Despite a projected stabilization in adult registration, collectively local arena organizations could increase from 5,050 registrants to 6,600 registrants (1,550 skaters or 31%) by the year 2041. However, this is not to say that ice demands are guaranteed to increase to such an extent given there are many variables that can change over a 20 year period such as sport-specific trends, community demographics, and changes in the regional supply of facilities.

2.5 Arena Utilization Profiles

The amount of time used in arenas for rentals and municipal programs is an indicator of demand. The amount of ice time available is directly related to the number of ice pads in the supply as well as how the hours per week each ice pad operates over a given season. The most desirable hours are known as “prime times” and reflect those hours which are in greatest demand. The highest demand periods are weekday evenings and weekends, however, ice sport users’ preferences are changing as it relates to the highest demand hours. Today, the prime time window in the eyes of many users has narrowed compared to the times people used to be willing to play in the past; most notably is a greater avoidance of time slots during the early mornings and late evenings.

To exemplify how ice time preferences have changed over the years, the 1996 Recreation Master Plan included weekday mornings between 6am and 9am as well as times up to 1:00am at night as part of the prime time equation.⁸ In 2018, the City and its Recreation Master Plan Advisory Committee agreed to a prime time definition⁹ that no longer encompasses weekday mornings, starts weekend prime times at 7:00am and caps evening prime times at 11:00pm throughout the week; the renewed definition of prime time stemmed from a recommendation in the 2015 RFPMP for better data tracking and a subsequent review of prime time definitions across Niagara Region. It also bears noting that prime time definitions vary across Niagara Region with some municipalities operating until midnight and opening earlier than the City of St. Catharines definition (e.g. 4pm on weekdays and 6am on weekends).

Table 6: City of St. Catharines Historical and Current Definitions of Prime Time and Utilization Rates

Ice Season	St. Catharines Prime Time Definition at the Time	# of Ice Rinks	Recorded Utilization Rate
1994/95	Weekday: 6:00am to 9:00am, and 3:00pm to 1:00am Weekend: 6:00am to 1:00am	5	~90%
2005/06	Weekday: 4:00pm to 10:00pm Weekend: 7:00am to 10:00pm	8	~80%
2013/14	Weekday: 5:00pm to 10:00pm Weekend: 8:00am to 9:00pm	7	~90%
2017/18	Weekday: 5:00pm to 11:00pm Weekend: 7:00am to 11:00pm	7.9	~75%
2018/19 YTD	Weekday: 5:00pm to 11:00pm Weekend: 7:00am to 11:00pm	6.9	~80%

Notes: Supplies reflect Merritton Centennial Arena and the Meridian Centre due to contributions to meeting local ice sport demands, however, utilization rates do not reflect these third party--operated ice pads since data was not readily available. Utilization rates are for winter season and exclude non-prime and dry-floor usage. Due to differences in the City’s data collection practices, 2013/14 data reflected peak month usage (November and February only) while all other years reflect the full ice season with the exception of 2018/19 (October through February) which was ongoing at time of writing.

Sources: Recreation Master Plan, 1996; Recreation Facility Master Plan, 2008; Recreation Facility and Programming Master Plan, 2015; City of St. Catharines ice arena utilization spreadsheets, 2019.

⁸ City of St. Catharines. 1996. Recreation Master Plan. Prepared by LeisurePlan International Inc. pp.55.

⁹ Arena utilization parameters used for current assessments carried out as part of the 2019 Arena Strategy have been approved by the City of St. Catharines Recreation Master Plan Advisory Committee at their meeting of February 20, 2018. Prime time hours are defined as Monday to Friday from 5:00pm to 11:00pm and Saturday to Sunday from 7:00am to 11:00pm, excluding statutory holidays and maintenance periods.

Prior to the construction of the Seymour-Hannah Sports and Entertainment Centre, arena utilization rates tended to be near the 90% mark (based on the extended definition of prime hours at the time). With the addition of the new quad pad, approximately 90 to 100 hours per week of ice time were recorded as going unused in 2008 (based on a slight reduced definition of prime time) at which time utilization rates were around 80%. The decommissioning of the ice plant at the Haig Bowl readjusted utilization rates back to historical levels in the 90% range, albeit under a further reduced prime time definition.

Arena stakeholder groups indicate that the closure of the Rex Stimers Arena has considerably constrained their ability to secure ice times within the prime time periods, which is understandable given that arena has historically offered 1,600 hours of ice time per season over the last few years. With the 2018/19 season largely complete as of time of writing (only March and April data has not been captured), the following synopsis offers a glimpse into current arena utilization rates which account for the unavailability of Rex Stimers Arena. Note that all data has been compiled by the City of St. Catharines using the agreed upon parameters for prime time ice.

- In all, 82% of available in 2018/19 YTD prime time hours have been booked. Although the removal of Rex Stimers Arena has decreased the number of hours available and the number of hours booked at local arenas, utilization data shows a total of 1,300 hours as going unused (an average of 59 hours per week). A review of each ice pad's schedule for a sample week in each of the November and February – which are the busiest arena usage months – illustrate that the majority of non-booked hours are attributable to the often less desirable early and late 5pm to 6pm and the 10pm to 11pm timeslots.
- Approximately 20% of ice time gets turned back each season by regular user groups and another 40% gets turned back from tournament bookings; of this ice, approximately 90% is resold or rebooked for use by other ice user groups.
- The Seymour-Hannah Sports and Entertainment Centre accounts for two out of every three hours booked in the arena supply, unsurprisingly since it presently accounts for two-thirds of all city-operated ice pads. Total utilization rates range from 79% to 82% per ice pad.
- Bill Burgoyne Arena and Jack Gatecliff Arena have utilization rates of 86% and 87%, respectively.
- Actual booking numbers for the privately-operated Merritton Arena were not available, however, a review of their arena schedule shows all but one weekday prime hour being booked and only two hours available during the weekend. Its primary users are the Merritton Athletic Association (12 hours per week), Brock University (11 hours per week), and the Niagara Women's Recreational Hockey League (7 hours per week). City allocations and adult leagues round out the remaining prime time slots.
- There were six fewer ice sport tournaments booked in 2018/19 compared to the past two to three years, possibly due to the closure of Rex Stimers which removed an operationally attractive twin pad venue for tournament organizers. The result was 16 fewer days dedicated to tournaments, but also meant that existing users were not displaced to the same extent as years past.
- Community rentals and program hours at the privately-operated Meridian Centre were not provided though as previously noted, the Meridian Centre has attracted strong public skating attendance with 1,800 skaters between October 2018 and February 2019 (the City has accommodated displaced Rex Stimers Arena users at other arenas using time slots historically reserved for public skate).
- Daytime (non-prime) users tend to be university, high school and adult teams.



Based upon the analysis of utilization rates, it is unclear as to how the current arena supply is restricting ice sport organizations with the possible exception of minor associations that operate under a shorter weekday parameters (e.g. 5pm to 9pm) depending upon the age division. Strong arena systems are characterized by prime time utilization rates over 90% and constrained arena systems will exhibit utilization rates over 95%; none of St. Catharines arenas are presently in such a range.

2.6 Types of Arenas & Design Considerations

Multi-Pad & Multi-Use Facilities

The most prevalent trend influencing arena provision relates to centralizing operations and programming at fewer sites. Multi-pad arenas, usually built as twin pad or quad pad facilities, are the norm in new arena construction as they allow for an efficient use of resources through the economies of scale that they can achieve. Municipalities benefit from cost savings through staffing, equipment, and maintenance while larger arena sport organizations can streamline their programming in a way that optimizes the time of their staff and volunteers, provides greater flexibility to parents with more than one child, and make the facilities opportune for hosting tournaments.

Niagara Falls and St. Catharines are the only municipalities in Niagara Region to operate quad-pad arenas while there are six twin pads (including Garden City Complex) and nine single pad arenas across the Region. Although single pad arenas are most prevalent in the Region's smaller municipalities, some have developed twin pad arenas in recent years such as the Meridian Community Centre in Pelham and Vale Community Centre in Port Colborne.

Arenas are also being co-located with other complementary civic facilities to create community hubs of activity; establishing community hubs was a theme arising through this Arena Strategy and the 2015 RFPMP, the latter of which also promoted through selected recommendations. Integrating an arena as part of a multi-use community centre that might contain a gymnasium, library, fitness centre, indoor walking track, etc. provides a number of benefits. For example, arena organizations have the ability to take advantage of dryland/warm training opportunities off the ice for practices or warmups. For people accompanying arena users (e.g. spouses, caregivers), the opportunity exists for them to concurrently participate in physical or social activities (swimming, fitness, library program, etc.) elsewhere in the building rather than solely being relegated to being a spectator in a single-purpose arena. Multi-use community centres achieve centralized efficiencies as discussed above though they tend to be costly to build given they occupy significant square footage and require a very large site to accommodate the building, parking and other required servicing.

Universal / Accessible Design Considerations

Guided by the Accessibility for Ontarians with Disabilities Act, 2005 (AODA), municipalities across Ontario have embraced the principles of inclusivity through facility design and service delivery. According to the legislation, municipalities are required to remove all barriers within municipal facilities by 2025. Locally, this practice is generally guided by the City's facility accessibility design standards and Annual Accessibility Plan. While some of the City's aging arenas offers some accessible features, not all are fully barrier-free for persons with disabilities (although this level of assessment is beyond the scope of the Study).

The City has identified required works to make its arena supply more accessible through improvements to circulation areas, planning for elevators, change room enhancements, and more. It is also important to consider the needs of persons with disabilities as participants rather solely as spectators (some municipalities have designed change rooms and ice surfaces with considerations to such needs through step-free access on to the ice and to player benches, barrier-free showers, etc.) as well as circulation areas that lead from the outdoors to the arena itself (e.g. curb cuts and low sloping grading from parking lots).



Dry-Floor Opportunities & Conversions

Arenas that are not programmed for ice sports in the summer are typically made available to users interested in renting a dry-floor. This is particularly useful in communities that have limited access to gymnasium space, which while not a replacement for gyms provides some opportunity for use. As noted in Section 4.3, there are a number of dry-floor activities occurring at St. Catharines arenas, most notably at the Haig Bowl and Garden City Complex.

Changing demands and participation levels together with evolving facility requirements has resulted in underutilized or surplus arenas in a number of communities. In order to optimize the use of community space and public tax dollars, municipalities including the City of St. Catharines have assessed opportunities to repurpose underutilized space to alternative uses that are in demand. This trend is reflected locally through the Haig Bowl's conversion to a dry-floor facility that is now being used by lacrosse, ball hockey, pickleball and other sports. The City's decision to decommission and creatively reposition this space is consistent with direction contained in its Strategic Plan which promotes sustainable asset management and operating practices.

Other municipalities have also adaptively re-used underutilized arenas. Alternative uses include community centre space (e.g., Kingsdale Community Centre in Kitchener), indoor soccer (e.g., Syl Apps Community Centre in Paris, Ontario), gymnasiums (e.g., Ken Giles Recreation Centre in Brampton), indoor playgrounds (Vancouver), indoor skateboard parks (Zurich, Ontario), commercial or institutional usage (e.g., former Maple Leaf Gardens in Toronto), and storage for public works or other operations equipment (e.g. Kingston, Lambton Shores). Other examples of adaptive re-uses include curling rinks, indoor tennis, box lacrosse, roller derby, etc.

Repurposing can extend the life of an existing facility, but it can be just as costly as building new given the need to refurbish certain building components. With arenas in particular, the design and configuration along with a lack of insulation or minimal heating/cooling systems can challenge cost-effectiveness of adapting the space to alternative use(s). As a result, a common approach in Ontario has been to decommission and demolish surplus arenas.





3.1 Overview of Consultations and Key Themes

The 2019 Arena Strategy provided an opportunity for both arena stakeholders and the general public to participate in its development. Consultations were initiated in January 2019 and ran over the course of the planning process.

The pages that follow summarize individual engagement efforts in greater detail. A summary of major themes that emerged from the consultations is presented below:

- The recent closure of the Rex Stimers Arena significantly impacted user group programs, and has highlighted the importance of making sure that the City keeps on top of arena maintenance and renewals so groups do not unexpectedly lose access to ice time in the future.
- Efficiencies of multi-pad arenas were highlighted in relation to the limitations of single pad arenas, as well as many benefits associated with co-locating arenas with other recreational infrastructure to form multi-use community centres.
- Adult ice sport players voiced greater concerns about playing at night (i.e. after 10pm) and instead are seeking earlier timeslots, while minor ice sport organizations continue to note that children (especially in the younger divisions) should not be pushed later into the evening.
- A number of participants would like to see aging arenas modernized through various improvements, and others would like to see a new multi-pad arena constructed in St. Catharines.
- Pursuit of partnerships is something people are comfortable with in funding and operating future arenas on the basis that an appropriate amount of ice time is available to local organizations and that rentals are affordably priced.

Arena Consultation Timeline



3.2 Arena Tours with Staff & Operators

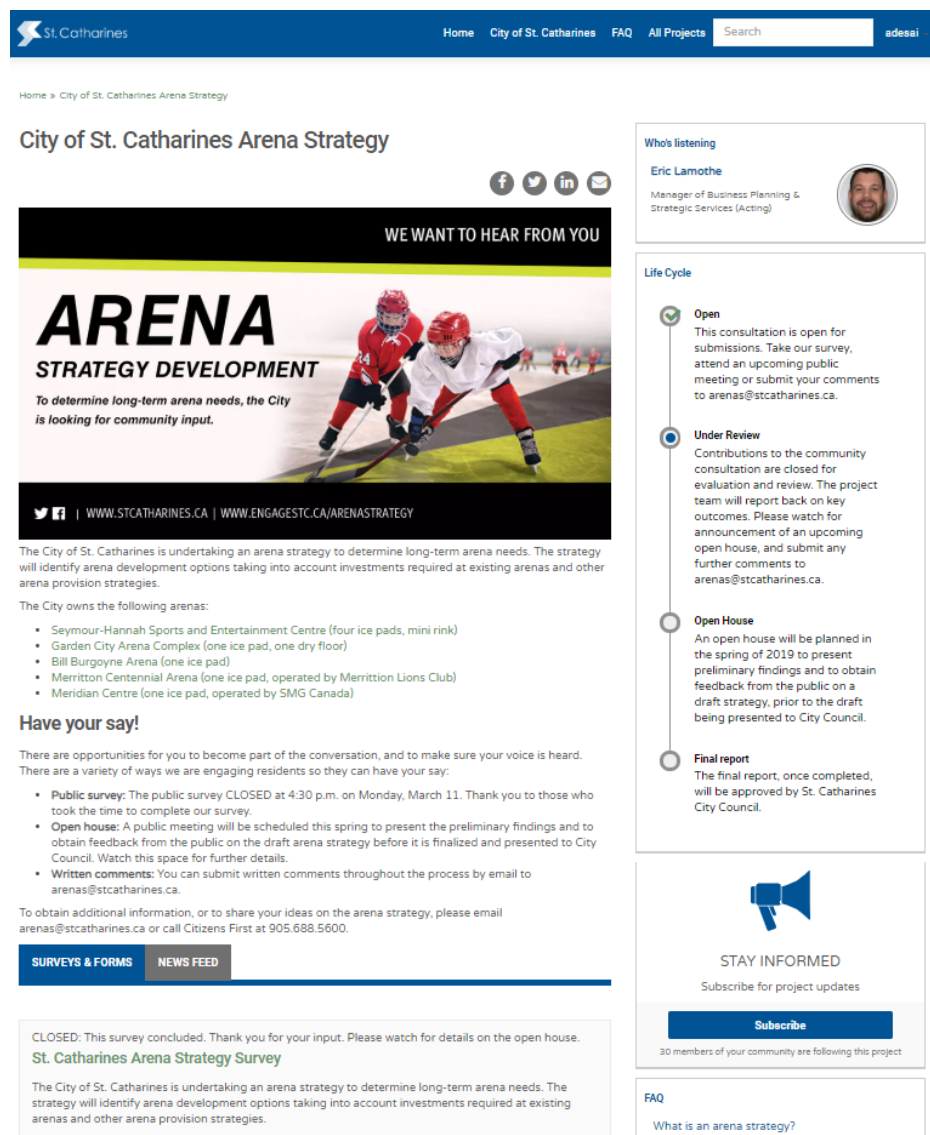
Shortly after the Arena Strategy was initiated, tours of City-owned arenas were conducted on January 29, 2019. During the tours, City Staff discussed each arena’s level of use, design benefits and/or limitations, lifecycle considerations and future opportunities. Additionally, the tour of the Merritton Centennial Arena was conducted with the Merritton Lions Club’s arena operator to understand the needs of that facility.

3.3 Project Portal on Engage STC

The City of St. Catharines created an interactive project portal for the Arena Strategy using a sophisticated online community engagement platform, the first time that the City has done so for any project. Known as “Engage STC”, the civic engagement forum hosted the Arena Strategy which drew a total of 2,800 visits to the website.

The Arena Strategy was also advertised using the City’s social media feeds, contacting local media outlets, print and digital advertisements, and promoted by word of mouth.

Figure 4: Screenshot from Arena Strategy Portal on Engage STC



3.4 Recreation Master Plan Advisory Committee Workshop

The City of St. Catharines Recreation Master Plan Advisory Committee was engaged on February 5, 2019 to inform them of the Arena Strategy process, receive their thoughts on topics to be tested with the community, and seek their opinions and ideas for the future of the arena system.

The Advisory Committee commented upon opportunities to improve the booking process so that arena users have a greater ability to secure ice when rentals are cancelled at the last minute, and to do so at a lower cost to create an incentive. Discussions then turned to a need for improved asset management practices so that arena infrastructure is maintained appropriately, thereby requiring the City to ensure money is budgeted accordingly to fund such initiatives. In addition to state-of-good repair investments, the Advisory Committee noted that existing arenas need to be modernized, facilities at the end of their lifecycle should be replaced with new arenas, and a greater focus to be placed on multi-pad arenas and making them a part of multi-use community centres.

A prospective indoor recreation facility to be developed at the Canada Summer Games Park was seen as an opportunity to contribute new ice times to local users while leveraging funds from other levels of government to build it. However, the Advisory Committee cautioned that the benefit to the City of St. Catharines is contingent upon the degree of access afforded to local users in terms of the amount of time made available, the time of the day, and the cost of rentals; all of these considerations would be subject to an operating agreement since the facility would be located outside municipal boundaries. Advisory Committee members were also unsure if arena players living north of the QEW – particularly minor/youth organizations – are willing to constantly drive to the Brock University campus, and that on campus parking details would need to be sorted out so that availability and cost of parking does not become a barrier.

The Workshop closed with a conversation about potential opportunities to twin Bill Burgoyne Arena or Merritton Centennial Arena as a means to add an ice pad back to the supply. Benefits of twinning Bill Burgoyne Arena included augmenting the supply of ice pads located north of the QEW though doing so would consume most – if not all – of the parkland on that site and result in an awkward design running “end-to-end” (which was felt to be less desirable than placing ice pads side-by-side). Twinning the Merritton Centennial Arena would result in a side-by-side design, however, the Advisory Committee questioned if/how the current operating model would change, especially as it pertains to structuring an appropriate degree of access for St. Catharines-based minor ice sports organizations.



3.5 Arena Stakeholders Roundtable

On March 7, 2019, the major users of St. Catharines arena system were invited to participate in a roundtable discussion to help shape the future of the City's arena system. In total, 20 people representing 13 arena sport organizations attended the event held in the Dunlop Drive Seniors Centre auditorium. Participating stakeholders included:

- Duck Hockey League
- Garden City Kiwanis Hockey
- Garden City Minor Hockey
- Niagara North AAA Hockey
- Niagara Speed Skating Club
- Niagara Sports & Entertainment
- Niagara Sport & Social Club
- Niagara Women's Recreational Hockey League
- St. Catharines AHL
- St. Catharines CYO Minor Hockey
- St. Catharines Female Hockey Association
- St. Catharines Junior A Lacrosse
- The Winter Club

A number of ice sport organizations are feeling pressures without Rex Stimers Arena in operation and are concerned about their ability to grow without access to another ice pad.

Following a brief presentation about the Arena Strategy and its objectives, arena stakeholders offered insights about the arenas that they use as well as for the future of the arena system moving forward. Dry-floor users appreciated the fact that they have access to the Haig Bowl and now Rex Stimers Arena, as well as selected arenas during the summer months though one group in particular noted an opportunity may exist to expand the range of dry-floor uses if the Rex Stimers Arena is permanently converted to a dry-floor facility (noting their volleyball setup is largely permanent due to an inability to move the net posts with the current configuration). Dry-floor users and ice users

both noted that shoulder season/transition periods are overlapping more between their respective sports with some ice sports wanting to push later into the spring while certain dry-floor users want to get on the pad sooner. Lacrosse was highlighted as an example that is growing locally and nationally, and that St. Catharines is known as a strong centre for the sport.

Ice sport organizations also appreciate the fact that the current supply allows a number of them to have "home rinks" which lets them centralize their operations and service historical catchment areas without having their members travel across the city. Groups noted the contributions of the City Staff working in the arenas to keep facilities as clean as they can and work on providing good ice conditions to skate on. However, a major point of conversation among ice sport organizations was the effect that the Rex Stimers Arena closure has had on their programming, particularly by shifting programs to less desirable prime times as well as restricting the capacity of many to grow their programming and registration base.

There was a sense among local organizations that regional leagues and non-resident groups are taking up ice times and paying the same rates as resident groups, creating a feeling of inequity that has perhaps been exacerbated by the tightened arena supply. Arena stakeholders mentioned that tournament bookings from non-resident groups also had a negative effect on their operation, and questioned the degree of economic benefit attained from non-local tournaments drawing from only a regional catchment area (as such players were unlikely to stay and spend within St. Catharines). Groups cannot truly rely on the Meridian Centre given they cannot consistently schedule programming since community rentals are subject to being bumped when there are special events. Many of the ice sport organizations reported strong levels of growth in their membership, including among children and youth divisions, though hockey in particular reported an ability to absorb this with the recent national mandate to play on half ice (though this has also caused logistical concerns with parking, number of change rooms, and storage of equipment).



In terms of arena designs, arena organizations noted that females are still subjected to having to share dressing rooms and the inclusion of transgendered persons further creates pressures for more dressing rooms in arenas. Storage for nets, speed skating crash pads and other equipment was noted as being deficient in most local arenas while certain groups are seeking administrative space within their arenas. Off-ice training areas were noted as something that would be desirable and could minimize certain noise conflicts between user groups that are on the ice and others that are informally training/warming up in the spectator areas or lobbies.

Some groups advocated for a new quad pad arena in St. Catharines, noting that their membership would be willing to drive there especially if designed as part of a larger multi-use community centre. Any new arena construction or major renovation should be designed with their input as groups felt that is a best practice and they could mobilize their members for fundraising campaigns. A suggestion was also made to look at whether expansion of the Seymour-Hannah Sports and Entertainment would be possible – whether vertically or horizontally – to add administrative, dryland training, and/or storage space to that facility.

3.6 Community Survey

A Community Survey was launched on February 13, 2019 and was available until March 11, 2019, nearly four weeks in total, and generated 515 responses in total (477 online and 38 hard copy submissions). The following is a synopsis of key findings from the survey:

- **Approximately three out of four responses came from St. Catharines' residents.** The largest number of responses from non-residents came from Welland (8%), Niagara Falls (6%), and Thorold (3%). The median age of respondents was 41 years, 37% of responses came from households with children and reported an average household size of 3.4 persons suggesting that families were well represented through the sample.
- Over 90% of survey were received from households that belong to organizations or teams that regularly use St. Catharines' arenas, and in total **94% of responding households had used a local arena in the past twelve months** (whether as part of an organization or as individuals for programs such as public skate). For the 29 people that had not used an arena, half of them identified the reason for not doing so as because they were not interested in using arenas.
- For respondents that have used an arena in the previous twelve months, **63% reported playing organized ice sports, 60% played a dry-floor sport**, 47% partook in public skating, 38% played a pick-up sport and 14% attended a special event on a dry-floor.
- Among arena users affiliated with an arena sport organization or team, **53% of households were involved with dry-floor user groups (250 responses), 49% were members of minor hockey, figure skating or ringette organizations (232 responses), and 33% of households played in an adult league (155 responses).** It bears noting that survey respondents had the ability to select multiple responses if their households played different sports or had people of different ages playing a sport.

Arenas were listed as the most important type of indoor recreation facility with 91% of people surveyed stating that arenas are "very" or "fairly" important to them.

- **Arenas were by far the most important indoor recreation facilities to people surveyed** with 91% stating arenas were very or fairly important to them (which is not surprising as arena users were expected to have a strong interest in this survey due to the topic and arena user groups were specifically requested to promote the survey to their members). This was followed by gymnasiums (46%), youth centres (46%), indoor event spaces (36%) and seniors centres (34%). Community halls and multi-purpose rooms were the most frequently rated facilities as being slightly important or not important at all.
- During the ice sport season **between September and March, the Garden City Complex was the most used arena among survey respondents** (388 people went there at least once) followed by the Seymour-Hannah Sports and Entertainment Centre (357), Bill Burgoyne Arena (302) and the Merritton Centennial Arena (264). For the off-season spring and summer months, the Seymour-Hannah ice rinks were used the most among responding households (281), likely as it is the only arena that offers summer ice though the Garden City Complex (228), Bill Burgoyne Arena (178) and Merritton Centennial were also used by respondents (157) which can be attributed to dry-floor users contributing to the survey.
- **Two out of every three survey responses indicated that all or most of their ice needs are met in the City of St. Catharines** whereas 14% indicated that only some or none of their needs were met locally. The remainder (12%) stated that about half of their needs are met locally. For people using arenas in other communities, most reported going to Niagara Falls (152 households), Niagara-on-the-Lake (99) and Thorold (92); their reasons for doing so were commonly noted as because of travel teams/tournaments or because ice was not available in St. Catharines at their preferred time.
- Similarly, **two out of three responding households indicated that all or most of their dry-floor needs are being met in the City** while 15% indicated that only some or none of these needs were met locally. The remainder (9%) stated that about half of their needs are met within the city. For people using dry-floors in other communities, most reported going to Welland (72 households), Niagara Falls (67 households), Thorold (36) and Niagara-on-the-Lake (27); their reasons for doing so were commonly noted as because of travel teams/tournaments or because the floor was not available in St. Catharines at their preferred time.
- In terms of how they would prefer to see the City invest in arenas, **74% indicated that they would probably or definitely support improving one or more existing arenas while 59% supported completely rebuilding at least one arena**. Another 57% in some way supported building an additional arena while 55% supported investing in a new arena in partnership with a third party.
- In order to fund improvements to the arena system, **51% of households indicated that they were somewhat or very willing to pay increased user fees**, while 37% were willing to pay higher taxes and 29% indicated that they would be willing to donate funds.

For more information on the Community Survey results, please reference Appendix B.

3.7 Opinion Leader Interviews

Interviews with the Merritton Lions Club, the Canada Summer Games Host Society and Ridley College were completed during the initial stages of the Arena Strategy. Discussions are not reproduced to maintain the confidential nature of the conversations but have been considered in the needs assessment and implementation strategies.



3.8 Staff Roundtables

Two separate roundtable sessions were conducted with City Staff on March 7, 2019. One discussion was held with supervisors, lead hands, and schedulers while the other session involved members of the City's senior management team including the CAO, Deputy CAO, Treasurer, Directors and Managers.

Between the two roundtable discussions, a number of topics were covered. Staff noted the operating efficiencies that multi-pad arenas bring compared to their single pad arenas, particularly as it relates to operating resources, the ability to host tournaments, and coordinate maintenance/downtimes. The aging state of St. Catharines arena infrastructure was a point of conversation with emphasis placed on how the City could fund ongoing renewals while competing with other infrastructure deficit priorities and still minimizing impacts on taxes/user fees. A suggestion that the City could communicate the costs of renewal associated with the aging arenas to the community in a slightly different way may help the public to understand how the age of facilities is driving how much capital is required to remediate/improve it.

In terms of arena operations, staff noted that the different operating agreements found throughout the arena system which can pose certain challenges for both the City and user groups. With the aging of the population that has been occurring, some wondered whether the current ice allocation priorities favouring children remains appropriate or if adults (or other market segments) should be afforded more of the "convenient" times; the comments were a result of observations that some adult groups appear to be getting pushed to earlier or later start times and whether that approach was equitable (there was a recognition that young children cannot be expected to play late at night).

For the future arena supply, staff agreed that there needs to be a solution that carefully assesses the costs of renewing aging arena infrastructure versus building new arenas. Ideas ranged from constructing a new quad pad arena, twinning an existing single pad arena or exploring partnerships to fund new facilities (including consideration of the Canada Games Park, only if the capital and operating details demonstrate a benefit for St. Catharines residents). Any new arenas or ice pads that are added to the supply should also consider decommissioning existing arenas, depending upon what the Arena Strategy determines as the ultimate number of ice pads that will be required in St. Catharines.

3.9 Public Open House

A Public Open House was held on May 1, 2019 to present the Draft Arena Strategy's preliminary findings to the community and arena stakeholders, and to seek their comments prior to finalizing the Strategy. 40 people attended the session and expressed the following themes:

- Overall, there was good support for the Strategy's findings, particularly from ice sport organizations.
- Many of the attendees represented the indoor volleyball organization that presently makes use of Rex Stimers Arena. As a result, most discussions revolved around the need to ensure dry-floor uses are sufficiently considered in the Arena Strategy, with some emphasizing that they prefer to play on an interlocking surface overlaid on the concrete floor more so than playing on a sprung-wood gymnasium floor.
- A handful of attendees expressed concerns about discontinuation of ice operations at the Garden City Complex, stating its historical/heritage value in the City, its central location, and concerns if ice time lost there could be replaced in a similar time slot elsewhere.
- A few people questioned if/how a partnership with Brock University (or others) could be successful if proceeding with the Canada Summer Games Sport and Ability Centre.
- A couple of individuals disagreed with the Recreation Master Plan Advisory Committee's approved definition of prime time, stating that participants should not be expected to play on weekend mornings or after 10pm.



4.1 Service Level Standard

Consistent with past approaches used by the City of St. Catharines and in line with best practices across the province, the projection of arena needs is based upon a market-driven level of service. A market-driven standard is able to consider the impact of participation trends, population growth, and demographic factors. It can be set at a level that is consistent with unique local circumstances and public expectations, making its application highly responsive to the specific needs of the City of St. Catharines. In addition, this approach is compared to actual utilization data (as discussed in Section 2) to rationalize the outcome of its results.

St. Catharines' service level of 1 ice pad per 730 total participants and 1 ice pad per 515 youth participants is consistent with arena provision targets in a number of Ontario municipalities.

With the City's supply of 6.9 ice pads (see Section 2.1) accommodating approximately 5,050 participants registered with local ice sport organizations (see Section 2.3), the City of St. Catharines is providing 1 ice pad per 732 participants. This is consistent with service level targets established in a number of urbanized communities where the range is between 1 ice pad per 700 to 800 participants. Looking specifically at minor organizations, the City provides 1 ice pad per 515 players/skaters where once again St. Catharines is consistent with most municipalities where the range tends to fall between an ice

pad per 500 to 600 youth participants. Given that a number of the registered users reflected in that service level belong to users that make use of Ridley College (which is not included in the 6.9 ice pads), the level of service is actually higher.

4.2 Ice Pad Projections

With reported registration growth and a tightening of the supply that has occurred, a service standard of 1:700 participants is used to assess arena needs and represents a higher level of service than presently being achieved. A 1:700 standard places the City in a slight deficit situation although this does not factor Ridley College meeting the needs of skaters included in the calculation; inclusion of Ridley College arena demonstrates why the local arena system as a whole can support the number of ice sport participants in St. Catharines (particularly its adult skaters), albeit groups are operating under a degree of pressure and their certainty of accessing ice time is partially tied to a third party provider.

The projection models suggest that one new ice pad would be required after the year 2028 and a second ice pad would be needed after 2036. Again, this analysis is undertaken with a favourable view towards ice sports and that provincial trends would not affect the City of St. Catharines in the same way that they have in other parts of Ontario.

Table 7: Projection of Ice Pad Needs by Total Number of Ice Sport Participants

	2019	2021	2026	2031	2041
Forecasted Number of Registrants	5,055	4,900	5,200	5,700	6,600
Number of Ice Pads Required (based on a provision target of 1 ice pad per 700 participants across all age groups)	7.2	7.0	7.4	8.2	9.4
Ice Pad Surplus (Deficit) (based on a supply of 6.9 ice pads)	(0.3)	(0.1)	(0.5)	(1.3)	(2.5)

Note: supply has been discounted by 1.1 ice pads to account for limitations in community rental opportunities for the Meridian Centre and third party administration of the Merritton Arena, and excludes the Ridley College arena which serves a portion of the local ice sport market and registrations noted above.

4.3 Dry-Floor Needs

With the exception of the Seymour-Hannah Sports and Entertainment Centre, ice-making operations cease between early April and early September. During these times, the concrete slabs – also known as the “dry-floor” – remain available for use by activities requiring a large indoor open space. In St. Catharines these dry-floor activities are primarily box lacrosse, ball hockey, certain special events and trade shows, and most recently volleyball. In other municipalities, dry-floors have also been booked for indoor soccer, gymnasium sports, music session, and more.

As of the 2018/19 season, St. Catharines had two dedicated dry-floor venues through the Haig Bowl and Rex Stimers Arena though the latter’s future as an operating ice arena still must be determined. The terms of reference for the 2019 Arena Strategy primarily focuses on ice sports given that arenas are constructed with dry-floor opportunities as a secondary use, and municipalities can accommodate many of these ancillary activities within gymnasiums, field houses and multi-purpose rooms. However, consultations for the Arena Strategy generated participation from a number of dry-floor users and thus the following commentary is offered for consideration.



By certain accounts, box lacrosse is well established and growing in the City of St. Catharines which is generating pressures early in the off-season when ice sports are wrapping up their seasons and lacrosse is beginning theirs. The Haig Bowl accommodates box lacrosse (as well as ball hockey, pickleball, roller derby and other rentals) through which the dedicated dry-floor provides a level of service not always found throughout the year in some other municipalities. The closure of Rex Stimers Arena this season has provided an opportunity for the Niagara Sport & Social Club to organize an indoor volleyball program which has demonstrated a latent demand for the sport, as that group is delivering programming seven days a week. The Niagara Sport & Social Club has signed a lease for use of the floor that will expire in March 2020 given no decisions have yet been made regarding the future of Rex Stimers Arena as an operating ice pad or something else.



The degree of demand for volleyball and input provided from dry-floor users reinforces findings from the 2015 RFPMP regarding ways to address needs of gymnasium sports in the City. Although there are examples of municipalities that have converted surplus ice pads to gymnasium-type spaces, there are usually costs involved to reconfigure structural and/or mechanical systems for a former arena to be a “warm” facility. Ultimately, conversion of arena spaces can be a good way to adaptively reuse already built infrastructure but do not always reconcile any or all functional limitations as a purpose-built gymnasium would.

A municipality would not construct an arena to primarily meet dry-floor needs; new construction to meet such needs would come in the form of a gymnasium co-located with other community recreation components such as aquatics centres, fitness areas, older adult and youth space, and/or new arenas. Recommendation #6 of the 2015 RFPMP endorses the construction of a gymnasium (and possibly other program areas) at the St. Catharines Kiwanis Aquatics Centre/Dr. Huq Family Library Branch as well as pursuing stronger agreements with local school boards to provide greater community access to school gyms. In addition, the current concept for the Canada Summer Games Sport and Ability Centre includes a quadruple gymnasium which has the potential to serve certain residents and user groups in the City of St. Catharines if it is constructed. The arena implementation strategies articulated in Section 5 of this report identify the construction of a twin pad arena, which if pursued would preferably explore a multi-use model that supplement the ice pads with multi-purpose program space such as a gymnasium.

4.4 Recommended Future Supply

The analysis of arena trends, schedules, actual utilization rates and local registration levels demonstrates that St. Catharines arena system is operating under a higher degree of pressure than experienced in the last five years, but has capacity to accommodate additional usage within the current definition of prime time. The greatest pressures appear to be faced by the younger age divisions in minor hockey and figure skating that generally seek weekday times between 6pm and 8pm, as well as by adult ice sport participants that would like to get on the ice prior to 10pm.

Under the current Ice Allocation Policy and definition of prime time ice, the principal way of filling ice times would be to direct more usage to 5pm to 6pm and the 10pm to 11pm timeslots. Another effective way would be to prioritize allocation of prime times to groups that have the highest degree of representation from St. Catharines as the absence of a formal registration tracking system does not allow the City to accurately measure the mix of resident versus non-resident players currently making use of prime time hours in municipal arenas.

Recognizing the high degree of variability attributable to many influencing factors associated with arena usage, two scenarios are advanced for consideration: **1) Sustained Growth Scenario**; and **2) Low to No Growth Scenario**. Each scenario articulates a recommended end supply that is contingent upon the size of the local ice sport market as it progresses over time (which will largely be driven by realized population growth). Both scenarios **require the City to review population characteristics (population size, age cohort structures, etc.) as well as collect and monitor user group registration data in order to accurately understand the local market for ice sports.**

Section 5 articulates potential implementation strategies to realize the long-term arena supply needs.

Recommended Supply: Sustained Growth Scenario

To meet arena-related needs over the next 20 years assuming that ice sport participation rates remain at current levels and that the City of St. Catharines grows in accordance with draft unapproved population forecasts prepared by the Region of Niagara, the following approach is recommended:

- Continue to provide 7 ice pads plus the Meridian Centre until the population reaches 145,000 persons - expected after the year 2028 - resulting in a service level of approximately one ice pad per 760 participants or one ice pad per 20,000 population at that time.
- Provide 8 ice pads plus the Meridian Centre once the population exceeds 145,000 persons, increasing the service level to approximately one ice pad per 690 participants or one ice pad per 17,500 population at that time.
- Provide 9 ice pads plus the Meridian Centre once the population exceeds 160,000 persons - expected after the year 2036 - resulting in a service level of approximately one ice pad per 745 participants or one ice pad per 17,300 population at that time.

Recommended Supply: Low to No Growth Scenario

To meet arena-related needs over the next 20 years assuming that the number of ice sport participants remains similar to or below the current level (due to changes in local ice sport participation rates, slower population growth than envisioned, etc.), the recommended approach is to provide a supply of 7 ice pads plus the Meridian Centre. In doing so, ongoing investments will need to be made to the local arena system, including through renewal activities for selected existing arenas.

Recommended Supply: Dry-Floor Activities

To address dry-floor activities in St. Catharines, the City should undertake the following:

- Continue its practice of allocating time to dry-floor activities at the end of the annual ice sport season within ice pads that are not operated for summer ice programs.
- Define the capital and operating costs associated with retaining surplus ice arenas as dedicated dry-floor facilities by undertaking structural, mechanical and other functional assessments to determine the cost-benefit of continuing to operate and/or lease-out such surplus arenas.
- Refer to the 2015 Recreation Facility and Programming Master Plan Recommendations regarding how to address needs for gymnasiums and gymnasium-based sports.



5.1 Ensuring the Long-Term Sustainability of Arena System

Over the past 80 years, thousands of St. Catharines residents have passed through the doors of one or more of the City's arenas and/or stepped on the ice. The positive impact that the City's arenas have had on physical health, social connectivity, and economic prosperity in the community is immeasurable. The principal objective of this Arena Strategy is to ensure the long-term operating sustainability and health of the City of St. Catharines' arena system. The City is proactively planning to manage its arena system in a manner that allows residents to continue to benefit from its arenas for decades to come.

To do so requires a recognition that constructing, operating and maintaining arenas is being carried out in much different circumstances than when most of the City's arenas were first built. Community demographics, lifestyle trends, sport participation preferences, and funding models have all changed. In an era of managing civic infrastructure priorities such as roads and sewers, parks, civic buildings, and more, having a plan in place for arenas is critical. An implementation strategy that addresses community needs in a fiscally sustainable manner will allow the City to direct resources in a way that optimizes the arena user's experience and results in a healthy arena system.

The Arena Strategy's terms of reference calls for implementation options that best align to City Council's Strategic Plan and the Recreation Facility and Programming Master Plan. This necessitates that a fiscally sustainable approach be undertaken in a manner that strives to provide the highest quality of life for residents through access to:

- **Physical Activities** – places for residents to be active for life, engage in quality sport and recreation programs at both the grassroots and competitive levels, and developing the capacity of the local sport system as a whole.
- **Social Connections** – places for established and new residents alike to congregate in engaging spaces where they can share common interests and form community ties.
- **Economic Opportunities** – recreation facilities that encourage residents to remain in the St. Catharines and create an incentive for new residents to relocate here, along with attracting sport tourism at the provincial and national levels yet reinforcing St. Catharines as a regional service centre for others to spend locally.

Benefits of having a sustainable arena system will allow residents to be healthy and physically active, form social connection, and benefit from economic investments and spending.



Reflecting upon such objectives, the Arena Strategy's implementation options centre upon participation in the proposed Canada Summer Games' Sport and Ability Centre. Considerable benefits could be attained in terms of an ability to meet community-level needs while providing infrastructure that could lead to a model of sport excellence, all while capitalizing on significant senior-level government funding for construction. However, there are risks that must also be considered such as the long-term operating and maintenance implications for doing so along with the degree to which such a facility meets the needs of St. Catharines residents given it would be located just outside municipal boundaries. It also bears noting that the Arena Strategy terms of references includes commentary about considering the Canada Summer Games.

- **Implementation Option #1: Involvement with the Canada Summer Games Sport and Ability Centre**
- **Implementation Option #2: No Involvement with the Canada Summer Games Sport and Ability Centre**

A risk inherent to either implementation option noted is that needs for future ice sports are projected using a sustained growth scenario; this assumes ice sport participation rates will remain at current levels and are applied to the Region of Niagara's population growth forecasts (see Figure 3 in Section 2.3). Recognizing the long-term planning horizon of 20 years for this Arena Strategy, unanticipated changes in population levels (i.e., the Region's draft forecasts are not realized) and other demographic characteristics (e.g., aging, greater economic and cultural diversity) and the dynamic nature of sport participation trends runs the risk that the local market of arena participants would remain at, or fall below its current size. If any of these negative factors are realized, the 20-year projection of arena needs could be overstated. As such, a third implementation option has been articulated in line with Section 4.4's minimal growth scenario:

- **Implementation Option #3: Low to No Growth Scenario**

All three scenarios recommend replacing the Garden City Complex with a new ice pad (either at the Canada Games arena or a new ice pad located north of the QEW). The Garden City Complex would be decommissioned, repurposed or demolished upon gaining access to its replacement ice pad (estimated between the years 2021 and 2024).





5.2 Implementation Option #1: Involvement with the Canada Summer Games Arena

The arena needs identified in Section 4 recommends that under a growth scenario whereby the City of St. Catharines exceeds a population of 160,000 persons and a market size of over 7,000 ice sport participants, then the City should ultimately provide a supply of 9 community-focused ice pads plus the event rink/floor at the Meridian Centre by the year 2041. The recommended future supply is tied to the City of St. Catharines achieving the population targets as presently being contemplated by the Region of Niagara, continued strength in St. Catharines ice sport organizations in terms of being able to grow registrations and sustain local participation rates, and the long-term availability of the Ridley College arena to local ice sport users.

Engage the Canada Summer Games Host Society (2019)

The Canada Summer Games Sport and Ability Centre has featured prominently in the Arena Strategy's consultations. Stakeholders, City Staff and members of the public have expressed favourable viewpoints and concerns with potential involvement in such a project. An interview has also been held with the Canada Summer Games Host Society.

A "Sport and Ability Centre" has been proposed at the Canada Summer Games Park located east of Highway 50, south of Brock University's main campus. At the time of writing, the proposed Sport and Ability Centre is in the detailed design stage with construction drawing set to be the next major undertaking. The design for the facility is based around a twin pad arena – including a spectator rink – and quadruple gymnasium, along with an indoor track and administrative/educational spaces that could potentially house components of Brock University's Faculty of Applied Health Sciences (notably its Recreation & Leisure Studies program), the Brock-Niagara Centre for Health and Well-Being, and/or a national or provincial agency/institute for sport. Outdoor recreational components in the Canada Summer Games Park would include a 400 metre outdoor track with artificial turf field, volleyball courts, biking facilities, and an accessible playground. The Canada Summer Games Host Society is approaching the design to be one that leaves a year-round, multi-faceted legacy to become a community destination for the future.

From a perspective of capital cost of construction, there are strong merits for the City to consider involvement in the project. The Federal and Provincial Governments would fund a majority share of the cost (understood to be in the range of 50% to 66%) while the Region of Niagara and its lower-tier municipalities would share within the balance of funding. Brock University would contribute land thereby saving purchase costs. At the time of writing, **the most recent estimate for the capital cost of construction is placed at approximately \$78 million.**

Involvement in the proposed Canada Summer Games Sport & Ability Centre could allow St. Catharines to address some of its arena and gymnasium needs in a national-calibre facility, while capitalizing on external sources for the majority of construction funding.

The operating considerations may also present benefit to St. Catharines since the arenas would presumably be available to local residents, however, the degree to which guaranteed ice times are dedicated to St. Catharines citizens would need to be determined and governed by a subsequent agreement. Similarly, the 2015 RFPMP and this Arena Strategy's consultations found strong community demand for gymnasium space which would be addressed through the Sport and Ability Centre. The multi-million dollar investment to bring existing aging arenas back up to a state of good repair (see Table 2 in Section 2.1) and/or expand the St. Catharines Kiwanis Centre with a gymnasium might be better spent on

securing access to a national-calibre multi-use community centre, particularly when the majority of funding is coming from outside of the City of St. Catharines.

“Explore opportunities for shared services and partnerships with – including but not limited to – other municipalities within the Niagara region, local educational institutions, agencies and third party service providers.”

City of St. Catharines
2015-2025 Strategic Plan, Goal #3.5

An important point to consider, however, is that there will be operating costs that will be incurred for decades to come. The Canada Summer Games is a two-week event after which its infrastructure is permanently turned over to the municipality in which they are located (though for the 2021 Games it is a regional bid among a number of municipalities). Depending upon the course of action set out, municipalities typically operate and maintain these facilities on their own, partner with others to operate them, or contract operations and management to third parties (examples could include the Toronto Pan

Am Sports Centre is an example where the City of Toronto and University of Toronto co-own and operate a legacy from the 2016 Pan Am Games, and the St. Catharines Meridian Centre where a third party operates/manages this event facility on the City's behalf). Operating implications to the City of St. Catharines will depend upon the operating model chosen, whether there are other partners that will share in the operating costs, distribution of revenues, cost sharing obligations for renewal and maintenance, etc.

Ultimately, the Arena Strategy cannot definitively determine whether proceeding with the Canada Summer Games Sport and Ability Centre represents the best investment for St. Catharines given much work still needs to be completed around the capital and operating funding obligations, allocation of time/access agreements, and more. From an arena perspective, it will be important to understand how much ice time will be guaranteed under the City of St. Catharines Ice Allocation Policy as at a minimum, 60 hours of prime time ice per week should be sought which will effectively add the capacity of one ice pad to the municipal supply.

In principle, involvement with the Canada Summer Games Sport and Ability Centre is a sound idea given that such facility could address recreational needs of St. Catharines residents, however, more discussions first need to take place between the various parties involved. Accordingly, the City should continue to engage the Canada Summer Games Host Society, senior levels of government (i.e. Region of Niagara along with the provincial and federal governments), and other prospective funding/operating partners to determine the capital and operating costs associated with participating in the facility's development and long-term operation.

Decommission the Garden City Complex (2020 to 2021)

Should the City of St. Catharines deem the long-term capital and operating plan for the Canada Summer Games Sport and Ability Centre to be satisfactory and proceed with its involvement in the facility, the Garden City Complex should be permanently decommissioned in August 2021 (immediately prior to the commencement of the 2021/22 ice season when the Canada Games arena will be opened to the community for use of its ice pads). Decommissioning the Jack Gatecliff Arena will remove one of the City's 7 ice pads (excluding the Meridian Centre and Ridley College) but will be offset by securing 60 prime time hours at the Canada Summer Games arena, thereby resulting in no net change to the supply.

In terms of impact to higher calibre play, it is assumed that Brock University teams would shift to the Canada Summer Games arena due to proximity to their campus and onsite amenities such as the fitness centre and gymnasiums. The



Junior B Falcons that presently play at Jack Gatecliff Arena would presumably pick up vacated varsity times at Seymour-Hannah Sports and Entertainment Centre (where the Brock University teams currently play) though concession negotiations would need to occur prior to doing so. Dry-floor users that currently use the Garden City Complex in the off-season (e.g., Junior A lacrosse) would need to have their off-season time allocation shifted to the Canada Summer Games arena (or other appropriate dry-floor) in the event that the Garden City Complex is closed.

Capital implications of this action would include saving all or most of the approximately \$7 million identified for renewal activities at the Garden City Complex. There may be costs associated with permanently decommissioning the ice plants. If the City declares the site to be surplus and divests itself of the property, there could be revenue gains received from the sale of land (less any costs of demolition/disposition) which would ideally be redirected towards paying down a portion of the Canada Summer Games Sport and Ability Centre's capital and/or operating cost.

Develop a Twin pad Arena North of the QEW (2028 to 2031)

Assuming that the prime-time market of ice sport participants reaches 6,000 St. Catharines-based skaters/players, system-wide arena utilization rates is above 95%, and/or the population exceeds 145,000 persons, the City should reconfirm arena needs. If the analysis confirms strong pressures within the arena system and an inability to address latent demand, the City should construct a twin pad arena north of the QEW either by twinning Bill Burgoyne Arena or constructing a new twin pad arena at an alternative site to replace Bill Burgoyne Arena. **This will increase the City's supply to 8 ice pads plus the Meridian Centre.**

The **capital cost of construction for the expansion of Bill Burgoyne Arena is estimated at \$16.2 million (2019 dollars)**¹⁰ using assumptions consistent with previous City of St. Catharines internal analyses. Assuming construction takes place 10 years from now in 2029, a 3% construction escalation allowance would place the capital cost at \$21.8 million. In addition, this amount would be over and above the approximately \$4.5 million (2019 dollars) in capital renewals currently identified for the existing Bill Burgoyne Arena (Table 2).

In the event of a complete rebuild of Bill Burgoyne Arena on its existing site, construction of a brand new twin pad arena with multipurpose/gymnasium space (consistent with RFPMP findings) results in a capital estimate of \$40 million (2019 dollars based on recent community centre construction in the Town of Pelham), or an escalated cost of \$53.8 million. That figure contains the same footnoted cost exclusions.

The site configuration of the existing Bill Burgoyne Arena would appear to make an expansion difficult, primarily due to the need to accommodate additional parking and the possible proximity to adjacent residential units. As such, if the City were to secure a new location for a north-end twin pad arena, land acquisition costs will need to be added to the capital cost noted above. Purchase of land may also be necessary if remaining at the existing site should architectural drawings identify the need to assemble adjacent lands to accommodate the expanded building or parking areas. Any assembly of adjacent lands or a new site altogether should also consider expansion potential to provide an option should the City need to add an additional ice pad(s) to a new/redeveloped arena in the future.

It bears noting that if the City were to gain access to 100-120 hours of prime time ice each week at the Canada Games arena by virtue of whatever operating agreement is established to allocate under its Ice Allocation Policy, this would result in the equivalent addition of two ice pads to the supply. The City would thus have 9 ice pads plus the Meridian

¹⁰ Figure should be considered as Class D estimate and is provided by the City of St. Catharines based on recent construction experience. Excludes assembly of additional lands (if required), site servicing, parking lots, FFE, geotechnical, demolition of existing structure, design/management fees, technical studies and HST.



Centre, after adding a net new ice pad in the north end. In this case, this has two effects on the arena implementation strategy:

- Timing of construction of the north-end twin pad arena would be deferred to after the City's population exceeds 160,000, which is projected to occur after the year 2037; and
- The City would have to decommission an additional ice pad from its existing supply, most likely the Merritton Centennial Arena (contrary to its own expansion project as advanced below)

Twin Merritton Centennial Arena (2037 to 2041)

At a time if/when the prime-time market of ice sport participants reaches 6,700 St. Catharines-based skaters/players, system-wide arena utilization rates are above 95%, and/or the population exceeds 160,000 persons, the City should reconfirm the need to **increase the arena supply to 9 ice pads plus the Meridian Centre**. This would be best achieved by completely rebuilding or expanding the existing Merritton Centennial Arena as a twin pad facility.

The **capital cost of construction for the expansion of Merritton Centennial Arena is estimated at \$16.2 million** (2019 dollars)¹¹ using assumptions consistent with previous City of St. Catharines internal analyses. Assuming construction takes place 20 years from now in the year 2039, a 3% construction escalation allowance would place the capital cost at \$29.3 million. In addition, this amount would be over and above the approximately \$2 million (2019 dollars) in capital renewals currently identified for the Merritton Centennial Arena (Table 2).

In the event of a complete rebuild of Merritton Centennial Arena on its existing site, construction of a brand new twin pad arena with multipurpose/gymnasium space (consistent with RFPMP findings) results in a capital estimate of \$40 million (2019 dollars and based upon recent regional experience), or an escalated cost of \$72.2 million. That figure contains the same footnoted cost exclusions.

5.3 Implementation Option #2: No Involvement with the Canada Summer Games Arena

Develop a North-End Twin Pad Arena and Decommission the Garden City Complex (2021 to 2024)

In the event a satisfactory agreement cannot be negotiated for the Canada Summer Games Arena, the City should accelerate the construction of a twin pad arena located north of the QEW, either at the Bill Burgoyne Arena or alternative site; for the latter, construction of a new twin pad arena in the north would replace Bill Burgoyne Arena and thus the existing arena would be decommissioned, repurposed or demolished. Timing is proposed to occur within the next five years so that there is a contingency in the event that the Jack Gatecliff Arena suffers a catastrophic failure and displaces arena users as they were when the Rex Stimers Arena was unexpectedly closed.

As noted in Implementation Option #1 (Section 5.2), the capital cost of construction for the expansion of Bill Burgoyne Arena is estimated at \$16.2 million (2019 dollars) plus previously footnoted exclusions and requisite lifecycle renewal costs (Table 2). An escalated cost estimate of \$17.7 million is estimated based on commencing works in the year 2022.

¹¹ Figure should be considered as Class D estimate and is provided by the City of St. Catharines based on recent construction experience. Excludes assembly of additional lands (if required), site servicing, parking lots, FFE, geotechnical, demolition of existing structure, design/management fees, technical studies and HST.

The Garden City Complex should be permanently decommissioned immediately prior to the commencement of the first ice season at a new north-end twin pad arena. The effect of adding one new ice pad in the north and decommissioning Jack Gatecliff arena will have no net effect on the supply, with 7 ice pads plus the Meridian Centre.

Should an arena at the Canada Summer Games Park be constructed without meaningful access negotiated for St. Catharines groups, existing arenas in St. Catharines should be able to accommodate greater usage given the Canada Summer Games arena would likely attract Brock University teams, adult leagues and regional users who would otherwise rent in St. Catharines to look for better ice times there. As such, the City's "effective" supply of ice pads (i.e. the number of hours available to book) should increase and address some growth-related pressures of St. Catharines-based user groups.

As noted in Section 5.2, capital implications of decommissioning the Garden City Complex would include capital renewal savings and potential revenue less any costs accrued through disposition of the property if the City were to choose to do so. This would allow certain resources to be redirected towards the construction and/or operation of a new north-end twin pad arena.

Expand Merritton Centennial Arena (2031 to 2041)

Assuming that the prime-time market of ice sport participants reaches 6,000 St. Catharines-based skaters/players, system-wide arena utilization rates is above 95%, and/or the population exceeds 145,000 persons, the City should reconfirm arena needs. The needs assessment will also take into account the degree to which the Canada Summer Games arena or other regional changes to the arena supply – if there are in fact changes – would impact availability of ice time within the City of St. Catharines.

The arena assessment should investigate an expansion or complete rebuild of the Merritton Centennial Arena as a means to serve a city-wide market of 6,000 to 6,700 local skaters/players at a time when the population is expected to fall between 145,000 and 160,000 persons. If at the lower end of the participation and population range, the addition of one additional ice pad should be pursued at Merritton Centennial Arena which would result in a twin pad facility onsite. If at the upper end of the range, two additional ice pads should be considered to create a three-pad arena there. The additional ice pads could be phased over time or constructed at the simultaneously depending upon arena market circumstances in the next 10 to 15 years.

In doing so, the City's arena supply would **increase to between 8 and 9 ice pads plus the Meridian Centre** and Ridley College. As noted in Implementation Option #1 (Section 5.2), the capital cost of construction for the expansion of Merritton Centennial Arena is estimated at \$16.2 million (2019 dollars) plus previously footnoted exclusions and requisite lifecycle renewal costs (Table 2). An escalated cost estimate of \$29.3 million is estimated based on commencing works in the year 2039.

The cost of adding a third ice pad during a first or second expansion phase could be expected to add another \$14 million to \$17 million cost. A future ice pad assessment should also consider whether the third ice pad is in fact appropriate for the Merritton Centennial Arena versus constructing it at the proposed north-end arena assuming a new site is secured (as three pads would not fit on the existing Bill Burgoyne Arena site without assembly of adjacent lands).

5.4 Implementation Option #3: Low to No Growth Scenario

Implementation Option #3 differs from the two previous options in that it assumes that growth in local ice sport registration rates normalize to levels commonly being experienced across the Greater Golden Horseshoe and other parts of Ontario; communities that have experienced such a trend attribute it to stagnating growth rates and/or registration-base attrition due to factors such as a continued aging of their population, cost factors, ethnic/cultural diversification, and area municipalities constructing their own arenas (which in the Niagara Region context could reduce the number of non-residents using St. Catharines arenas and open up ice times).

On the basis that the market size of ice sport residents does not exceed 6,000 St. Catharines-based players/skaters primarily using prime time hours in the fall/winter season, the arena needs identified in Section 4 recommend that the City caps its supply at 7 ice pads. Recognizing the aging state of arena infrastructure in St. Catharines, a status quo approach – from an asset management perspective - may not represent the most cost-effective path forward despite retaining the number of ice pads in the supply at its present level. Accordingly, the pages that follow articulate the preferred approach under a low to no growth scenario.

Decide upon Involvement with Canada Summer Games Arena (2019)

The City should engage the Canada Summer Games Host Society and other partners as noted in Implementation Option #1 to determine the degree to which will invest in the proposed Sport and Ability Centre, if at all.

If a decision is made to proceed and the City is able to secure a minimum of 60 prime time hours per week to allocate under its Ice Allocation Policy, the supply available to St. Catharines residents will increase to 8 ice pads plus the Meridian Centre. This would require the decommissioning of one ice pad at an existing arena in order to maintain a supply of 7 ice pads plus the Meridian Centre as being recommended in Section 4. If the City is able to secure between 100 and 120 prime time hours per week, the supply would increase to 9 ice pads plus the Meridian Centre and thus two ice pads would need to be decommissioned at existing arenas.

Decommission an Arena (2021 to 2024)

Should the City of St. Catharines deem the long-term capital and operating plan for the Canada Summer Games Sport and Ability Centre to be satisfactory and proceed with its involvement in the facility, at least one existing arena should be permanently closed by August 2021 (immediately prior to the commencement of the 2021/22 ice season when the Canada Games arena will be opened to the community for use of its ice pads). Determining which arena to close – if any at all – is subject to the number of hours secured at the Canada Summer Games arena.

If CSG Arena Provides 60 hours per Week – Decommission the Garden City Complex

Assuming 60 hours per week are accessible to the City at the new arena, decommissioning of the Jack Gatecliff Arena will bring the supply back to the recommended 7 ice pads plus the Meridian Centre.

If CSG Arena Provides 100 hours per Week – Decommission the Garden City Complex and a Single Pad Arena

In the event that the City secures access to 100-120 prime time hours each week at the Canada Games Arena, the City would need to decommission one additional ice pad in addition to Jack Gatecliff Arena. Removal of ice pads at the Seymour-Hannah is off the table given the operating/programming efficiencies associated with the quad pad, its relatively young age, and the recent replacement of all concrete slabs. This would leave Bill Burgoyne Arena and Merritton Centennial Arena as the remaining options.



Bill Burgoyne has a higher capital renewal requirement than Merritton Centennial Arena, but the City has also reinvested more capital in that arena during the past five years (it will also have a new ice plant in 2019 if proceeding with the approved capital budget). If doing so, however, the City will be left without an arena north of the QEW. Arena Strategy consultations have also emphasized the importance and desire to have arena facilities in north St. Catharines.

The City identifies a lower capital renewal requirement for Merritton Centennial arena but has also not invested in that facility to the degree that it has at Bill Burgoyne Arena. Further, the Canada Summer Games Arena would be an approximately 10 minute drive from the Merritton Centennial Arena and thus still in the catchment area of many of its existing users. There is also a strong likelihood that Brock University teams (e.g. intramural leagues) using Merritton Arena would transition to their on-campus arena thereby removing 15 hours per week of rentals that occur there at present.

Additional consultation and analysis would need occur prior to determining which single pad arena would be closed if the City were to gain substantial access to both ice pads at the Canada Summer Games arena. Based on the cursory evaluation above, however, Bill Burgoyne Arena would be the more plausible candidate to retain over the long-term. In the event that 100 hours per week or less are secured at the Canada Summer Games arena, this option becomes moot as both single pad arenas would remain in the inventory.

If No Agreement is Reached at Canada Summer Games Arena – Construct a Twin Pad Arena North of the QEW

If the City cannot reach a satisfactory agreement with the Canada Summer Games Host Society or other partners to build and/or operate the arena, the scenario reverts to the construction of a twin pad arena to expand or replace Bill Burgoyne Arena as noted in Implementation Option #2. Decommissioning of Jack Gatecliff Arena would immediately precede the opening of the new twin pad arena and the supply would remain at 7 ice pads plus the Meridian Centre.

5.5 Capital Cost Summary

Working with a multi-departmental team of City of St. Catharines staff, order of magnitude costs have been prepared to inform the Arena Strategy's implementation options. These figures should be considered as a high level Class D estimate of construction costs but that need to be refined once timing, site requirements, facility designs are better understood. The costs are based upon unit costs of construction (e.g. costs per square foot), standard facility sizes and cost escalation assumptions that are consistent with other City of St. Catharines internal analyses. The costs exclude those attributable to land acquisition, site servicing, parking lots, FFE, demolition, design/management, technical studies, etc.

The capital cost to be borne by the City of St. Catharines for the Canada Games Sport & Ability Centre needs to be determined prior to being able to accurately compare its financial merits against the expenditure identified for expansion, reconstruction or replacement/relocation of the Bill Burgoyne and Merritton Centennial Arenas. At a high level, the City's share of the cost for the Canada Summer Games arena should be similar to (or less than) what would otherwise be expended to construct a net new ice pad on its own; operating cost comparisons also need to be factored into the equation.

The cost summary articulated in Table 8 is associated with the various components of the Implementation Options. Costs will change depending upon the City's involvement in the Canada Summer Games Sport & Ability Centre as not pursuing that arena would remove its capital cost and change escalated cost calculations due to adjusted timing of other arena developments that would result. The future capital costs will consistently align with the City's Strategic Asset Management Policy including multi-disciplinary input into the arena strategy and that the arena strategy will be

considered when the Asset Management Plan for City facilities is prepared to meet the Provincial governments July 1, 2023 deadline.

Table 8: Capital Cost Summary associated with Sustained Growth Scenario

Implementation Strategy	Estimated Cost of Construction (2019 dollars)	Escalated Cost of Construction (@3% annually)	Renewal Cost (2019 dollars)	Total Cost (2019 dollars)
Canada Summer Games Sport & Ability Centre <i>Estimated Timing: 2021</i>	\$75,700,000	\$78,000,000	--	\$75,700,000*
Decommission Garden City Complex <i>Estimated Timing: 2021</i>	--	--	(\$7,000,000)	(\$7,000,000)**
New North End Ice Pad Option 1: Twin Bill Burgoyne Option 2: Construct New Twin Pad Arena <i>Estimated Timing: 2029</i>	\$16,200,000 \$40,000,000	\$21,800,000 \$53,800,000	\$4,300,000 -	\$20,500,000 \$40,000,000**
New Ice Pad at Merritton Centennial Arena Option 1: Twin Merritton Centennial Arena Option 2: Rebuild Merritton Centennial Arena <i>Estimated Timing: 2039</i>	\$16,200,000 \$40,000,000	\$29,300,000 \$72,200,000	\$2,000,000 --	\$18,200,000 \$40,000,000**

*Estimated capital cost reflects entire community centre and site development (i.e. indoor and outdoor components over and above arenas) and accounts for cost escalation (2019 estimate discounts the cost by 3%). Cost represents the total project budget that would be shared among the prospective funding partners and does not necessarily reflect any or all capital obligations on the part of the City of St. Catharines. As a result, costs are not directly comparable to the other arena-related investments shown.

** Construction Cost for new or rebuilt twin pad arena includes multipurpose space (gymnasium and program rooms) based on recommendations contained in the 2015 RFPMP and best practices. The \$40 million construction cost is derived from the Town of Pelham’s Meridian Community Centre (as directed by City of St. Catharines’ staff) whose functional programme could resemble a future St. Catharines facility.

Notes: All capital cost estimates for construction and renewal have been provided by the City of St. Catharines. Costs identified for arenas (except for the Canada Summer Games facility) exclude land acquisition, furnishings, equipment, storage, etc. Escalated cost estimates may change depending upon year that construction is actually initiated; escalated lifecycle renewal cost not shown due to unpredictability/uncertainty as to when components will fail. Costs of decommissioning/demolishing existing structures, site redevelopment and/or remediation, etc. would need to be considered once determined.



5.6 A Path Forward

The City's supply of arenas has served St. Catharines residents well over the past 80 years. Recent investments combined with aging arena infrastructure has resulted in the need to undertake this Arena Strategy. Feedback that has been received through consultations with stakeholders and the public generally reveals that arenas are still a valued part of the community, certain user groups are finding challenges to meet the needs of their membership during traditional prime time periods, and that reinvestment in the local arena system is important to ensure longevity. The City also strives towards providing a sustainable arena system and is balancing how best to direct its resources so that arenas are operating efficiently and in a manner that remains affordable to users.

At the same time, St. Catharines has experienced little population growth over the past 20 years and there are considerably more seniors/older adults yet the local arena supply has expanded. This could be part of the reason why the analysis of utilization rates demonstrate that there are times going unused in local arenas, most usually before 6pm and after 10pm, although minor ice sport organizations in particular are making strong use of ice in between those times and in fact have demonstrated growth in their registrations which has bucked regional and provincial trends. Should the City's population grow to levels currently being contemplated by the Region of Niagara, there is the potential for more arena-related demands to be created; however, the arena supply is deemed to be a point where it is operating effectively and should projected population growth not be realized – particularly among children and youth – then the potential also exists for arena-related demands to decline over time.

The Arena Strategy projects that between 7 and 9 ice pads plus the Meridian Centre and Ridley College are needed in the City of St. Catharines by the year 2041, depending upon aforementioned population growth rates, the number of ice sport participants, and any changes to the number of regional arenas. One of the most important factors that will influence St. Catharines' future arena provision strategy is whether the City will have access to an arena proposed at the Canada Summer Games Sport and Ability Centre as well as how much regional ice sport demand will be accommodated there. As a precursor to any future arena development scenario, the following recommendations should be implemented.

In all scenarios, the replacement of the Garden City Complex with a new ice pad (either at the Canada Games arena or a new ice pad located north of the QEW) has been advanced. To address dry-floor activities in St. Catharines, the City should undertake the following:

<p>Year 2019</p>	<p>Engage the Canada Summer Games Host Society, senior levels of government (i.e. Region of Niagara along with the provincial and federal governments), and other prospective funding/operating partners to determine the capital and operating costs associated with participating in an arena development.</p> <p>Reinforce the Ice Allocation Policy with mechanisms to support efficient and transparent decisions regarding allocation/scheduling, which in turn will increase the number of hours available to local users (i.e. increasing the effective capacity of arenas). At a minimum, this should include better collection of annual registration data - including player counts, ages, and place of residency – along with the development of criteria that designates City-affiliated groups and incentives to minimize the turning back of last minute rentals.</p> <p>Continue to allocating time to dry-floor activities at the end of the annual ice sport season in arenas were ice is removed and refer to the 2015 Recreation Facility and Programming Master Plan Recommendations regarding how to address needs for gymnasiums and gymnasium-based sports.</p>
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Under the assumption that the City is able to secure a minimum of 60 hours of prime time ice per week at the Canada Summer Games Sport and Ability Centre to allocate under its own Ice Allocation Policy, under a “Sustained Growth Scenario” in which population and ice sport registrations demonstrate a strong rate of increase, the following arena implementation strategy is proposed to establish the City’s arena supply at 9 ice pads plus the Meridian Centre:

Sustained Growth Scenario

Years 2020 to 2021 Decommission the **Garden City Complex** and secure long-term arena access to the **Canada Summer Games Sport & Ability Centre**.

Define the **capital and operating costs associated with retaining surplus ice arenas** as dedicated dry-floor facilities to determine the cost-benefit of continuing to operate and/or lease-out surplus arenas.

Year 2026 Re-evaluate arena needs based on population and participation trends, arena utilization rates, and funding capabilities at a minimum.

Years 2028 to 2031 Create a **twin pad arena located north of the QEW** (through expansion or complete redevelopment of Bill Burgoyne Arena, or construction of a new arena on a different site to replace Bill Burgoyne Arena).

OR

Accelerate construction to Years 2021 to 2024 if long-term arena access to the Canada Summer Games Sport & Ability Centre is NOT secured.

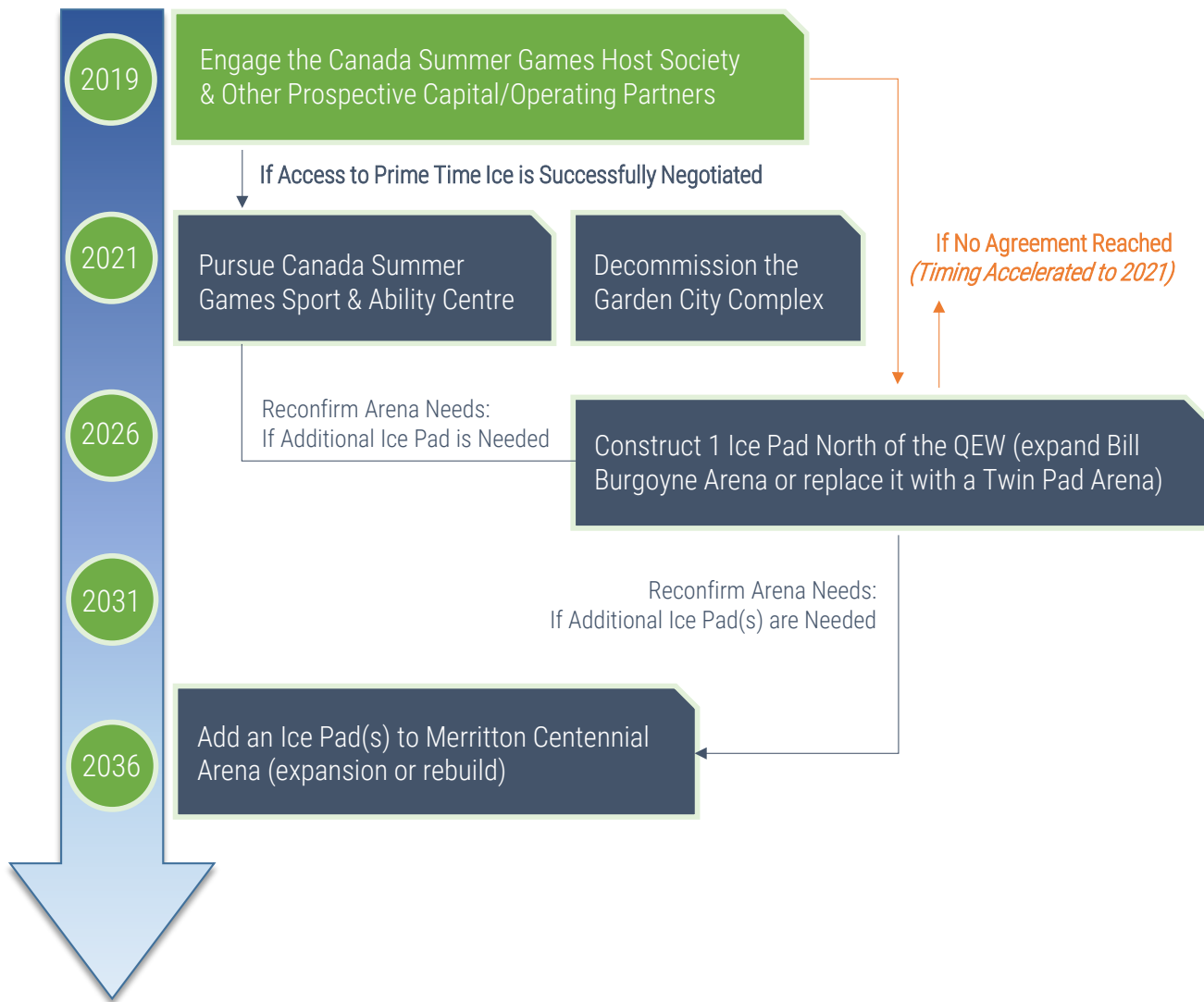
Year 2031 Re-evaluate arena needs based on population and participation trends, arena utilization rates, and funding capabilities at a minimum

Years 2031 to 2041 Expand **Merritton Centennial Arena** (through expansion or complete redevelopment) as a twin pad or three-pad arena depending upon size of population and ice sport market.

Per the above noted strategy, **arena needs should be reconfirmed based upon market conditions** before initiating the construction or major renovation of the Bill Burgoyne Arena and Merritton Centennial Arena that have been identified after the year 2026 (at which time the City should examine any changes to the local and regional supply of ice pads, registration and utilization rates, participation trends, funding capacities, etc.).



Figure 5: Implementation Timeline, Sustained Growth Scenario



Under a “Low to No Growth Scenario” in which population or ice sport registrations do not reach the thresholds noted under the “Growth Scenario”, the City’s arena supply should be retained at 7 ice pads plus the Meridian Centre. This results in the following implementation strategy with three potential outcomes:

Low to No Growth Scenario

**Years
2021 to 2024**

Decommission the **Garden City Complex** if up to 60 hours per week of prime time ice is secured at the **Canada Summer Games Arena**.

OR

Decommission the **Garden City Complex AND one existing single pad arena** if up to 120 hours per week of prime time ice is secured at the **Canada Summer Games Arena**.

OR

Decommission the **Garden City Complex** and **construct a twin pad arena north of the QEW** (through expansion or complete redevelopment of Bill Burgoyne Arena, or construction of a new arena on a different site to replace Bill Burgoyne Arena) if long-term access to the Canada Games Park arena is NOT secured.

AND

Define the capital and operating costs associated with retaining surplus ice arenas as dedicated dry-floor facilities to determine the cost-benefit of continuing to operate and/or lease-out surplus arenas.

**Year
2026**

Re-evaluate arena needs based on future arena supply, population and participation trends, arena utilization rates, and funding capabilities at a minimum



Appendix A: Arena Strategy Terms of Reference

The Terms of Reference is extracted from Appendix D – RFP Particulars from the **City of St. Catharines Request for Proposal for Arena Strategy Development (RFP No. 18-58)**, issued on November 16, 2018.

Background

In 2015 the City's Recreation Facilities and Programming Master Plan was developed, which includes a detailed analysis of ice pad requirements.

On November 30, 2015 Council approved the following motion;

"That staff collect one year of data as to how one less ice surface in the City is accommodated in order to see if it is feasible to keep one less ice surface within the City even after all issues with Seymour-Hanna four-pad arena are rectified; and that the one ice surface to be considered for removal be the Rex Stimers Arena – which would be converted into a dry facility; and That, if the above is deemed feasible, the Haig Bowl Arena be declared surplus."

On July 30, 2018/, the Recreation Master Plan Advisory Committee (RMPAC) voted on each of the following motions; each was approved unanimously:

"That the RMPAC recommends that Council and staff develop a Master Arena Plan Implementation Strategy and examine the feasibility of a consultant."

"That Staff and Council implement the Merritton Arena agreement that was developed by the RMPAC and recommend to City Council including adopting the City's Ice allocation policy for the 2018-2019 season."

"That the City Staff investigate and report to City Council any adjustments to the Ice Allocation Policy going forward that could help the City meet its obligations to its users including assessment of prime time hours to accommodate the closures of Rex Stimers."

"That staff report to Council includes remediation costs for Rex Stimers arena including the estimated cost of a new arena."

"That Staff request that Council allocate money for the creation of an Arena Strategy."

On August 13, 2018, Council approved the following motion in response to the Rex Stimers Arena – Suspension of Ice Operations Report.

"That Council receive this report for information; and

That council direct Staff to continue to work with the Recreation Master Plan Advisory Committee to develop a strategy for the future provision on ice; and



That Council allocate a maximum of \$50,000 (the maximum allowable under a lame duck council) from the Civic Project Fund to help staff facilitate the report, building on the work done and data collected over the last four years by the Recreation Facilities Master Plan and City Staff. FORTHWITH”

The city’s report outlined the planned scope of work for the procurement of a Consultant to develop an Arena Strategy, as described by Council on August 13th, 2018.

In consultation with the Recreation Master Plan Advisory Committee, staff have completed a comprehensive utilization analysis of ice pads based on the following data parameters, as approved by the Committee at its meeting of February 20, 2018.

1. That Prime Time Hours include:
Monday to Friday, 5:00pm to 11pm; and
Saturday to Sunday, 7:00am to 11:00pm;
2. That years of analysis will be a three-year review of the most recently reconciled data (2014-2016), updated to a rolling 3 years when future analysis is completed;
3. That statutory holidays be excluded in the hours available for usage;
4. That maintenance time be excluded in the hours available for usage;
5. That an hour of ice be defined as 50 minutes in length, plus a 10-minute flood;
6. That any pad closures that occurred during the years of analysis not be included in the hours available for usage;
7. That the data review for the purposes of evaluating ice usage follow the winter, spring/summer and fall seasons, as outlined in the ice allocation policy; and that winter be prioritized.

A. The Deliverables

Key Considerations

In addition to the above noted comprehensive ice pad utilization analysis that are (3) three elements being considered that will inform and influence the arena inventory. An overview of each is outlined below, each element needs to be addressed within the development of the Arena Strategy.

1. Merritton Centennial Arena Operating Model

Senior staff and representatives from the Merritton Lions Club are engaging in discussions regarding alternative operating models of the facility. Any alternatives would have implications to the City’s ice provision and should be included in the strategy development.

2. Canada Summer Games Facility Development Plans

As part of the planning for Niagara to host the Canada Summer Games 2021 (CSG), the CSG Host Society has been pursuing the development of a new multi-use facility, which could include up to two ice pads. Representatives from the CSG, City of St. Catharines, the City of Thorold and Brock University are engaged in planning discussions in preparation for requests for approvals from each partner organization. The outcome of this potential development would have implications to the City’s ice provision and should be included in the strategy development.



3. Arena Inventory Capital Planning, including Rex Stimers Long Term Plan

Under the portfolio of the City's Senior Manager of Facilities and Energy, the condition of all City-owned arenas continues to be assessed and included in capital asset planning and budget forecasts. Planned capital investments for all arenas would have implications to the City's ice provision and should be included in the strategy development. This would include Garden City Arena Complex, Seymour-Hannah Sports and Entertainment Centre, Bill Burgoyne Arena, Meridian Centre, and Merritton Centennial Arena.

Scope of Deliverables

Staff, in consultation with the Recreation Master Plan Advisory Committee, have prepared the following project scope for the procurement of a consultant to develop an Arena Strategy

Utilizing the background of the City's Strategic Plan, Recreation Facilities and Programming Master plan, completed data analysis, Ice Allocation Policy and arena ice pad capital investment plans, consult with City staff and Recreation Master Plan Advisory Committee to develop an Arena Strategy that includes the following parts:

1. Validate and update the City's data on arena programming, utilization and facility plans, for both privately and publically owned arenas in the City of St. Catharines' neighbouring and defined comparator municipalities, as available.
2. Comparison of the City's arena programming, utilization and facility plans with Part 1 comparator information and with industry best practices. The comparison should include:
 - a) A breakdown of prime and non-prime of ice usage;
 - b) Per capita metrics;
 - c) Community versus private (for-profit) use;
 - d) Programming trends;
 - e) Short and long term infrastructure plans.
3. Evaluation of the City's existing provision of arenas based on:
 - a) Part 2 comparison;
 - b) Possible changes to the City's arena inventory, including the suspension of ice operations at Rex Stimers Arena, the proposed operating model at Merritton Centennial Arena and the Canada Summer Games facility plans;
 - c) City-owned arena asset deficiencies and related four-year and future capital forecast investment plans.
4. Provide at least (2) detailed options of the number of arenas and ice pads, physical locations, operating model(s), programming and asset management practices that best aligns to Council's Strategic Plan and the Recreation Facilities and Programming Master Plan, for the next 5, 10, 15 and 30 years.

At a minimum, one of the proposed options shall include the Consultants opinion and consideration to "twinning" and existing asset such as Merritton or BBA alternate asset.
5. For Options Proposed, Provide;
 - An order of magnitude analysis which includes the full lifecycle costs related to infrastructure and the impacts of timing for cash flows; and
 - Risks and opportunities for each option.
 - A projection on future usage needs. For example, projected participation and rates.



The consultant will be expected to utilize the public consultation data, as it relates to arena infrastructure and programming, sourced during the development of the Recreation Master Plan through extensive public consultation in 2014. The consultant will be expected to update any consensus data to validate or correct trends noted within the Plan.

Staff will collect utilization and programming data, where available, for Meridian Centre, Merritton Centennial Arena and Ridley College Arena. This information will be included as background for the consultant.

B. Material Disclosures

Not applicable.



Appendix B: Community Survey Results

- Do you or anyone else in your household belong to a team, league or organization that regularly uses arenas in St. Catharines? This includes both ice and non-ice / dry-floor activities.

	#	%
Yes	469	91%
No	45	9%
Don't Know	1	0%
Total Responses	515	
Skipped	0	

- Please select the following option that best describes the group you belong to.

	#	% of Respondents
Dry-floor sports group (volleyball, lacrosse, ball hockey, basketball, etc.)	250	53%
Registered with a St. Catharines-based minor hockey, figure skating or ringette organization?	232	49%
Adult pick-up ice hockey league	155	33%
Varsity team (e.g. high school, college, university)	28	
Special events group	17	
Total Number of People Responding	469	
Total Responses	682	
Skipped	46	

- Please tell us how important the following indoor recreation facilities are to your household using a scale of 1 to 5, where 1 means "NOT important at all", and 5 means "VERY important".

	1 Not important at all		2 Slightly Important		3. Important		4 Fairly Important		5 Very Important		Total
	#	%	#	%	#	%	#	%	#	%	
Arenas (for ice or dry-floor activities)	13	3%	9	2%	25	5%	27	5%	441	86%	515
Gymnasiums	61	12%	90	17%	129	25%	98	19%	137	27%	515
Youth Centres	71	14%	84	16%	125	24%	117	23%	118	23%	515
Seniors Centres / Older Adult Centres	121	23%	109	21%	114	22%	86	17%	85	17%	515
Indoor Event Spaces	75	15%	113	22%	145	28%	97	19%	85	17%	515
Community / Banquet Halls	108	21%	149	29%	122	24%	74	14%	62	12%	515
Multi-Purpose Rooms	111	22%	132	26%	131	25%	87	17%	54	10%	515

4. In the past 12 months, have you or members of your household used a City of St. Catharines arena for ice or non-ice activities?

	#	%
Yes	486	94%
No	29	6%
Total Responses	515	
Skipped	0	

5. If no, why not?

	#	%
Not interested in using arena facilities	15	36%
Lack of information / unaware of ice opportunities	6	14%
Lack of money / too expensive	4	10%
Lack of personal time (too busy)	3	7%
Health problems / disability / age	3	7%
Ice is not available at a convenient time	2	5%
The arena atmosphere is uncomfortable	2	5%
Lack of desired dry-floor programs	2	5%
Don't know	2	5%
The arenas are not accessible for persons with disabilities	1	2%
There is not enough parking	1	2%
Lack of desired ice programs	1	2%
Total Responses	42	
Skipped	485	

6. In the past 12 months, what activities has your household used arenas in the City of St. Catharines for?

	#	%
Organized ice sports (hockey, figure skating, ringette etc.)	307	63%
Dry-floor sports (lacrosse, ball hockey, volleyball etc.)	290	60%
Public skating	229	47%
Pick-up ice sports (stick and puck, shinny, ticket ice etc.)	183	38%
Dry-floor special events	73	15%
We do not use arenas	1	< 1%
Total Number of People Responding	485	
Total Responses	1,083	
Skipped	30	

7. Approximately how many times has your household used each of the following arenas during the 2018/2019 ice season (September to date) as a player or spectator?

	Bill Burgoyne Arena		Garden City Arena Complex		Merritton Centennial Arena		Seymour Hannah Sports and Entertainment Centre	
	#	%	#	%	#	%	#	%
Never	181	37%	95	20%	219	45%	126	26%
1-4 times	108	22%	70	14%	96	20%	62	13%
5-9 times	47	10%	47	10%	40	8%	41	8%
10-25 times	53	11%	91	19%	43	9%	86	18%
25-29 times	30	6%	53	11%	25	5%	28	6%
30 or more	59	12%	125	26%	55	11%	134	28%
Don't know	5	1%	2	0%	5	1%	6	1%
Total Responses	483		483		483		483	
Skipped	32		32		32		32	

8. Approximately how many times did your household use each of the following arenas last spring / summer (April to August)?

	Bill Burgoyne Arena		Garden City Arena Complex		Merritton Centennial Arena		Seymour Hannah Sports and Entertainment Centre	
	#	%	#	%	#	%	#	%
Never	277	61%	230	50%	289	65%	180	39%
1-4 times	99	22%	92	20%	85	19%	85	18%
5-9 times	22	5%	45	10%	30	7%	46	10%
10-25 times	21	5%	35	8%	22	5%	90	20%
25-29 times	8	2%	15	3%	2	0%	20	4%
30 or more	23	5%	39	9%	12	3%	34	7%
Don't know	5	1%	2	0%	6	1%	6	1%
Total Responses	455		458		446		461	
Skipped	60		57		69		54	

9. Generally, what percentage of your household's ice needs are met in the City of St. Catharines?

	#	%
All (100%)	177	34%
Most (67-99%)	159	31%
About half (34-66%)	63	12%
Some (1-33%)	23	4%
None	51	10%
Don't know	42	8%
Total Respondents	515	
Skipped	0	

10. Which other municipalities do you visit to meet your household's arena needs? Select all that apply.

	#	%		#	%
Niagara Falls	152	26%	West Lincoln	24	4%
Niagara-on-the-Lake	99	17%	Pelham	15	3%
Thorold	92	16%	Other	65	11%
Welland	73	13%	Total Respondents	581	
Lincoln	61	10%	Skipped	225	

11. Why does your household use arenas outside of the City of St. Catharines?

	#	%
Tournaments / travel team / special events	136	30%
Ice is not available in St. Catharines at the preferred time	122	27%
Connected to the other community / used to live there	59	13%
Quality of arena / ice program is superior	44	10%
More affordable	42	9%
Don't know	34	7%
Closer to other activities or shopping	8	2%
Closer to work or school	7	2%
Other	2	0%
Total Respondents	454	
Skipped	176	

12. Generally, what percentage of your household's dry-floor activity needs are met in the City of St. Catharines?

	#	%
All (100%)	247	48%
Most (67-99%)	91	18%
About half (34-66%)	46	9%
Some (1-33%)	35	7%
None	41	8%
Don't know	55	11%
Total Respondents	515	
Skipped	0	

13. Which other municipalities do you visit to meet your household's dry-floor space needs?

	#	%		#	%
Welland	72	28%	West Lincoln	11	4%
Niagara Falls	67	26%	Pelham	5	2%
Thorold	36	14%	Other	21	8%
Niagara-on-the-Lake	27	11%	Total Respondents	253	
Lincoln	14	6%	Skipped	329	

14. Why does your household use dry-floor spaces outside of the City of St. Catharines?

	#	%
Tournaments / travel team / special events	68	26%
Dry floor is not available at the preferred time	48	18%
Don't Know	45	17%
Quality of arena / dry-floor program is superior	35	13%
"Connected" to the other community / used to live there	34	13%
More affordable	13	5%
Closer to other activities or shopping	6	2%
Closer to work or school	6	2%
Other	9	3%
Total Respondents	264	
Skipped	310	

15. In order to operate and build municipal arenas, tax dollars are typically used in conjunction with user fees. With this in mind, to what degree would you support the City of St. Catharines spending ADDITIONAL tax dollars, on the following projects? Please use a scale from 1-5, where 1 means "Definitely wouldn't support" and 5 means "Definitely would support"

	1 Definitely wouldn't support		2 Probably wouldn't support		3 Neutral		4 Probably would support		5 Definitely would support		Don't Know		Total
	#	%	#	%	#	%	#	%	#	%	#	%	
Improving one or more existing arenas	23	4%	27	5%	64	12%	113	22%	269	52%	19	4%	515
Building an additional arena	80	16%	48	9%	85	17%	85	17%	204	40%	13	3%	515
Completely rebuilding one or more existing arenas	64	12%	35	7%	100	19%	107	21%	196	38%	13	3%	515
Investing in a new arena in partnership with another group (e.g., adjacent municipality, institution, other third-party organizations, etc.)	74	14%	42	8%	103	20%	102	20%	180	35%	14	3%	515

16. If the City of St. Catharines were to substantially improve the quality of municipal arenas, how willing would your household be to consider the following options to help pay for this? Please use a scale from 1 to 5, where 1 means "Not willing at all" and 5 means "Very willing".

	1 Not willing at all		2 Not really willing		3 Neutral		4 Somewhat willing		5 Very willing		Don't Know		Total
	#	%	#	%	#	%	#	%	#	%	#	%	
Pay an increased fee for ice activities and/or sport registration	75	15%	68	13%	102	20%	180	35%	82	16%	8	2%	515
Pay higher property taxes	128	25%	64	12%	119	23%	135	26%	55	11%	14	3%	515
Donate funds	120	23%	85	17%	146	28%	121	23%	33	6%	10	2%	515



17. How many people including yourself live in your household?

	Number of Respondents	Household Persons
5 Persons or more	82	410
4 Persons	172	688
3 Persons	107	321
2 Persons	95	190
1 Person	29	29
Total Number of People Responding	485	
Total Number of Household Persons		1,638
Average Household Size		3.4
<i>2016 Census Average Household Size</i>		<i>2.3</i>
Skipped	30	

18. Please indicate the total number of people within your household that fall into the following age categories:

	Number of Persons	
	#	% of Sample
Under 10 years of age	326	18%
10-19 years of age	351	19%
20-34 years of age	362	20%
35-54 years of age	606	33%
55-69 years of age	160	9%
70+	35	2%
Total Number of Persons	1,840	
Skipped	0	

19. What year were you born?

	#	%
70-79 years of age (1940-1949)	7	2%
60-69 years of age (1950-1959)	22	5%
50-59 years of age (1960-1969)	65	14%
40-49 years of age (1970-1979)	156	34%
30-39 years of age (1980-1989)	126	27%
20-29 years of age (1990-2000)	78	17%
19 years of age or younger (2000+)	5	1%
Median Age	41 years	
<i>2016 Census Median Age</i>	<i>44.7 years</i>	
Total Respondents	459	
Skipped	56	

20. Please indicate the range applicable to your household's total income.

	#	%
Under \$40,000	14	3%
\$40,000 to \$59,999	51	10%
\$60,000 to \$79,999	59	12%
\$80,000 to \$100,000	77	16%
Over \$100,000	199	41%
Don't know / prefer not to say	89	18%
Total Respondents	489	
Skipped	26	

21. Are you a resident of the City of St. Catharines?

	#	%
Yes	382	74%
No	129	25%
Don't Know	4	1%
Total Respondents	515	
Skipped	0	

22. If you are not a resident of St. Catharines, which municipality do you live in?

	#	%
Welland	41	32%
Niagara Falls	29	22%
Thorold	16	12%
Pelham	13	10%

	#	%
Lincoln	8	6%
Niagara-on-the-Lake	8	6%
West Lincoln	1	1%
Other	14	11%
Total Respondents	130	
Skipped	385	

23. St. Catharines Resident Postal Codes

	#	%
L2N	93	26%
L2M	79	22%
L2S	61	17%
L2R	55	16%

	#	%
L2P	33	9%
L2T	26	7%
L2W	6	2%
Total Respondents	353	
Skipped	162	

Canada Games Park

Guiding Principles Governing a Partnership Agreement between Brock University, the City of St. Catharines, the City of Thorold and the Regional Municipality of Niagara

Partners

Partners Brock University (“Brock”), the City of St. Catharines (“St. Catharines”), the City of Thorold (“Thorold”) and the Regional Municipality of Niagara (“Niagara”)

Partner Interest Each Partner holds a 25% interest in the ownership of the Facility / Canada Games Park (“CGP”)

In the event of amalgamation of any of the existing municipal partners, the municipal partners ownership shall transfer to the amalgamated entity. Brock’s ownership stake is capped at 25%.

In the event of amalgamation, the usage of the Facility by the former municipal partner and its user groups shall be protected for five years.

Governance

Board Composition Equal representation by each of Brock, Thorold, St. Catharines and Niagara (three representatives each)

Board Chair Board Chair elected for two-year term (by Board Members)
Board Chair rotates between partners (for example, Brock in Years 1 and 2, St. Catharines in Years 3 and 4, Thorold in Years 5 and 6 and Niagara in Years 7 and 8, etc.)
Board Chair must have served on the Board for a minimum of two years in order to be eligible for appointment as Board Chair (with the exception of the inaugural Board Chair)

Board Responsibilities Board oversees and approves the Facility’s annual operating budget and operating plan
Sets the annual rental rates for the Facility’s components (ice, gymnasium, track, field, etc.)
An Independent Operator will be retained to staff, operate, manage, market and program available time within the Facility. The Independent Operator will report to and will be responsible to the Board

Operations

Operator Responsibilities The duties of the Independent Operators will include some or all of the following (to be ultimately confirmed and approved by the Board):

- Annually prepare a Facility Operating Plan and Operating Budget for the approval of the Board;
- Report directly to the Board;
- Allocate time amongst the Partners as described below;
- Market, secure and manage Facility rentals / utilization outside of the time allocations to Facility Partners described below;
- Enter into contracts, agreements, leases, sub-leases, rentals, licenses or concessions for Facility;
- Hire, in its own name (as an expense to the Facility's operations) and train, supervise, discipline and dismiss as may be necessary from time to time, persons required for the proper operation and management of the Facility;
- Maintain proper payroll records with respect to persons engaged to work at or in the Facility;
- Manage, direct and supervise persons for the operation and maintenance of heating, air conditioning and other equipment which is required to operate and maintain the Facility;
- Specify duties and arrange, schedule and direct the activities of personnel and persons employed to work at the Facility;
- Arrange for the supply of electricity, natural gas, fuel, material, water, sewer, waste removal, telephone, cable, equipment, cleaning, snow removal, landscaping and other services required for the proper operation of the Facility;
- Arrange for insurance coverage, including policies for fire and other perils, rental income, business interruption, plate glass, public liability, fidelity, money loss, boiler and machinery, and other insurance;
- Arrange for the supply of materials, goods, equipment, technology or services, as may be required to implement the approved Operating Plan and Operating Budget;
- Prepare and implement a Capital Budget;
- Operate, repair and maintain the Facility, its equipment, apparatus, FF&E, and other Facility property;
- Generally do and perform those things necessary for the proper and efficient management of the Facility;
- Maintain bank accounts and ensure the prompt payment of Facility expenses; and
- Maintain detailed financial records and annually prepare audited financial statements for the approval of the Board.

The Independent Operator will serve as a “facilitator” settling disputes between the Partners (relating primarily to facility utilization)

Financial Responsibility

Year-end financial responsibilities / benefits related to the annual operating budget will be shared equally among St. Catharines, Thorold, and Brock (33% each) and shall be directed to the Capital Reserve Fund of the facility.

Financial responsibilities related to the capital reserve budget will be shared equally amongst the Partners (25% each)

Failure by any Partner to pay their portion of Financial Responsibility shall be subject to an appropriate penalty to be determined by the Board.

Annual allocation of time
Arenas

First to Brock for Varsity Men’s and Women’s hockey (five hour blocks a maximum of two times per week per team – typically during Prime-Time) and for Varsity Figure Skating and Ringette (Prime Time and Non-Prime Time)

Second to St. Catharines and Thorold on an equal basis for all remaining Prime Time ice time

Third to Brock University for Varsity hockey team practices (generally weekdays during Non-Prime Time) and for intramural hockey (Sundays through Thursdays from 11pm)

Remaining ice times (principally Non-Prime Time during the Winter Season and Non-Prime Time and Prime Time during the Summer Season) are the responsibility of the Independent Operator to program / sell available time

Brock agrees that its Varsity Ringette and Figure Skating teams will not require more than 4.5 hours of Prime Time ice time per week (with some of its requirements occurring during Non-Prime Time hours)

Annual Allocation

The Parties agree that the above allocation of ice time will comprise a fixed annual allocation and will remain in effect regardless of future changes in circumstances (i.e., Brock will be allocated and will pay for a set number of Prime Time and Non-Prime Time hours for its Varsity Hockey teams; similarly, St. Catharines and Thorold will be allocated the remaining Prime Time hours regardless of future changes in demand)

Financial Responsibility

The Parties will annually pay to the Facility an amount equal to their allocation times the then rental rate charged by the Facility (per the June 2019 PwC report, this amount is \$200 (plus HST) per hour for Prime Time and \$140 (plus HST) per hour for Non-Prime Time). If Brock, St. Catharines, or Thorold are not able to use to assign any portion of their ice allocation to users, Brock, St. Catharines, or Thorold would still be required to pay the Facility for their entire allocation

Bumping Rights

Should Brock Varsity Teams (hockey, figure skating, ringette) qualify for playoffs, the Party’s agree that Brock will have “bumping rights” in the scheduling and hosting of playoff games. Should bumping occur for Brock Playoff games, the cost of such ice would transfer from St. Catharines / Thorold to Brock

The Parties also agree to relinquish any portion of their annual ice allocation required to accommodate “Major Events” that may be attracted and programmed into the Facility from time to time (such “major events” would comprise major regional, provincial, national and international events requiring the use of the ice surfaces, the gymnasium or other Facility components). The attraction and scheduling of such major events would typically occur well in advance of the annual ice allocation and for allocation purposes, would take precedence. The Parties would not be “charged” for ice time relinquished for Major Events.

Assignment Each of St. Catharines and Thorold are permitted to assign all or portions of their annual ice allocation to community user groups (for example, minor hockey, figure skating, ringette, sledge hockey, etc.). St. Catharines and Thorold would be permitted to charge a lower hourly rate

**Annual allocation of time
Gymnasium** First to Brock for weekday use (7:00 am to 6:00 pm,) for three gyms during the academic year (September through April)
Second to Brock for weekday use (7:00 am to 6:00 pm) during summer season for three gyms for the staging of summer camps

Exclusivity The Parties agree that Brock would have the exclusive license to offer camps within the Facility’s gymnasiums.

Bumping Rights The Parties also agree to relinquish any portion of their annual allocation required to accommodate “Major Events” that may be attracted and programmed into the Facility from time to time (such “major events” would comprise major regional, provincial, national and international events requiring the use of the ice surfaces, the gymnasiums or other Facility components). The attraction and scheduling of such major events would typically occur well in advance of the annual gymnasium allocation and for allocation purposes, would take precedence. The Parties would not be “charged” for gymnasium time relinquished for Major Events.

Financial Responsibility The Parties will annually pay to the Facility an amount equal to their allocation times the then rental rate charged by the Facility (per the June 2019 PwC report, this amount is \$125 (plus HST) per hour for Prime Time and \$75 (plus HST) per hour for Non-Prime Time). If Brock, St. Catharines, Thorold or Niagara are not able to use to assign any portion of their gymnasium allocation to users, Brock, St. Catharines, Thorold and Niagara would still be required to pay the Facility for their entire allocation

Bumping Rights Should Brock users of the gymnasium qualify for playoffs, the Party’s agree that Brock will have “bumping rights” in the scheduling and hosting of playoff games. Should bumping occur for Brock Playoff games, the cost of such “bumped” use would transfer from St. Catharines / Thorold to Brock.

The Parties also agree to relinquish the portion of their annual gymnasium allocation needed to accommodate “Major Events” that may be attracted and programmed into the Facility from time to time (such “major events” would comprise major regional, provincial, national and international events requiring the use of the gymnasiums). The attraction and scheduling of such major events would typically occur well in advance of the gymnasium time allocation. The Parties would not be “charged” for gymnasium time relinquished for Major Events.

Assignment Each of St. Catharines and Thorold are permitted to assign all or portions of their annual gymnasium time allocation to community user groups. St. Catharines and Thorold would be permitted to charge a lower hourly rate, however should St. Catharines or Thorold charge a higher hourly rate than charged by the Facility to St. Catharines or Thorold, St.

Catharines or Thorold would then pay the Facility the higher of the rate charged to users or the rate charged by the Facility to St. Catharines and Thorold

CANADA SUMMER GAMES SPORT AND ABILITY CENTRE, HENLEY ISLAND AND OTHER FACILITY IMPROVEMENTS CAPITAL REQUIREMENTS

Capital Program - Revenue			
SOURCE BUDGET NOTES			
	Total	Breakdown	Notes
Government of Canada	\$ 32,000,000		
Contribution Agreement		3,000,000	
ICIP Contribution to Province		29,000,000	
Government of Ontario	\$ 32,000,000		
Transfer Payment Agreement		3,000,000	
Contribution Agreement - ICIP		29,000,000	
Niagara Region	\$ 20,050,000		
Transfer Payment Agreement - Capital Contribution		3,000,000	
Transfer Payment Agreement - Legacy Projects (if no deficit)		3,350,000	
Contribution Agreement - ICIP (Joinder Agreement)		13,700,000	
PWC Proforma Report & Operating Terms Contribution (Spring 2019)			
City of St. Catharines	\$ 10,000,000		
Contribution Agreement - ICIP (Joinder Agreement)		10,000,000	
PWC Proforma Report & Operating Terms Contribution (Spring 2019)			
City of Thorold	\$ 5,000,000		
Contribution Agreement - ICIP (Joinder Agreement)		5,000,000	
PWC Proforma Report & Operating Terms Contribution (Spring 2019)			
Other Niagara Municipalities	\$ 2,192,150		
Pelham Contribution Agreement - ICIP (Joinder Agreement)		21,250	Cycling Equipment
Port Colborne Contribution Agreement - ICIP (Joinder Agreement)		21,250	Cycling Equipment
Niagara Falls		1,000,000	required for Houck Park Baseball Complex Capital
Wainfleet/ West Lincoln		58,500	required for Wainfleet and West Lincoln Softball Fields
Lincoln		985,000	required for pool
Welland		63,650	required for sports complex
Grimsby		42,500	required for southward community park
Brock University	\$ 4,020,513		
Contribution Agreement - ICIP (Joinder Agreement)		4,020,513	
PWC Proforma Report & Operating Terms Contribution (Spring 2019)			
Canada Basketball	\$ 47,923		
		47,923	Canada Basketball - Bball Floor
Sponsorship & Fundraising	\$ 6,500,000		
		6,500,000	Led by 2021
TOTAL FUNDING COMMITTED	\$ 111,810,586	111,810,586	
Capital Program - EXPENSES			
SOURCE BUDGET NOTES			
Canada Games Park - Class A Cost Estimate	\$ 80,987,000	80,987,000	
Henley Rowing Centre - Class A Cost Estimate	\$ 7,435,058	7,435,058	
Canada Games Park - Competition Equipment	\$ 1,713,000		
Interior & Exterior Scoreboards		750,000	
Wrestling mats		120,000	
Volleyball Equipment, portable speakers & 2 Kabotas		258,000	
Athletics Equipment		585,000	
Other Competition Facilities & Equipment	\$ 2,444,596		
Swimming Pool In Lincoln		1,900,000	
Oakes Park		60,000	
Welland Sports Complex		127,300	
Meridian Centre Basketball Floor		127,296	
Brock University - Diving & Rugby Upgrades		70,000	
Southward Community Park		85,000	
Cycling Improvements		75,000	
Administrative Support & Other Fees	\$ 5,056,005		
Architect		4,001,060	
Project Management		610,000	
Technical Studies		225,000	
Funding Application & Follow-Up Reports		125,000	
Operating ProForma		60,000	
Administrative		20,000	
Site Plan Review Fees		14,945	
Thorold Building Permit Fees & Servicing Charges	\$ 2,463,330		
Thorold Services		2,000,000	
Building Permits		463,330	Approx. 30k for STC
HST & Insurance TBD			
HST			
Insurance			
Deloitte - HST Report	\$ 15,000	15,000	
Canada Games Park - FF&E	\$ 2,329,148		
Furniture		385,000	
General Building Fixtures & Equipment		88,500	
Canadian Sport Institute Ontario		657,914	
Brock Centre for Health & Well Being		108,734	
Brock Centre for Sport Capacity		15,000	
Sport Association Offices		15,000	
Arena Equipment (including Lacrosse Floor, Ice Decking, Nets & Zamboni)		426,000	
Gymnasium (including Portable BB nets and VB)		28,000	
Kitchen Fixtures & Equipment		150,000	
Cycling Equipment		145,000	
Exterior Pylon & Building Signage		100,000	
Dedicated Team Room Millwork (3 rooms)		60,000	
Track & Outdoor Equipment Storage Facility		100,000	
Electric Vehicle Charging Stations (x8)		50,000	
HRC - FF&E	\$ 445,000		
General Building Fixtures & Equipment		425,000	
Furniture		20,000	
Other Legacy Projects	\$ 2,107,000		
George Taylor Field		50,000	St. Catharines Contribution within \$10M
Houck Park Baseball Complex		1,940,000	
Wainfleet and West Lincoln Softball Fields		117,000	
CSG Legacy Capital Project(s) Contingency (7%)	\$ 6,815,450	6,815,450	
TOTAL PROJECT COST	\$ 111,810,587	111,810,587	