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## Executive Summary

The executive summary highlights the major points from each of the sections in the report. Much of the City's existing ice capacity is limited by poor infrastructure and dated facilities. These facilities are expensive to operate, and to repair. At minimum three (Memorial Centre, Harold Harvey and Cooks Brothers) should be replaced in the short term. Wally Elmer should be replaced in the short to medium term. Centre 70 can accommodate a second ice pad with minimal seating, and should be twinned eventually. Future demand for ice facilities will increase with growth, although demand will be mitigated somewhat by changing age demographics, interest trends, and additional regional ice facilities. Over the medium term the City will require at minimum one additional ice pad. The Strategic Directions and twenty recommendations listed below are discussed in greater detail in section 3.0.

### Strategic Directions:

- Strategic Direction # 1: Ice facilities should be provided in a manner that maximizes cost efficiencies, including operating costs, and maintenance of capital infrastructure.
- Strategic Direction # 2: Ice facilities should be provided in a manner that maximizes service and program opportunities, consistent with the needs of today's ice users.
- Strategic Direction # 3: Ice facilities appropriate to the general public for public skate are important, as are facilities that respond to organized users.
- Strategic Direction # 4: Appropriate indoor recreation space should be provided to City residents.
- Strategic Direction # 5: Development and management of arena facilities through a partnership with other providers and sectors should be investigated, and where costs to the City are reduced, and service is not negatively impacted, the City should consider such partnerships.
- Strategic Direction #6: Arena facilities should be sited to maximize synergies among facility components, to optimize revenues and to provide users with the optimal ancillary and ice space.

### Recommendations:

Using the Strategic Directions to maximize cost savings, maximize service to City residents, and to seek partnerships where that is most appropriate, the City should proceed with the development of a triple-pad arena, with one pad as a major event facility. The location of this facility is still to be determined. While the current site of Memorial Arena is certainly an option, additional assessment including a detailed traffic study, consultation with the surrounding households with respect to impact of a much larger facility, and perhaps geotechnical assessment, will need to be undertaken for the site. This study also recommends the twinning of Centre 70, and decommissioning of Harold Harvey and Cooks Brothers arenas in the short

term, and Wally Elmer<sup>1</sup> in the short to medium term. Further, the City should develop the triple-pad facility with a capital and operating partner. With growth, an additional ice pad can be added to the triple-pad. It should be designed to accommodate this additional pad in the future. When considering detailed design of the multi-pad facility, other facility components such as a gymnasium, fitness area, sports medicine clinic, training and meeting rooms, licensed food service and concession area, office and storage spaces should be considered. Some of these components (e.g., office space and storage) would be standard components of the facility; others are desirable and will enhance the experience of the facility and the services it provides. These additional space components will also enhance revenue generation opportunities. The details of the space program including detailed costing must be prepared in advance of tendering the project.

This report also recommends that community recreation space be provided appropriately across the City. This should be further assessed as part of a full cultural services master plan. The following recommendations are based on the needs assessment and the Strategic Directions discussed above.

Recommendations are categorized on the following time frames:

Immediate to short term: to 2005

Medium term: 2006 to 2015

Long term: 2015 and beyond

**Immediate to short term:**

**Recommendation 1:** In the short term the City should undertake to complete a full cultural services master plan. In the context of a full cultural services master plan the City should identify community recreation needs for the communities surrounding Harold Harvey, Wally Elmer and Cooks Brothers arenas. This investigation should assess indoor facility needs and opportunities to repurpose existing facilities to better meet community needs. These facilities however, should be decommissioned as ice facilities.

**Recommendation 2:** The City should introduce a development charge levy for recreation facilities. This levy should not be facility-specific (e.g., not arenas, but recreation centres) to provide the City with future flexibility for provision of growth related recreation facilities.

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<sup>1</sup> Harold Harvey has an ammonia injection refrigeration system. Any redevelopment of this arena would require replacement of this system. This significant expense is not warranted in a facility to be closed in the short term.

- Recommendation 3:** The City should develop a three-pad arena facility to replace Memorial Arena, Cooks Brothers Arena and Harold Harvey Arena. One of the three pads should be an event arena with seating accommodation for 5,000. The other two pads should have seating accommodation for 300 to 500. In developing the triple-pad, the addition of a fourth pad in the future should be planned.
- Recommendation 4:** In advance of the tendering process for this project, the City must develop a more detailed space program and capital costing. In addition to the three ice pads (and plans for a fourth pad in the future) the overall plan for the facility should consider other spaces such as gymnasium space, fitness facility, licensed food services and sports medicine and training areas. Other basic components including office and storage space, concession areas and medium size meeting rooms would of course be a component of this facility. The overall plan for the facility should be developed as the basis for tender documents and for determining and assessing partner options.
- Recommendation 5:** The City should identify and assess locations for the three-pad (with a future option of a fourth pad) arena complex. Site locations should be at least 25 acres and have municipal servicing. The site should be well situated with respect to the main urban areas of the City, should have excellent vehicular access, and be prominent with respect to visibility of this major public building.
- Recommendation 6:** The City should investigate opportunities to develop a capital and operating partnership for the three-pad arena. The specifics of this partnership will need to be carefully assessed with respect to implications for long-term costs, access by the public, implications for existing staff, public risk and liability, long-term maintenance of the infrastructure. The partnership could be for the major event arena only with community rinks remaining as municipally-operated arenas.
- Recommendation 7:** The design for the three-plex should consider the opportunity to add leisure ice to the end of one of the community ice pads. Alternatively, one of the ice pads could be designed and designated for recreational skating (public skating, shinny hockey, instructional skating). This is particularly appropriate if in the short and medium term the City chooses to retain Wally Elmer arena.

- Recommendation 8:** As part of identification and assessment of sites for the multi-pad arena, the City should initiate discussions with the Agricultural Fair Board to confirm the availability and appropriateness of the current Memorial Centre property for an arena/sports complex. Further assessment (through any additional studies or task forces) of the current Memorial Centre site should include a traffic impact study, extensive consultation with the surrounding community and perhaps geotechnical studies, to assess the ability of the site to accommodate the new facility.
- Recommendation 9:** When the three-plex is completed the City should decommission the current Memorial Centre, Harold Harvey and Cooks Brothers arenas.
- Recommendation 10:** Design of the three-plex should incorporate aspects of the current Memorial Centre, perhaps including some of the physical elements to provide continuity between the new facility and a facility that was in part constructed as a war memorial.
- Recommendation 11:** Upon approval in principle, the City should confirm its position with respect to pursuing a partnership with the private sector for the development of the three-pad arena facility. As part of this process of confirmation, the City should decide its position on the option of contracting-in.
- Recommendation 12:** Upon agreement to develop new arena facilities the City should prepare a base business plan including, at minimum, the points noted in the discussion in section 4.2.3 (point 4). Additionally, this business plan should identify those costs that the City would retain, or add, in a partnership agreement. This business plan should be used in evaluation of proponent submissions.
- Recommendation 13:** Upon agreement to develop new arena facilities, the City should assess current ice user rates and capital financing requirements and if necessary revise current surcharges. When required surcharges are identified, and prior to proceeding with development of any partnership initiatives, these revised surcharges should be reviewed with and agreed to by user groups.

**Recommendation 14:** If the City chooses to proceed with a public/private partnership it should establish a process to oversee, prepare documents for, manage the process and evaluate the partnership process. It is strongly recommended that this initiative include external support from an experienced advisor to ensure the process begins with clear objectives and that the process is fair, transparent, and results in a mutually beneficial agreement between partners.

**Recommendation 15:** Any decision to sell municipal property on which existing arenas are recommended for decommissioning should be delayed until the completion of a full cultural services master plan.

**Recommendation 16:** The City should attempt to standardize fees across the City's ice facilities by adult/youth, prime time/non-prime time. Section 2.4.2 documents current rates for different arenas. These rates currently reflect variations in the user (adult/youth), time used (prime time/non-prime time) and the quality of the facility. Fees for the event arena would reasonably reflect the greater costs to operate that facility.

**Recommendation 17:** The City should twin Centre 70 with a community level ice pad, NHL size and with seating for 300-500.

**Short to Medium term:**

**Recommendation 18:** Except for those lifecycle requirements that are critical to public safety, no additional infrastructure repairs should be undertaken for the four older arenas.

**Recommendation 19:** The City should plan to add a fourth ice pad to the three-plex in the medium term, with a community-level ice rink. This facility will be needed to accommodate growth.

**Recommendation 20:** The City should maintain the current surcharges on user fees and direct those to capital costs financing including debt repayment on new facilities.

The following points are highlights from the planning context and needs assessment of the report.

### Key Trends

- Continued participation by children and youth in hockey is anticipated. Adult recreational hockey is also growing, partly due to the strength of minor hockey as a feeder system. Over the long term, participation in team sports such as hockey is expected to level off then decline, however this decline will be partially offset by participation by girls and women.
- Adult participation in broomball has decreased, while child participation has been growing over recent years. Over the medium to long term, participation in this sport is expected to decline.
- Participation in figure skating has seen a slow but steady decline over the past years. This trend is expected to continue as more girls and women become interested in hockey.
- New and emerging sports such as sledge hockey and lacrosse will partially offset declining participation in arena activities and arena costs during non-prime time.
- Participation in Ringette has remained fairly stable, with stable to slightly increasing participation anticipated as first generation players enroll their children.

### Population Growth and Socio-Demographics

#### Population Growth

- Using the medium growth projection, Kingston will grow by 32,517 persons between 2001 and 2026 (28.5%) The surrounding CMA will grow by an additional 13,099.

#### Demographics

- The City's population is aging, with proportionally fewer children and youth and more older adults and seniors projected for the long term. This trend has implications for the future of facilities that currently cater to the interests of children and youth.
- Kingston's population differs from that of Ontario as a whole with a higher institutional population, lower annual household income, higher percentage of residents with English as mother tongue, lower labour force participation and employment rates, and a greater percentage of residents with a College or University degree.

## Arena Supply

### Arena Inventory

- With 6 arenas and 7 ice pads, the service to population ratio is 1:16,314, which is comparable to other municipalities of a similar size in Ontario.
- The more central arenas, including the City's premier facility (Memorial Centre), are more than 40 years old and are approaching the end of their facility lifespan. The two newest facilities are located in the western section of the City.
- All facilities are single pad arenas, with the exception of Cataraqui Arena. Approval has recently been granted to twin Centre 70.
- Non municipal facilities include Queen's University's Jock Hardy Arena in the urban Centre, and Constantine Arena, operated by the Royal Military College in the City's east end. These arenas cater to their respective clientele and do not experience significant public use.

### Arena Structural Characteristics

- Four of the existing ice pads are less than NHL size, 2 are NHL size, and Kinsmen is an Olympic-size surface.
- Dressing rooms at the older arenas are considered too small and inadequate for both adult and youth teams.
- Wally Elmer, Cook Brothers, and Harold Harvey are not fully accessible to persons with disabilities. These arenas are single-purpose with no additional multi-purpose space.
- Summer ice is available at Cataraqui and Kinsmen Arenas.

### Key Points from Consultation Activities

#### Key Informant Interviews

- Lack of development charge reserves has resulted in a shortfall in capital development revenue to respond to the needs of future growth. User groups are currently charged a surcharge to build reserve funds to respond to this need.
- Scheduling of tournaments and adult use as early as 8:00 pm may reduce access to some minor teams.
- The lack of an overall master plan for recreation, parks, and culture in the City leads to confusion as to how ice facility needs may fit into the overall leisure needs across the City.
- Support for “repurposing” old arenas if decommissioning them as ice arenas should be considered.

#### Public Meetings

- Some of the smaller rinks (e.g., Wally Elmer) were originally built as walk-to facilities with a community-focus in mind. Some participants felt that the study should address the need for both tournament complexes and local community facilities.
- Some participants felt the private sector has a role to play in developing new facilities.
- Participants expressed some support for building a new multi-pad facility to replace some of the older facilities at the end of their facility lifespan.
- Many participants (current ice users) expressed interest in getting involved in the future redevelopment/redesign of facilities.

#### User Group Meeting

- Location of arenas was not as important as providing adequate parking, access by major roadways, etc.
- Groups felt they would be willing to pay higher fees if they could guarantee that increases would result in facility improvements.
- Generally, there was more support for facility development partnerships with the user groups than with the private sector.
- General support was expressed for twinning existing facilities and/or developing new facilities in multiples.
- Groups expressed frustration with the lack of investment in existing facilities, despite the surcharges being applied to rates.
- Some groups noted that partnerships with the private sector would only be feasible for larger tournament/event facilities.

### Key Points from Consultation Activities (cont)

#### User Group Survey

- Surveys were sent to 113 organizations and completed by 56, representing a 50% response rate. The response rate for major ice user groups was 76%.
- Fees, interest in activity, and availability of arenas are the three most significant influences on participation.
- 32% of responding organizations maintained waiting lists, with a total of 365 people on these lists.
- User groups' satisfaction with current facilities was very low. Wally Elmer and Cooks Brothers Arena were both rated "unsatisfactory" for every component listed. Dressing room size and dressing room washroom and showers were consistently rated "unsatisfactory" for all arenas.
- Less than 1/3 of responding organizations currently host tournaments. Lack of ice time was the most common reason given.
- 27% of responding groups use summer ice. Most of those that do not have no need for summer ice.
- Capacity for special events was ranked the most important consideration for future ice facilities.
- Participation has grown in the past, however most groups expect participation to remain stable over the next 5 years.
- Groups typically require no more than 300 seats for spectators, with the exception of the Kingston Frontenacs, who would prefer 6,000 seats.
- 23% of responding groups felt that facility time available was not adequate to meet the needs of their groups. A total of 57 hours per week was needed for new and/or current programs.
- The majority (76%) of current participants in responding user groups are male. Most participants in the major ice user groups are children or youth, *industrial groups* (term used to describe adult recreational groups, often workplace groups) are most commonly between 25-64 yrs. of age.
- Most groups have no preference for future ice pad size. Of those that do, NHL size is preferred over Olympic.
- Providing adequate dressing rooms was the most common request of user groups.

### Arena Efficiency Assessment

#### Ice Rental Rates

- Ice rental rates are highest at Memorial Centre and lowest at the three older arenas.
- Prime-time rates are at the extreme ends of the spectrum for rates charged in comparable municipalities.
- Levies of 25% for adults and 20% for youth are applied to base rates.
- The prime-time rates charged for adults at Memorial Centre approach the maximum rates charged for similar municipalities, and the rate charged for youth is considerably lower than the Ontario average. The non-prime rates tend to be higher than in similar municipalities.

#### Prime Time Usage

- The four older, central pads experience slightly less prime time usage during the main season than the newer, more suburban pads. Catarauqui experienced the highest levels of use, with close to 100% of prime time hours booked.
- For an annual period, the twin pad Catarauqui Arena experienced usage that is almost three times greater than the next most used arena, Centre 70.

#### Expenditures

- Catarauqui Arena has the highest total annual expenditures. Divided in two, this equates to lower expenditures than required to operate Memorial's single pad.

#### Revenues

- Catarauqui, with two pads, generates more revenue than any of Kingston's other single-pad facilities. However, even when divided in half, the 2 pads still produce more income individually than Memorial Centre, and 36% more than the next highest revenue generator, Centre 70.

#### Operating Surplus/Deficit

- Memorial Centre experiences the highest operating shortfall.
- Harold Harvey is the only facility to operate at a surplus.

#### Cost/Hour Use

- City-wide adult ice rates more than cover the break even costs of operating Harold Harvey, Catarauqui Twin Pad and Centre 70, although adult users at Memorial Centre, Wally Elmer and Cooks Brothers are in fact not paying the full amount of the cost to provide ice.

## 1.0 Study Overview

The Arena Capacity and Expansion Study examined needs and issues related to City owned and operated arenas, with a focus on ice requirements. Comments made during public consultation activities indicated support for, even the expectation of, a broader recreation facility and services plan. Some of the existing arenas, specifically Wally Elmer Youth Centre/Arena, Harold Harvey Arena, and Cooks Brothers Youth Centre/Arena were developed as youth and recreation centres, not only, or even primarily as facilities for organized ice users. Organized ice users (both types and numbers) as they exist today, were not present when these facilities were developed. While the existing small arenas reflect the definition of a community recreation centre for the time they were built, they would not fit that definition today. Therein lies some of the confusion, or difficulty, that surrounded the scope of this study.

In keeping with the terms of reference of this study, this report focuses primarily on the requirements of ice users. However, with acknowledgement of the broader needs that these facilities have, and in some cases continue to fill, this report will address the implications of recommendations to current non-ice use.

The need for suitable ice facilities has been an issue for the (former) City of Kingston for some years. Background documents indicate the City (former) undertook similar reviews on at least two previous occasions. Public frustration at the lack of action thus far was clearly evident during the three open meetings conducted as part of this study, as was the expectation that this study would address the City's broader recreation needs. City Council is considering<sup>2</sup> the twinning of Centre 70. While this would bring the City's total to eight ice pads, the impetus for this initiative is the likely loss of at least one of the existing older facilities due to significant system failure.

Four of the oldest ice pads are in the (former) City of Kingston, newer ice facilities (Catarauqui Community Centre twin pads, and Centre 70) are located in the former Kingston Township. The former Pittsburgh Township contains no municipal arenas. Other arenas in the City include Jock Hardy Arena at Queen's University and Constantine Arena at Royal Military College in Pittsburgh Township.

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2 The City has approved expenditures of up to \$3M for the twinning of Centre 70. This project has not been tendered and has not received final approval.

## 1.1 Report Structure

The report is organized in four major sections including a brief introductory section; a planning context and needs assessment; an arena provision strategy; and an implementation process. The detailed structural assessment is provided in Appendix B.

The Planning Context includes an overview of relevant trends (population, socio-demographic and service trends), a facility inventory, including highlights of the structural assessment, a summary of consultation activities, and documentation of projected capital and annual operating costs of existing arenas. The Planning Context concludes with a brief discussion of key issues, as well as strengths, and weaknesses of the existing supply.

The Arena Provision Strategy includes recommendations for future development, service levels, cost implications, and partnership direction. The Implementation section includes a schedule for development, and identification of preliminary or next steps to implement the strategy.

## 1.2 Study Purpose and Process

The Arena Capacity and Expansion Study provides a comprehensive review of Kingston's arenas and a strategy to respond to residents' arena facility needs over the next 10 to 15 years. The Study was completed in five phases:

**Phase One, *Project Initiation***, involved several start-up activities to provide an overview of the issues to be examined within the Study.

**Phase Two, *Structural Assessment***, included site visits, visual inspections, and consultation with staff to assess the safety and viability of each facility, as well as consistency with current service and facility trends.

**Phase Three, *Needs Assessment***, included a review of background documents, identification of arena facility and participation trends, an analysis of population and socio-demographic indicators, consultation with various staff and community representatives, and comparisons of usage, operating costs, and revenues.

**Phase Four, *Analysis and Strategy Development***, analyzed information from the preceding phases, identified alternative options and a preferred strategy for future ice provision.

**Phase Five, *Final Report and Implementation Plan***, consolidated the previous phases of the report and developed a high level financing strategy and implementation plan including timing, general development locations, partnership initiatives and staff responsibilities.

# PLANNING CONTEXT & NEEDS ASSESSMENT

## 2.0 Planning Context and Needs Assessment

### 2.1 Relevant Trends

This section examines significant trends related to the facilities and services reviewed in this study. These trends have been consolidated from the consultant's data files, which are based on regular reviews of the literature, consultation with sport organizing bodies, and findings from various studies conducted in-house.

#### 2.1.1 Lifestyle Trends

- Value shifts towards personal growth and improved quality of life contribute to a personal wellness trend that is supportive of activities that promote an active lifestyle. For adults, this active lifestyle often focuses on individual rather than team activities, as well as activities that are less structured and therefore fit more easily into busy, unpredictable schedules.
- The decline in team sport participation<sup>3</sup> is in part a reflection of an aging population and therefore a reduction in the proportion of the population most likely to participate in team activities – children and youth. The decline in active team sports has been partially offset for the short term by the growing participation of women and girls in sports, which traditionally have been dominated by males. In communities where young families are prevalent, team sports remain popular.
- With *lack of time* often cited as one of the prime reasons for not participating in recreational activities, Canadians tend to adopt activities that can be easily integrated into their daily lives. Unstructured activities, often taking place outdoors and on an individual basis or with family/friends, are increasingly popular. These trends suggest that leisure providers should target their facility schedules and marketing approaches to attract and accommodate varying user groups. Facilities that are flexible, both in terms of access and programming, will be more appealing to users than single-purpose facilities.

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<sup>3</sup> City of Kingston Cultural Services Staff note that in Kingston, adult team sport participation is actually increasing.

### 2.1.2 Arena Sport Participation Trends

A number of new activities are having an impact on demand for arenas. Sports such as inline hockey, recreational inline skating, indoor soccer and box lacrosse are growing in popularity. Demand for arenas during the traditional non-ice season for these and other activities, is generating new revenues. The following points relate to participation in specific arena activities:

- **Figure Skating:** Membership with Skate Canada has been slowly declining since the 1998-1999 season. Membership in the province of Ontario has decreased 2.9% or by 2,326 participants between the 2000-2001 and 2001-2002 seasons. Currently there are 181,572 Skate Canada participants. Skate Canada is largest figure skating governing body in the world. Approximately 70.6% of Skate Canada members are registered in recreational skating programs, 20.7% are active test skaters. The average Skate Canada skater is 8.5 years old and is female. There are also approximately 100,000 volunteers associated with Skate Canada.
- **Ice Hockey:** Registration in the Canadian Hockey Association (CHA) has increased by 11% over the past ten years (93/94 – 02/03), a rate that is just slightly below the population growth for the same period. Membership in the CHA showed significant upward growth beginning in 2000. During that time registration by males increased by approximately 15,000 or 3%, while women's hockey grew by approximately 18,000 members or 40%. Women playing in the Ontario Hockey Federation accounted for more than 50% of all female hockey members in Canada (56.6%), followed by women in Alberta Hockey (11.3%) and women in the British Columbia Amateur Hockey Association (8.7%). During the past ten years most regional associations (provincial and sub regions in Ontario) have remained relatively stable with respect to growth, with some (i.e., Hockey Quebec, Hockey Newfoundland Labrador) showing declining registration. The Ontario Hockey Federation had the most significant membership increases (approximately 25%). Within branches of the OHA the Ontario Minor Hockey Association has the largest membership (92,335), followed by the Greater Toronto Hockey League (34,545), the Ontario Women's Hockey Association (29,603), the Ottawa District Hockey Association (27,581), and the Minor Hockey Alliance of Ontario (23,476). For all branches, participation at the youngest levels has the highest participation. Participants playing at the Pee Wee and below Pee Wee levels represent 62% of all players registered with the Canadian Hockey Association in 2002/03. Almost 28% of the overall membership plays at the Bantam or Midget levels. Senior-Recreational players account for approximately 4.6% of all CHA members. Approximately 5.5% of all CHA members play at either the Juvenile or Junior levels of play.

- **Ringette:** According to Ringette Canada, there are 25,127 registered Ringette participants across Canada. Ontario is the province with the highest number of Ringette participants with 9,201 participants. Overall, participation has remained relatively stable over the past 8 to 10 years. However, there was a slight increase of 1.64% nationally and 2.67% provincially for the 2002-2003 season. Ringette Canada's executive director predicts that they are predicting that participation will increase among the younger age groups as the first generation of women to play this sport have children and enrol them in the sport.
- **Adult Recreational Ice Hockey:** Adult recreational hockey has experienced relatively widespread growth over the past five years and currently includes an estimated 500,000 participants across Canada, according to the Canadian Adult Recreational Hockey Association. The CRHA indicates that league activity among 19 to 30 year olds has experienced the highest rate of growth for men, while women's adult hockey has also increased in the past five years. In this past (2002) season alone, CARHA experienced an upswing (of over 200%) in its membership enrolment of women's teams and leagues. The CARHA projects that steady growth will continue because of the strength of minor hockey in Canada acting as a feeder system.
- **In-Line Hockey:** Participation in this sport is increasing, as are the number of registered and non-registered leagues in Ontario. In-line hockey allows players to develop and maintain basic hockey skills during the spring and summer months, and this "off-ice" philosophy is gaining momentum.
- **Broomball:** According to staff at the Ontario Broomball Association, participation by children has increased over the past few years, while adult participation has decreased.
- **Sledge Hockey:** Participation in sledge hockey, designed for individuals with physical disabilities and sensory impairments, is increasing.<sup>4</sup> This team sport incorporates the same rules as hockey. Players sit on specially designed sleds mounted onto skate blades and use two hand held sticks for passing, stick handling, shooting, and manoeuvring their sleds.
- **Lacrosse:** Leading into and during the 1990's, participation rates grew exponentially in all forms of lacrosse, and there is no sign of any wane in this sport's level of growth and popularity. According to the Canadian Lacrosse Association, in 2002 there were a total of 199,624 members of the Canadian Lacrosse Association, an increase of 38% from the 2001 figures. These numbers reflect all four types of lacrosse (box, men's and women's field, and inter lacrosse), and are spread across the minor, junior and senior age divisions. There are almost 25,000 Box Lacrosse players in Canada, both male and female, and the ages of competition range from 6-65 years of age.

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<sup>4</sup> According to Dean Delaurier, President of Sledge Hockey Canada, participation in sledge hockey has increased over 200% over the past five years, with approximately 1,000 participants involved in the sport across Canada in 2003.

### 2.1.3 Leisure Facility Trends

- Community recreation facilities increasingly consolidate a variety of components within multipurpose facilities. Facilities that are flexible, both in terms of access and programming, providing the opportunity to meet several personal or family needs in one location, will be more appealing than single-purposed facilities.
- Some new recreation centres resemble “recreation destinations” that include traditional leisure amenities (e.g. ice rinks, fitness centres, etc.), along with expanded retail and entertainment options such as cinemas and grocery stores<sup>5</sup>.

### 2.1.4 Arena Facility Trends

- The membership participation rates discussed in section 2.2 have significance for arena size and design. As a majority of those playing hockey are either very young, or older and playing recreational hockey, demand is most likely to be for NHL size ice, rather than the larger Olympic ice pads. Large seating capacities (>300) is also not likely to be well used for the majority of time ice is used. Finally, the large percentage of young players will continue to demand ice at earlier prime-time hours, making it increasingly difficult to promote ice use during the school day or in the late evening hours.
- Arena facilities are rarely built as single pads anymore, but rather are twinned or provided in other multiple combinations. This permits economies of scale with respect to both capital and operating costs, and also helps to attract larger, revenue-generating tournaments and competitions.
- Arenas without summer ice can be made more useful to other sports including in-line hockey, box lacrosse, basketball, and volleyball through the addition of temporary multi-purpose sectional floor boards and fans to cool non-air conditioned facilities.
- There is a trend toward including leisure ice in arena complexes, which is usually provided as ice space added to the end of a normal hockey rink. This leisure rink is generally separated from the full ice pad by the end boards, with large doors built into the boards to allow ice cleaning machinery access to the leisure ice surface. The leisure surface is usually one-third to one-half the size of a full ice pad and is not enclosed by boards.
- Large arenas are increasingly used for alternative (non ice related) sports and events, including concerts and trade shows.

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5 A Look at Tomorrow's Recreation Facilities, *Parks & Recreation Canada*, Winter 2003

- Reductions in traditional funding sources (e.g., taxes, provincial and federal grants) have encouraged the public sector to look to partnerships with the private sector to assist in providing services and facilities. This in turn has led to the development of a number of management and funding organizations within the private sector interested in partnering on facilities with revenue-generating potential. In most cases, arena partnerships have involved facilities with multiple ice pads catering to a higher-end adult market or for licensed restaurants within those facilities. Facility management partnerships also exist wherever reasonable profits can be achieved, including for golf courses, curling clubs, etc.
- Similarly, some municipalities are entering into financing agreements with major user groups (e.g., minor hockey association), sometimes requiring this as a prerequisite of future capital outlays. Community and User Group Surveys completed by dmA have generally identified a preference for partnerships with community groups over those with private sector providers.

## 2.2 Population & Socio-Demographic Analysis

This section of the study outlines current socio-demographic and population trends in Kingston, including anticipated population growth, age cohort structure, employment, family composition, language, education, and income. Where appropriate discussion also includes reference to the Kingston Census Metropolitan Area (CMA). Information in tables 2.1 through 2.5 is taken directly from the Statistics Canada web site for the 1996 and 2001 Census. Data for 1996 was consolidated from information pertaining to the former City of Kingston, Pittsburgh and Kingston Townships. Reference to the former municipalities will be made throughout this document, rather than the currently used Kingston Central, East and West, as the geographic boundaries of the new designations may not yet be clearly understood by the community at large. As well, information provided and used here often references the former municipalities.

### 2.2.1 Population Growth

Table 2.1 outlines population growth in the City of Kingston and the Province of Ontario over the previous two census periods (the 1996 population for Kingston is a sum of the populations of the three former areas – City of Kingston, Pittsburgh Township, and Kingston Township). From 1996 to 2001, the City of Kingston's population increased by 1.4%, much smaller growth than the Province's population increase of 6.1%.

TABLE 2.1: POPULATION GROWTH IN KINGSTON AND THE PROVINCE OF ONTARIO 1996 TO 2001

Census Period	Kingston	Ontario
1996 Population	112,605	10,753,573
2001 Population	114,195	11,410,046
Population Change (%)	1.4%	6.1%

Table 2.2 provides population growth projections for the City of Kingston and for all other areas (combined) of the Kingston Census Metropolitan Area (CMA) for the years 2001 to 2026 based on the City's medium-growth scenario<sup>6</sup>. The institutional population shown "includes inmates, nursing home occupants, and some students"<sup>7</sup>, but it is unknown what percentage of the total institutional population each of these groups comprises. However, most of the 22,000 post-secondary students at Kingston's three higher-education

<sup>6</sup> Revised Draft Interim Report No. 2, *City of Kingston Urban Growth Strategy – Evaluating the Growth Alternatives*, J.L. Richards & Associates Ltd. April 2003. Population Projections provided by Stevens Associates.

<sup>7</sup> *ibid*, p. 11

institutions would not have been present at the time of the 2001 census (May) and, therefore, are thought to make up only a small part of Kingston's census population total<sup>8</sup>.

Table 2.2 shows that the City's population is expected to grow by 32,517 or 28.5% from 2001 to 2026. The rest of the Kingston CMA, which includes Loyalist Township, the Township of South Frontenac, and the Township of Frontenac Islands, is expected to experience a substantially higher rate of growth at 13,099 persons or 40% over the same time period. However, while the percentage growth in the surrounding communities is larger than that projected for the City of Kingston, the real population growth in the City will be more than double that of the CMA.

TABLE 2.2: PROJECTED POPULATION GROWTH IN KINGSTON AND KINGSTON CMA 2001-2026  
(MEDIUM PROJECTION)

Area	Group	2001	2006	2011	2016	2021	2026
Kingston	Total Population	114,195	119,153 (4.3%)	124,158 (4.2%)	130,758 (5.3%)	138,916 (6.2%)	146,712 (5.6%)
	Institutional Population	4,615	4,838 (4.8%)	5,063 (4.6%)	5,352 (5.7%)	5,705 (6.6%)	6,049 (6.0%)
	Non-Institutional Population	109,580	114,315 (4.3%)	119,095 (4.2%)	125,406 (5.3%)	133,211 (6.2%)	140,663 (5.6%)
Rest of Kingston CMA	Total Population	32,643	34,790 (6.6%)	36,924 (6.1%)	39,359 (6.6%)	42,619 (8.3%)	45,742 (7.3%)
	Institutional Population	983	1,031 (4.9%)	1,078 (4.6%)	1,140 (5.8%)	1,216 (6.7%)	1,288 (5.9%)
	Non-Institutional Population	31,660	33,759 (6.6%)	35,846 (6.2%)	38,398 (7.1%)	41,403 (7.8%)	44,454 (7.4%)

\* Percentages in brackets refer to the increase in the specific population over the preceding 5 years. Calculated by dmA from Stevens Associates data

## 2.2.2 Age Structure

Table 2.3 shows that, in 2001, the distribution of ages in the City of Kingston was comparable to that of the entire Province of Ontario. Kingston had a slightly greater percentage of 20-24 year olds, but a lower proportion of 25-54 year olds, although both of these differences were minimal and may be attributed to the institutional groups (i.e., students, inmates) included in the City's totals.

<sup>8</sup> as determined from the draft Interim Report No. 2, City of Kingston Urban Growth Strategy (referenced on preceding page) and through discussions with Planning Department staff.

TABLE 2.3: AGE COHORT DISTRIBUTION COMPARING CITY OF KINGSTON AND ONTARIO - 2001

Age Group	Kingston		Ontario	
	Persons	% of Total	Persons	% of Total
0-4	5,780	5.06%	671,250	5.88%
5-14	13,825	12.11%	1,561,500	13.68%
15-19	7,490	6.56%	769,420	6.74%
20-24	9,570	8.38%	718,420	6.29%
25-54	49,820	43.62%	5,153,290	45.16%
55-64	10,820	9.47%	1,064,000	9.32%
65-74	8,895	7.79%	818,165	7.17%
75+	7,990	7.00%	654,005	5.73%
Total	114,190 <sup>9</sup>	100.00%	11,410,050	100.00%

Table 2.4 identifies significant changes in age structure for the City of Kingston from 1996 to 2001 (again, as with Table 2.1, 1996 figures in Table 2.4 represent the sum of the three former municipalities that were amalgamated in 1998). Overall, the Kingston population is aging. This is evident in the 16% decrease in persons within the 0 to 4 age category, and the 21.8% and 12.5% increases in residents in the 75 and older and 55 to 64 age categories, respectively. This trend has implications for the future of facilities that currently cater to the interests of children and young adults.

TABLE 2.4: CHANGE IN AGE STRUCTURE FOR THE CITY OF KINGSTON 1996 TO 2001

Age Group	1996		2001		% Change From 1996 to 2001
	Persons	% of Total	Persons	% of Total	
0-4	6,890	6.2%	5,780	5.1%	-16.1%
5-14	13,835	12.3%	13,825	12.1%	-0.1%
15-19	7,045	6.3%	7,490	6.6%	6.3%
20-24	9,740	8.6%	9,570	8.4%	-1.7%
25-54	50,030	44.4%	49,820	43.6%	-0.4%
55-64	9,615	8.5%	10,820	9.5%	12.5%
65-74	8,910	7.9%	8,895	7.8%	-0.2%
75+	6,560	5.8%	7,990	7.0%	21.8%
Total	112,625	100.0%	114,190	100.0%	1.4%

<sup>9</sup> [www.statcan.ca](http://www.statcan.ca) 2001 Census data for Kingston. Note that the total addition by age – 114,190 is as listed on the Statistics Canada web site, although other locations on the same web site lists total 2001 census population of 114,195. The discrepancy is assumed to be due to rounding by Statistics Canada.

### 2.2.3 Socio-Demographic Indicators

Table 2.5 presents several socio-demographic indicators relevant to this study taken from the 2001 Statistics Canada census. Overall, Kingston's socio-demographic composition is somewhat different than that of the Province as a whole. For example, annual income for the City of Kingston is approximately 15% lower than the provincial average, which may be due to the relatively older age of residents. As well, a much higher percentage of Kingston residents cite English as their mother tongue.

A greater percentage of City of Kingston residents hold a College or University certificate, diploma or degree than is the case for the province as a whole. Finally, the City of Kingston has labour force participation and employment rates that are lower than those for the rest of the province, but, again, this may be due to the relatively high proportion of institutional residents (i.e. inmates) included in the City's population totals.

TABLE 2.5: SOCIO-DEMOGRAPHIC INDICATORS

Indicator	City of Kingston		Province of Ontario	
	Actual Number	Percent of Total	Actual Number	Percent of Total
<b>Annual Income</b>				
Male	\$36,118		\$42,719	
Female	\$24,880		\$26,894	
<b>Average Total Income</b>	<b>\$30,600</b>		<b>\$35,185</b>	
<b>Mother Tongue</b>				
English Only	95,430	85.91%	7,965,225	70.58%
French Only	3,750	3.38%	485,630	4.30%
Both English and French	380	0.34%	37,135	0.33%
Other	11,520	10.37%	2,797,555	24.79%
<b>Total</b>	<b>111,080<sup>10</sup></b>	<b>100.00%</b>	<b>11,285,545</b>	<b>100.00%</b>
<b>Level of Education</b>				
% of population with Trades Certificate or Diploma				
Age 20 to 34		6.9%		7.9%
Age 35 to 44		11.4%		11.5%
Age 45 to 64		11.4%		11.6%
% of population with College Certificate or Diploma				
Age 20 to 34		21.1%		19.55
Age 35 to 44		23.3%		21.25
Age 45 to 64		19.3%		16.6%
% of population with University Certificate, Diploma, or Degree				
Age 20 to 34		26.1%		25.7%
Age 35 to 44		28.0%		24.3%
Age 45 to 64		25.4%		21.5%
<b>Labour Force Participation</b>				
Participation Rate				
Male		69.9%		73.4%
Female		59.8%		61.5%
Total		64.6%		67.3%
Employment Rate				
Male		64.6%		69.1%
Female		55.3%		57.6%
Total		59.7%		63.2%
Unemployment Rate				
Male		7.5%		5.8%
Female		7.5%		6.5%
Total		7.5%		6.1%

10 Information from 2001 Census data, [www.statcan.ca](http://www.statcan.ca) for City of Kingston data (page 2). The discrepancy in total population is not explained. The assumption is made that this is preliminary data or 1996 data although that is not referenced.

## 2.3 Arena Inventory and Structural Assessment Summary

This Chapter includes a description of the characteristics and features of Kingston's six arenas, and comments on the level of arena facility supply compared to Ontario communities of similar population size. A summary of the structural assessment provided in detail in Appendix B is also provided here.

Historically, facility standards have been used by municipal recreation departments to determine "how much" of a particular facility is required to serve residents' needs. Recreation facility requirements are community specific, and for this reason, there has been movement away from the traditional use of standards. While they are a helpful starting point, factors such as demographic composition, proximity to other service providers, potential growth (or lack of), available resources, etc., can make two communities of similar size quite different with respect to needs and wants. For these reasons, relative level of supply among municipalities is only one factor considered in this assessment. For the purpose of this study, facility supply comparisons will be based on data collected through a dmA planning report entitled "Municipal Recreation Facilities Study, dmA Planning & Management Services, 2002", which updated a 1996 Ministry of Citizenship, Culture and Recreation and Ontario Recreation Facilities Association study on facility provision levels.

### 2.3.1 Arena Characteristics and Features

The City of Kingston operates six arena facilities with a total of seven ice pads, for a service to population ratio of 1 ice pad per 16,314 persons. The provincial average for municipalities of a comparable size is 1:16,360<sup>11</sup>, with an average of 8.2 facilities per municipality, a maximum of 16 ice pads and a minimum of 6. The City of Kingston's supply of ice pads is therefore comparable to other municipalities of a similar size in Ontario.

Table 2.6 following presents a variety of characteristics of Kingston's ice pads based on an inventory chart completed with City staff. The seven pads range in age from 10 to 52 years old, with all of the more central arenas (Memorial Centre, Wally Elmer, Cook Brothers, and Harold Harvey) more than 40 years old. The Memorial Centre, home to Kingston's Junior A hockey team, was built in 1951 and is the oldest of the City's six municipal arenas. The two newest facilities are located in the western section of the City, formerly called Kingston Township. Former Pittsburgh Township in the east contains no municipal ice facilities. Other arenas in the City include Queen's University's Jock Hardy Arena in the urban centre of the City, and

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<sup>11</sup> Municipal Recreation Facilities Study, dmA Planning & Management Services, 2002, p.5. Based on results for 11 responding municipalities within the 100,000 to 250,000 population range.

Constantine Arena, operated by the Royal Military College in the City's east end. A map showing the location of all arenas in the City of Kingston is presented on the following page.

With the exception of the Cataraqui Arena, all facilities are single pad arenas, although initial approval has recently been granted to twin the Centre 70 Arena in the City's west end. Four of the ice pads are less than NHL size, 2 are NHL size, and Kinsmen Ice Pad is an Olympic-size ice surface. Four or five dressing rooms are provided for each ice pad, most of which are small and inadequate at the older arenas. A fair amount of spectator seating is available at the newer arenas, but the facility with the greatest capacity (3,000 seats) is the ageing Memorial Centre Arena. The newer facilities, Cataraqui and Kinsmen Arenas, have the ability to produce summer ice. The smaller, older, central arenas (Wally Elmer, Cook Brothers, and Harold Harvey) are not fully accessible to persons with disabilities.

Table 2.7 describes of features associated with each of Kingston's arenas. None of Kingston's arena facilities include small meeting rooms, and only the two newer facilities have larger multi-purpose spaces that can accommodate banquets or other large functions. All facilities have a concession/snack bar and all but the Cataraqui Arena provide office space, most at no charge. The Cataraqui Arena is the only facility that provides storage for user groups, and this space is fairly small and only available for a speed skating group.

(map to be inserted here)

TABLE 2.6: SELECTED CHARACTERISTICS OF KINGSTON ARENAS

Arena/Ice Pad	Year Constructed	Length of Ice (ft)	Width of Ice (ft)	Number of Dressing Rooms	Seating Capacity (#)	Summer Ice Ability? (Y/N)	Adequate Parking? (Y/N)	Fully Accessible to Disabled? Y/N)
Memorial Centre	1951	200	90	4 + 1	3000 +	No	No	Yes
Wally Elmer	1968	175	75	4 smallest	200 portable	No	No	No
Cook Brothers	1968	175	75	4 small	200 portable	No	No	No
Harold Harvey	1961	180	80	4 small	200 portable	No	No	No
Centre 70	1969	185	85	4	700	No	No	Yes
Cataraqui Ice Pad	1973	200	85	5	1000	Yes	Yes	Yes
Kinsmen Ice Pad	1993	200	100	4 + 1	400	Yes	Yes	Yes

Source: Template Provided to City Staff

TABLE 2.7: SELECTED FEATURES OF KINGSTON ARENAS

Arena/Ice Pad	Number of Meeting Rooms	Banquet/Hall Space (Person Capacity)	Concession/ Snack Bar	Storage Space For Rent	Office Space For Rent
Memorial Centre	0	None	Yes	No	Yes
Wally Elmer	0	None	Yes	No	Yes – Free
Cook Brothers	0	None	Yes	No	Yes – Free
Harold Harvey	0	None	Yes	No	Yes – Free
Centre 70	0	Hall – 200	Yes	Small lockers	Yes – Free
Cataraqui Ice Pad	0	Cloverdale – 250	Yes	Small for speed	No
Kinsmen Ice Pad	0	Sunnyside – 250		skaters	

Source: Template Provided to City Staff

## 2.3.2 Structural Assessment Summary

As part of the Study process, Trow Consulting Engineers conducted an assessment of the physical condition, functional capabilities, and the needs and possibilities for expansion and/or upgrades for each of Kingston's existing arenas. Detailed findings of this assessment can be found in the Technical Background Report in Appendix B of this report. A summary of the preliminary findings of this assessment follows.

### 2.3.2.1 Catarauqui/Kinsmen Arena

#### Issues/Opportunities:

- Generally good condition, good refrigeration plant, large ice surface, good seating;
- Dressing rooms require better ventilation and temperature control;
- Roof leaks, need to improve drainage along south side, not connected to City services – requires daily pump-out of holding tank;
- Expansion would displace ball diamond;
- Anticipated ongoing capital maintenance over next 10 years = \$2.2M.

#### Summary:

The Catarauqui/Kinsmen Arena is Kingston's only twin pad facility and Kingston's best arena. Although not up to the standard of the newest facilities in some other communities, it provides a very satisfactory level of service.

### 2.3.2.2 Centre 70

#### Issues/Opportunities:

- Generally good condition, good refrigeration plant, large ice surface, pleasing upper hall;
- Possible ice pad heaving, roof leaks;
- Dressing rooms need upgrades and ventilation;
- Refrigeration room not well located for twinning, drainage would be an issue with twinning;
- Space on site to twin arena and add required parking;
- Expansion with small seating capacity an option;
- Anticipated ongoing capital maintenance over next 10 years = \$1M (does not include twinning).

#### Summary:

Centre 70 is a pleasing and mostly satisfactory modest (initial) cost arena and hall. The site could accommodate a second pad with approximately 400 to 600 spectators. Total spectators on two pads of approx. 700, plus 200 in a hall function would require 160 to 180 parking spaces – the probable maximum on-site. If a future vision for Kingston is a multi-pad with seating of 5,000 to 6,000 in one, with multi-purpose capabilities and over 1,000 car parking; this site is much too small, and probably not well located.

### 2.3.2.3 Cook Brothers Arena

#### Issues/Opportunities:

- Reasonably good refrigeration plant, obsolete arena but fulfilling needs of local boxing club;
- Fair to poor condition, lobby & public washrooms inadequate, rink slab, boards, and glass need replacement, dressing rooms small, uninsulated rink floor, limited parking, not accessible to disabled;
- Small site with limited parking, however there is space to expand and improve the lobby – at the expense of the parking lot;
- Cost to maintain existing facility over a ten year period would be approximately half the cost of new single pad facility = \$1.6M. (includes addition).

#### Summary:

The Cook Brothers Arena is by most standards an obsolete arena, although it is currently filling a need for ice time in the City and providing a home for the Boxing Club. The arena's appeal, condition and required costs, existing site weaknesses, and proximity to the Memorial Arena site raise questions about its role in Kingston's long-term plan.

#### 2.3.2.4 Wally Elmer Arena

**Issues/Opportunities:**

- Good rink floor, good dry usage, good refrigeration;
- Small rink, not accessible to the disabled;
- Aging piping and electrical system;
- Ongoing repairs more frequent than in newer building;
- Basically obsolete, however space exists to enlarge and improve entry lobby, washrooms, warm viewing, snack bar, changerooms and add additional parking. Additional parking would be at the expense of the park;
- Cost to maintain existing facility over a ten year period would be approximately half the cost of new single pad facility = \$1.5M. (includes addition).

**Summary:**

This facility has limited appeal and requires a significant expenditure for repairs, replacements and upgrading, but is well used during winter and in summer for its dry floor program. Although in many ways an obsolete structure, this arena continues to satisfy basic needs and may be upgraded, renovated and repaired to meet future needs in the northeast area of the City. Ongoing repairs and replacements will be more frequent than in a newer building.

#### 2.3.2.5 Harold Harvey Arena

**Issues/Opportunities:**

- Originally an open air rink, generally fair to good condition; good refrigeration plant;
- Inadequate support under rink slab due to high water table and erosion;
- Hall and washrooms not accessible;
- Changerooms and warm viewing are small, limited space to possibly add 2 dressing rooms;
- Aging piping and electrical systems;
- Roof and site drainage problems to be corrected;
- Ammonia refrigeration system in satisfactory condition but potentially more hazardous to occupants and residents – replacement is planned;
- Anticipated ongoing capital maintenance over next 10 years = \$1M.

**Summary:**

This arena has been modified over its 40-year lifespan to such an extent that it functions well. The arena site is small, and winter parking is inadequate due to the hazard of snow/ice falling from roof and shared

Sunday parking with the church. Any decision to upgrade this facility would require the ammonia refrigeration system to be replaced.

### 2.3.2.6 Memorial Centre Arena

#### Issues/Opportunities:

- Fair condition, structurally sound;
- Central site, good location, insufficient parking but room to expand;
- Old mechanical/electrical systems have limitations and much higher maintenance/repair costs;
- Major renovation to existing facility not practical nor would it result in any economic advantage;
- Seats are uncomfortable, existing seating not practical for neighbourhood-serving facility, but too few for a major event facility;
- Location of ammonia refrigeration and public areas a risk;
- Lobby, washrooms, dressing rooms, food areas small, unappealing and inadequate;
- Anticipated ongoing capital maintenance over next 10 years = \$5.3M

#### **Summary:**

This major facility is solidly built and structurally sound, but very dated and will require a large expenditure to maintain and upgrade. The building is too large and uneconomical to operate as a neighbourhood-serving facility, although it falls well short of the requirements for a major multi-purpose facility. It may be incorporated for a limited time as a stage in the development of a major complex.

## 2.4 Arena Financial Efficiency Assessment

### 2.4.1 Introduction

This section analyzes the relative financial efficiency of Kingston's six arena facilities. Financial efficiency compared annual operating costs (e.g., utilities, maintenance, staff, etc.), revenues, and hours of ice time used. Kingston rates for ice use were also compared to a select number of other municipalities in Ontario.

Budget figures used throughout this assessment were taken from the 2003 City of Kingston *Approved Operating Budget*. Staff noted that arena operations account for approximately \$719,000 in administrative expenses per year that are divided equally across all arenas, these expenditures have not been included in this comparison *between* facilities. The Cataraqui Arena also has \$249,588 in debenture principle and interest for 2003 (and is the only facility with debenture outstanding). These capital expenses are not included in the various calculations of financial efficiency.

## 2.4.2 Ice Time Rates

Table 2.8 shows the rates charged by the City of Kingston for its different ice pads. The grand total paid by users includes the base rate plus a municipal levy (25% for adults and 20% for youth) and GST.

TABLE 2.8 ICE TIME RATES AT CITY OF KINGSTON ARENAS

Facility and Category	Base Rate	Grand Total*
<b>Memorial Centre</b>		
Prime Time Adult	\$143.41	\$189.30
Non Prime Adult	\$97.52	\$128.73
Prime Time Youth	\$97.52	\$123.85
Non Prime Youth	\$68.84	\$87.43
Miscellaneous	\$51.15	\$64.96
Summer	\$143.41	\$189.30
Summer (schools)	\$90.00	\$114.30
<b>Wally Elmer, Cooks Brothers, Harold Harvey</b>		
Prime Time Adult	\$130.02	\$171.63
Non Prime Adult	\$84.13	\$111.05
Prime Time Youth	\$85.93	\$109.13
Non Prime Youth	\$68.84	\$87.43
Miscellaneous	\$51.15	\$64.96
Summer	\$130.02	\$171.63
Summer (schools)	\$90.00	\$114.30
<b>Centre 70, Cataraqui Pad, Kinsmen Pad</b>		
Prime Time Adult	\$132.90	\$175.43
Non Prime Adult	\$87.48	\$115.47
Prime Time Youth	\$85.93	\$109.13
Non Prime Youth	\$68.84	\$87.43
Miscellaneous	\$51.15	\$64.96
Summer	\$132.90	\$175.43
Summer (schools)	\$90.00	\$114.30

\*Grand Total includes the municipal levy amount (25% for adults and 20% for youth) and GST.

As shown above, users pay approximately 8-14% more for ice time at the Memorial Centre. Prime time rates for adults are generally 47-55% higher than non-prime rates, while at all arenas other than the Memorial Centre, non-prime youth users are given a 25% discount. (42% difference at Memorial Centre). Summer ice time is charged at the prime-time rate for adults, with the exception that summer figure skating schools pay approximately 14% less.

Table 2.9 below compares prime and non-prime time rates at Kingston's Arenas with those of other comparable municipalities in Ontario. Comparison municipalities were chosen because they are similar in population to Kingston (Oshawa, St. Catharines, Guelph). Average income information (includes all income types, male and female) is also provided as a means of comparing relative ability to pay local fees. Populations and income are taken from the 2001 Canadian Census.

Municipality	Population	Average Income	Prime-Time Rates	Non-Prime Time Rates
Kingston	116,000	\$30,600	\$109 to \$189	\$87 to \$129
Peterborough	71,446	\$28,574	\$140 to 149.99	\$110 to 119.00
Oshawa	146,000	\$33,007	\$180 to \$189.99	\$120 to \$129.99
St. Catharines	130,000	\$30,997	\$150 to \$159.99	\$85 to \$89.99
Guelph	107,000	\$33,370	\$170 to \$179.99	\$55 to \$59.99
Average for comparison Municipalities (rounded)	83,872	\$35,185 (Ontario Average)	\$150 to \$170	\$96 to \$110
<b>All Ontario Municipalities**</b>				
Maximum Rates			\$180 to \$189.99	\$130 to \$139.99
Minimum Rate			\$65 to \$69.99	\$45 to \$49.99
Average Rate			\$123.17	\$83.58

\*Source: City of Kingston Staff

\* \*Source: Part-Time Wage Survey, PRO, 2003. Note: this includes municipalities of all size populations.

Prime-time rates in Kingston are at the extreme ends of the range of rates charged in comparison municipalities. Specifically, the prime-time rate charged for Memorial Centre is equal to the highest rates charged by comparison municipalities and the same as the maximum rate charged in all municipalities participating in the PRO survey. At the low end (rate charged to youth) the City of Kingston youth rate is considerably lower than the low rate charged in comparison municipalities and lower than the Ontario average. Non-prime time rates for all arenas tend to be at the high end of the range: the high rates (rates

charged to adults) are higher than the Provincial<sup>12</sup>. average for similar sized municipalities, and lower rates (rates charged to youth) are higher than the Provincial average.

### 2.4.3 Prime-Time Usage

The total prime time hours used, and the percentage of available prime time booked, are important to assessing each arena's level of efficiency. Figure 2.1 and Tables 2.10a, b, and c show the total prime-time hours used at each of Kingston's seven ice surfaces during the past three ice seasons<sup>13</sup>. Table 2.11 provides a summary of the percentage of available prime-time hours that are used at each arena during each ice season.

**TABLE 2.10A: PRIME TIME USAGE AT KINGSTON ARENAS DURING REGULAR SEASON (OCTOBER 2002 – MARCH 2003)**

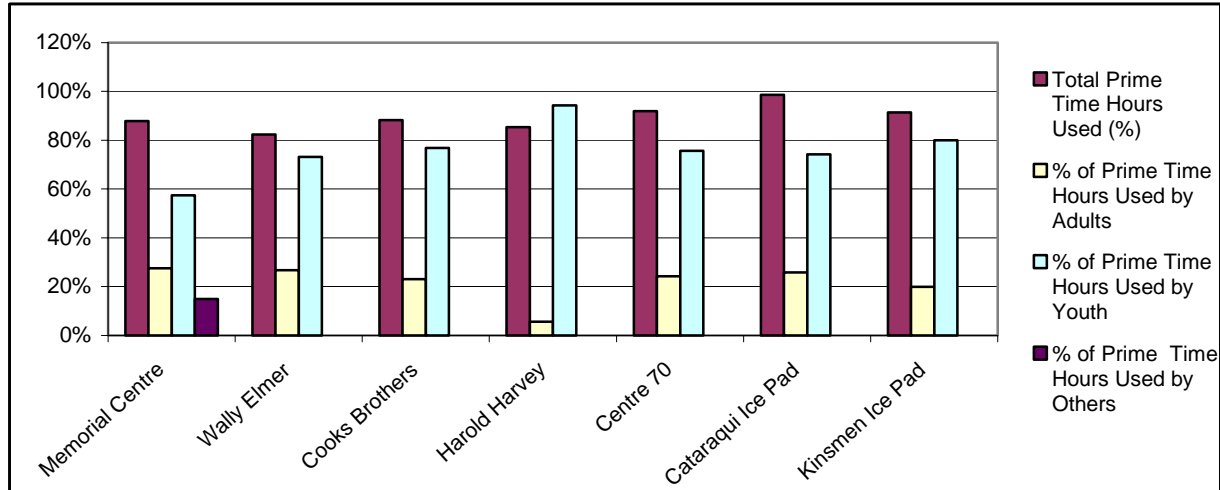
Ice Surface	Total Prime Time Hours Available*	Total Prime Time Hours Used (%)	% of Prime Time Hours Used by Adults	% of Prime Time Hours Used by Youth	% of Prime Time Hours Used by Others
Memorial Centre	1642	1442.5 (87.9%)	27.6%	57.4%	15%
Wally Elmer	1642	1351.5 (82.3%)	26.8%	73.2%	0
Cooks Brothers	1642	1448.0 (88.2%)	23.1%	76.9%	0
Harold Harvey	1642	1402.0 (85.4%)	5.7%	94.3%	0
Centre 70	1642	1509.0 (91.9%)	24.3%	75.7%	0
Cataraqui Ice Pad	1642	1619.0 (98.6%)	25.8%	74.2%	0
Kinsmen Ice Pad	1642	1501.5 (91.4%)	20.0%	80.0%	0
<b>Totals/Averages</b>	<b>11,494</b>	<b>89.4%</b>	<b>22%</b>	<b>76%</b>	<b>2%</b>

\*The total prime time hours available during the regular season is equal to 65 prime time hours per week x 26 weeks of operation, and takes into account hours lost due to facility closures and statutory holidays.

12 Discussions with Larry Ketchison, CEO of PRO, confirmed assumptions that prime-time arena rental rates documented for each municipality in the Part-Time Wage Survey, 2003, include the final rates charged to the user including surcharges, etc.

13 The number of prime time hours used and available during each season for each arena were provided by City staff.

FIGURE 2.1: PRIME TIME USAGE AT KINGSTON ARENAS DURING REGULAR SEASON (OCTOBER 2002 – MARCH 2003)



The amount of prime time hours allocated to adult users is reasonable compared to other municipal arenas, in fact higher than many. This relatively high rate of adult users makes the high adult use rate a benefit. Should the percent of youth users increase, the relatively low youth rate being charged would result in even higher operating losses.

TABLE 2.10B: PRIME TIME USAGE AT KINGSTON ARENAS DURING SHOULDER SEASON (APRIL AND SEPTEMBER 2002)

Ice Surface	Total Prime Time Hours Available During Season*	Total Prime Time Hours Used	% of Prime Time Hours Used by Adults	% of Prime Time Hours Used by Youth	% of Prime Time Hours Used by Others
Memorial Centre	188	167.5 (89.1%)	37.3	62.7	0
Wally Elmer	0	0	0	0	0
Cooks Brothers	65	34 (52.3%)	79.4	20.6	0
Harold Harvey	383	329.5 (86.0%)	13.4	86.6	0
Centre 70	513	304.5 (59.3%)	23.6	76.4	0
Cataraqi Ice Pad	513	463.0 (90.3%)	18.4	81.6	0
Kinsmen Ice Pad	513	415.5 (81.0%)	28.2	71.8	0
<b>Totals/ averages</b>	<b>2,175</b>	<b>76%</b>	<b>23.26% (24%)</b>	<b>57.1% (76%**)</b>	

\*The total prime time hours available during the shoulder season varies by arena. Centre 70, Cataraqi, and Kinsmen are all open for 8 weeks at 65 hours per week; Harold Harvey is open for 6 weeks, Cooks Brothers for 1, and Memorial Centre for 3. The final figures take into account hours lost due to facility closures and statutory holidays.

\*\*The bracketed percentages for average hours used by adults and youth during the shoulder season are percentages without Cooks Brothers Arena included. During the shoulder season this arena is largely used by adults, but is not reflective of the majority of the City's arenas, causing an unrealistic skewing of the average distribution of use.

**TABLE 2.10C: PRIME TIME USAGE AT KINGSTON ARENAS DURING SUMMER SEASON (MAY TO AUGUST 2002)**

Ice Surface	Total Prime Time Hours Available During Season	Total Prime Time Hours Used (%)	% of Prime Time Hours Used by Adults	% of Prime Time Hours Used by Youth	% of Prime Time Hours Used by Others
Memorial Centre	0	0	0	0	0
Wally Elmer	0	0	0	0	0
Cooks Brothers	0	0	0	0	0
Harold Harvey	171	102.5 (59.9%)	12.7	87.3	0
Centre 70	57	53 (93.0%)	0	100	0
Cataraqui Ice Pad	777	754 (97.0%)	29.1	70.9	0
Kinsmen Ice Pad	948	789 (83.2%)	43.9	56.1	0
<b>Totals/Averages</b>	<b>1,953</b>	<b>83.3%</b>	<b>21%</b>	<b>79%</b>	

\*The total prime time hours available during the shoulder season varies by arena. Centre 70 is open for 1 week, Harold Harvey for 2 weeks, Cataraqui for 14 weeks, and Kinsmen for 17 weeks, all at 57 hours per week. The final figures take into account hours lost due to facility closures and statutory holidays.

**TABLE 2.11: SUMMARY OF PERCENTAGE OF PRIME-TIME USAGE AT KINGSTON ARENAS DURING EACH ICE SEASON**

Ice Surface	Percentage of Prime Time Used		
	Regular Season	Shoulder Season	Summer Season
Memorial Centre	87.9%	89.1%	n/a
Wally Elmer	82.3%	n/a	n/a
Cooks Brothers	88.2%	52.3%	n/a
Harold Harvey	85.4%	86.0%	59.9%
Centre 70	91.9%	59.4%	93.0%
Cataraqui Ice Pad	98.6%	90.3%	97.0%
Kinsmen Ice Pad	91.4%	81.0%	83.2%
<b>Averages</b>	<b>89.4%</b>	<b>61.5%</b>	<b>83.25%</b>

Table 2.11 indicates that almost 90% of the City's prime time ice is utilized, along with just over 60% of shoulder season ice and more than 83% of summer ice. Based on total available prime time ice (annually) of 11,494 there should be approximately 44 hours of available prime time ice per week during the main season, most of which is available at the three small arenas in the former City of Kingston and at Memorial arena. The fact that these facilities are older, for the most part smaller, and in all cases in poor shape, is undoubtedly the reason that the ice is not used.

During the shoulder season immediately prior to and after the main ice season, only the three newer pads (Centre 70 and the Cataraqi twin pads) are in operation for this entire period. Wally Elmer arena is closed, while the Memorial Centre, Cooks Brothers Arena, and Harold Harvey all operate for only parts of these two months. Table 2.11 shows that the Memorial Centre, Harold Harvey Arena, and the two Cataraqi Arena pads are all fairly well used for this time of year, but that only 50-60% of the available prime time at Cooks Brothers Arena and Centre 70 is used in April and September. Again, it is notable that the twin pads of Cataraqi and Kinsmen experience the highest levels of use during the shoulder season.

During the summer season, (May to August) only four of the seven ice pads are in operation. Centre 70 Arena and the two Cataraqi Arena pads achieve impressive usage rates for this time of year, while Harold Harvey Arena is booked for 60% of the available prime time hours.

Table 2.12 shows the total number of hours used (prime and non-prime) for an annual period at each of Kingston's arenas<sup>14</sup>. The twin pad Cataraqi Arena experiences usage that is almost *three* times greater than the next-most used arena, Centre 70.

TABLE 2.12: TOTAL ANNUAL PRIME ICE TIME HOURS USED AT KINGSTON ARENAS

Arena	Total Hours Used
Memorial Centre	2,240
Wally Elmer	1,642
Cooks Brothers	1,939
Harold Harvey	2,432
Centre 70	2,662
Cataraqi (2 pads combined)	7,467
Cataraqi pad	3,588
Kinsmen pad	3,879
Total	25,849

14 City of Kingston Ice User's Report, May to April 2002-03

Table 2.13 summarizes the amount of non-prime time ice used in the 2002/2003 ice season<sup>15</sup>. All summer ice is considered prime time ice. Typically, non-prime ice hours account for approximately 35 hours per week. At 26 weeks of main season ice, the potential non-prime ice availability is about 900 hours per ice pad and over 6000 hours for all seven pads.

Of the non-prime time hours used last season, 1,425, or 83% was used by adult groups.

**TABLE 2.13: TOTAL ANNUAL NON-PRIME ICE TIME HOURS USED AT KINGSTON ARENAS**

Arena	Total Hours Used	Non-Prime Hours Available	Percent Used
Memorial Centre	230	900	25%
Wally Elmer	64	900	7%
Cooks Brothers	117	900	13%
Harold Harvey	479	900	53%
Centre 70	155	900	17%
Cataraqui (2 pads combined)			
Cataraqui pad	252	900	28%
Kinsmen pad	415	900	46%
<b>Totals/Averages</b>	<b>1,712</b>	<b>6,300</b>	<b>27%</b>

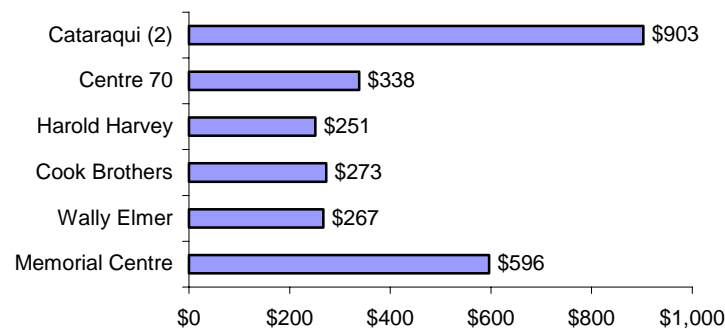
<sup>15</sup> City of Kingston Ice User's Report, May to April 2002-03

## 2.4.4 Revenues and Expenditures

### 2.4.4.1 Expenditures

Figure 2.2 illustrates the total operating expenditures at each of Kingston's arenas. Major arena operating expenses include salaries and wages, benefits, maintenance, and utilities, with total staff costs accounting for more than half of all operating expenditures (outlined further below).

FIGURE 2.2: TOTAL OPERATING EXPENDITURES AT KINGSTON ARENAS (THOUSANDS OF DOLLARS)



Total staffing costs include the budget lines of salaries and wages, part-time wages, overtime, shift premiums and standby, and distributed benefits. Across the six facilities, these staff-related expenditures comprise between 56% to 66% of total operating expenditures (Figure 2.5). Staffing costs, as a percentage of overall costs, are somewhat lower at the larger arenas (Memorial Centre – 58%, Centre 70 Arena – 60%, Cataraqui Arena – 55%) than at the smaller, central facilities (Wally Elmer Arena – 66%, Cooks Brothers Arena – 66%, Harold Harvey Arena – 62%).

Utilities account for between 19% and 27% of operating expenditures at the City's arenas (Figure 2.5). The relatively smaller use of operating budgets for utilities at Wally Elmer (19%), Cooks Brothers (21%), Harold Harvey (22%) than the newer facilities (Centre 70 – 26%, Cataraqui – 27%) reflects their lower use as event facilities. The Memorial Centre directs 26% of its budget toward utilities, comparable to the City's other large arenas.

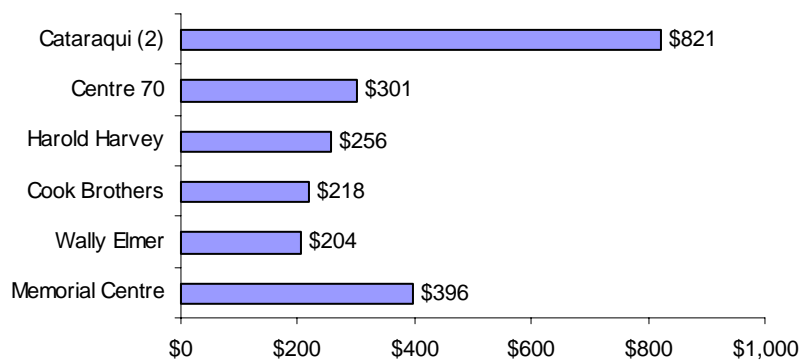
Finally, maintenance costs are comprised mainly of 'maintenance of fixed assets', with a small outlay for 'building and ground maintenance' also included in the Memorial Centre's total. In all, maintenance expenditures account for 3% to 6% of each arena's operating expenses. The Memorial Centre uses almost 6% of its budget towards maintenance, while all five of the other arenas use only about 3% for this purpose.

**2.4.4.2 Revenues**

Figure 2.3 below compares the total revenue generated at each facility. The major sources of arena revenue include ice rentals, concession leases, public skating, canteen and vending machine sales, and advertising, with ice rentals accounting for over 80% of the total revenue at all arenas except the Memorial Centre. This is because the Memorial Centre has other large revenue sources that most other arenas do not, including floor and booth rentals and other leases and agreements (Frontenacs annual, not hourly, usage).

The Cataraqui Arena, with its two pads, generates more revenue than any of Kingston’s other single-pad facilities. When divided in half (\$410,500), the Cataraqui and Kinsmen ice pads produce more income individually than Memorial Centre, and 36% more than the next highest revenue generator, Centre 70.

**FIGURE 2.3: TOTAL REVENUE AT KINGSTON ARENAS (THOUSANDS OF DOLLARS)**



**2.4.4.3 Operating Surplus/Deficit**

Table 2.14 on the page following describes arena expenditures and revenues for Kingston’s arenas for 2003, based on budget information provided by staff.

TABLE 2.14 2003 EXPENDITURES AND REVENUES FOR KINGSTON'S ARENAS

Budget Item	MC	WE	CB	HH	C70	Cataraqui (2)	Totals	Average
<b>Expenditures:</b>								
Staff expenditures	333,034	176,165	179,604	155,567	202,650	499,874 (249,937)	1,546,894	\$220,984
Maintenance	34,000	10,000	7,000	8,500	10,500	30,000 (15,000)	100,000	\$14,285
Utilities	154,200	51,900	57,300	55,200	88,700	247,900 (123,950)	655,200	\$93,600
Other Expenditures	74,771	29,270	29,570	31,370	35,670	125,651 (62,826)	326,302	\$46,614
<b>Total operating expenditures</b>	<b>596,005</b>	<b>267,335</b>	<b>273,474</b>	<b>250,637</b>	<b>337,520</b>	<b>903,425 (451,713)</b>	<b>\$2,628,396</b>	<b>\$375,483</b>
<b>Revenues:</b>								
Leases and non-ice rentals	124,500	4,810	12,400	8,100	33,560	59,900 (30,000)	243,270	\$34,752
Ice rentals	230,000	190,000	198,000	248,000	251,000	735,000 (367,500)	1,852,000	\$264,571
Public skating	5,000	1,000		0	15,500	17,000 (8,500)	32,500	\$4,642
Other/Misc. Revenue	36,500	8,000	7,400	0	1,200	9,162 (4,581)	62,262	\$8,895
<b>Total revenues</b>	<b>396,000</b>	<b>203,810</b>	<b>217,800</b>	<b>256,100</b>	<b>301,260</b>	<b>821,062 (410,531)</b>	<b>\$2,190,032</b>	<b>\$312,860</b>
<b>Net operating expenditures</b>	<b>-200,005</b>	<b>-63,525</b>	<b>-55,674</b>	<b>5,463</b>	<b>-36,260</b>	<b>-82,363 (41,182)</b>	<b>-432,364</b>	<b>(-\$61,766)</b>

The average operating surplus/deficit for all arenas is an annual loss of just over \$61,000. Harold Harvey Arena is the only facility to operate at a surplus. Memorial Centre has the highest operating shortfall. Both Cataraqui and Centre 70 operate with lower than average annual deficits. The very high use of non-prime time (53%) is a significant factor in the profit shown at Harold Harvey.

FIGURE 2.4: OPERATING SURPLUS/DEFICIT AT KINGSTON ARENAS

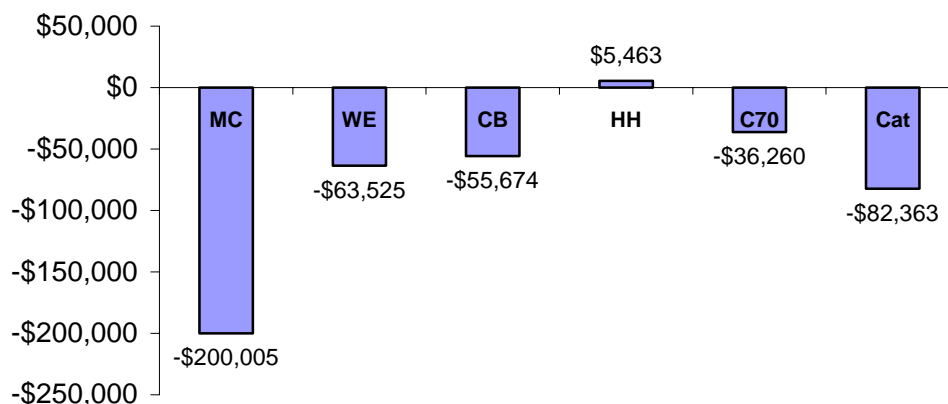


Table 2.15 presents a comparison of operating costs based on an assessment of cost per hour available for use. The assumptions used to calculate the total cost per hour are described below the table.

TABLE 2.15 CALCULATION OF ARENA COST PER HOUR

	MC	WE	CB	HH	C70	Cat (2)
Operating Costs	\$596,005	\$267,335	\$273,474	\$250,637	\$337,520	\$903,425
Adjusted operating cost <sup>1</sup>	\$305,505	\$253,525	\$253,674	\$242,573	\$287,280	\$817,363
Total Non-Prime-time hours used annually	230	64	117	479	155	667
Total prime-time hours available annually	1,830	1,642	1,707	2,196	2,212	6,035
Total available prime + used non-prime <sup>2</sup>	2,060	1,706	1,824	2,675	2,367	6,702
<b>Cost per usage hour</b>	<b>\$148.30</b>	<b>\$148.61</b>	<b>\$139.61</b>	<b>\$90.68</b>	<b>\$121.37</b>	<b>\$121.95</b>
<b>Adult Base Rate</b>	<b>\$143.41</b>	<b>\$130.02</b>	<b>\$130.02</b>	<b>\$130.02</b>	<b>\$132.90</b>	<b>\$132.90</b>
<b>Youth Base Rate</b>	<b>\$97.52</b>	<b>\$85.93</b>	<b>\$85.93</b>	<b>\$85.93</b>	<b>\$85.93</b>	<b>\$85.93</b>

1. The *adjusted operating cost* for each arena was calculated by subtracting all revenues *except ice rentals* from expenditures. Generally, non-ice rental costs were reasonably small. In the case of Memorial Centre however, this adjusted cost also subtracts revenues from the lease by the Frontenacs, which is significant (\$124,500 annually). Ice rental is the prime driver of these facilities, the main reason that operating costs are accrued. The assumption is that non-rental revenue is there to help reduce ice rates to the user of public facilities, or a facility that is not designed to make a profit but to provide an affordable service.
2. This calculation uses the total of all possible prime time hours and the total of non-prime hours actually used to accommodate the fact that it is much more difficult to rent non-prime hours.

The calculation of “cost per usage hour” should be viewed as an approximate, but reasonable value. If all possible prime-time hours were used, and if current non-prime hour use remained the same, an hourly charge as noted above would result in a break-even operation.

Relative to the “break-even” hourly ice costs in Table 2.15, the City’s base<sup>16</sup> ice rates for adults are subsidized approximately 3% at Memorial Centre, 14% at Wally Elmer, and 7% at Cooks Brothers. The adult rates charged for Harold Harvey, Cataraqui (2), and Centre 70 are, 43%, 9% and 10% higher than the break-even price. City-wide adult ice rates more than cover the break even costs of operating these arenas, although adult users at Memorial Centre, Wally Elmer and Cooks Brothers are in fact not paying the full amount of the cost to provide ice.

For Youth rates, youth are subsidized at 52% (Memorial Centre), 73% (Wally Elmer), 62% (Cooks Brothers), 41% (Centre 70), 42% (Cataraqui) and 6% (Harold Harvey). On average, youth that use the City’s ice facilities are subsidized for 46% of the cost of providing ice.

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<sup>16</sup> Base rather than Total Rates are used because GST does not accrue to the City, and surcharges are intended to offset capital not operating costs.

**2.4.4.4 Major Categories of Operating Expenditures**

Figure 2.5 shows the percentage of annual operating expenditures accounted for by staffing costs, utilities, and maintenance.

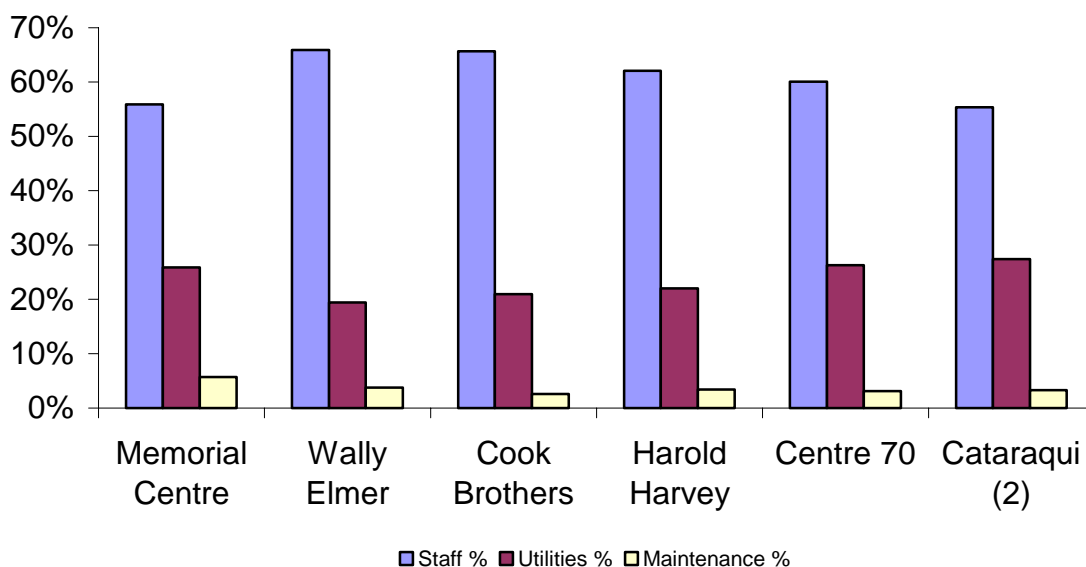


FIGURE 2.5: BREAKDOWN OF MAJOR OPERATING EXPENDITURES

**2.4.5 Summary of Arena Financial Efficiency**

The rates charged for use of Kingston’s arenas, particularly adults, are relatively high compared to similar municipalities. When the surcharges are eliminated the rates charged for adults and youth during prime-time at Memorial Arena, Wally Elmer, and Cooks Brothers Arena are *below to well below* the break even hourly ice costs (Table 2.15). For Centre 70 and Cataraqui Twin Pad, adult ice charges are consistent with the cost of an hour of primetime ice, while youth are subsidized by approximately 40%. The high use of Harold Harvey arena by adults during non-prime time makes it a relatively profitable arena.

Kingston’s ice rates are not unrealistic. The heavy subsidization of the City’s arena operations has less to do with the ice rates, which are not out of line with comparable communities, and more to do with the age and relative inefficiency of the arenas. Single pad arenas must charge very high user rates, or have high non-primetime usage to break even. The age, configuration and infrastructure of the older arenas limits their use and undoubtedly increases both utility and maintenance costs. The cost of daily or more frequent

pumping of the septic system at the Cataraqui twin pad arena is a significant factor in its annual operating deficit. High use by youth and fairly low youth rates also reduce its ability to operate at a break-even cost.

A 2000 Arena Strategy Study for the City of Windsor<sup>17</sup> showed the City's twin pads operating at a surplus of over \$50,000, with the single pad facilities all operating at a deficit. Prior to twinning, one of the City's arenas operated with a deficit of over \$100,000, but subsequent to the addition of the second ice pad, a surplus of over \$54,000 was achieved. The analysis concluded that twinned arenas have the capability to produce significantly higher revenues and achieve greater operating efficiencies, therefore twinning was preferred over building a single pad facility.

A review of the City of Burlington's ice needs<sup>18</sup> illustrated that only the twin pad arena realized a profit (approximately \$50,000). All other single pad arenas operated at a loss ranging from about \$25,000 to over \$118,000.

Correspondence from the City's Director of Finance, Mr. Gerhard Hunt, notes that the financial efficiency analysis includes only direct costs. General overhead (e.g., technology support, budget support) and corporate administration are not included in these costs. This is generally consistent with operations outlined for comparative municipalities, although some comparative fees may incorporate a percent of overhead and administrative costs within their user fees. Information to this level of detail is not available through the sources referenced here. Mr. Hunt notes that shortfalls will be larger than noted in this report if overhead and general administration is included. This would be the case for all municipal services.

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<sup>17</sup> Prepared by dmA Planning & Management Services

<sup>18</sup> Prepared by dmA Principals, formerly IER Planning & Management Services

## 2.5 Consultation Activities

Consultation activities conducted as part of the Study included:

1. Interviews with staff of the Community Services and Corporate Services Departments;
2. Interviews with other area ice providers;
3. User Group Survey;
4. Three Public Meetings<sup>19</sup>;
5. Meeting with arena user groups.

Interview contacts are listed in Appendix A. *The information summarized in section 2.5 reflects the comments of key informants, survey respondents, and participants at the public meetings. These comments have not been verified for accuracy, although where information is available suggesting a discrepancy, this has been footnoted.* The following sections summarize these activities.

### 2.5.1 Key Informant Interviews

#### 2.5.1.1 Staff Interviews

The following points were identified through individual and group staff interviews. Please see Appendix A for a list of staff involved in the interview process.

- **Operating Revenue Considerations:**
  - Fees charged to the Department-led summer programs are significantly discounted relative to other “non-City Department” programs, even where programs are similar.
- **Capital Revenue Considerations:**
  - City has traditionally not charged Development Charges for recreation facilities, resulting in a shortfall in capital development revenue to respond to the needs of growth.
  - The City has recently adopted a surcharge process for all municipal services to build reserve funds. Surcharges are applied to the users of a service only. Staff suggest that should a windfall situation occur (e.g., new grant from other levels of government requiring matching municipal funds) there could be a general tax levy applied in addition to the user group surcharge.
  - Staff note that items for arena refurbishing identified in the capital budget reflect the most important requirements and are not a wish list.
  - The current budget process prioritizes services based on health and safety considerations first.

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<sup>19</sup> One public meeting focused specifically on issues related to Memorial Centre, a second on Centre 70 and Cataraqui Community Centre arenas, and a third on the four older arenas, located in the former City of Kingston.

➤ **Service/Use Considerations:**

- Staff noted that some groups feel it is inappropriate to allow adults to use ice at 8:00 PM when some minor groups cannot access sufficient ice time.
- Staff noted that tournaments disrupt regular programming, and that usage rates for regular programming and tournaments are the same (tournaments are charged an additional \$10.00/hour to cover additional staff requirements).
- Some limited community access is provided at the Constantine Arena (CFB Kingston) and the Jock Hardy Arena (Queen's), for tournament play only.
- School use of day-time ice during the school year is about 305 of available time.
- Two of the larger high-schools, Frontenac High School and Holy Cross Catholic High School, have sport orientation with some students e.g., figure skaters, eligible to combine academics with sport development training. Several students access patch-ice during the school day. This is not a formalized program.

➤ **Future Directions:**

- City does not have an overall master plan for recreation, parks and culture and some concern was noted regarding the lack of understanding of how ice facilities may fit into the overall leisure needs across the City.
- Interested in the possibility of "repurposing" older ice facilities, should they be decommissioned for ice use.
- Study should identify future land requirements and preferred locations.
- Staff note the need for overall leadership in the development of the City's leisure service.

### 2.5.1.2 Partner and Other Provider Interviews

Interviews were held with representatives of neighbouring municipalities, Queen's University (Jock Hardy Arena), CFB Kingston (Constantine Arena), and the Kingston Frontenacs and Kingston Voyageurs. Please see Appendix A for contacts. The following points summarize their comments.

#### ➤ Issues With Existing Facilities:

- In 1950, the *Kingston District Agricultural Society* donated the funding to the City for construction of the Memorial Centre. In return, they were guaranteed (1) one week per year in the facility for their annual fair and, (2) any changes to the Centre must first be approved by the Society's board of directors<sup>20</sup>. The board's chairperson suggested that expansion of the Centre's ice pads is long overdue and that renovating the facility would be less expensive than constructing a new building. It was also emphasized that the barns used by the Agricultural Society at the Memorial Centre location must not be affected in any alterations to the facility or the site<sup>21</sup>.
- A representative of the *Voyageurs Hockey Club*, a tier II junior A team, stated that the seating area at the Catarqui pad is cold, limiting the number of spectators that attend their games. The team would like a private dressing room<sup>22</sup>, as well as office space and a dedicated equipment room. If these conditions were improved and facilities provided, the organization would readily pay increased fees for their usage, but for the current situation existing fees are too high. A new arena could be built that could house Kingston's two junior A teams as well as the city's AA (Ice Cats) and AAA (Predators) hockey teams. The Voyageurs would definitely consider a capital partnership with the City if several of their wants and needs were met.
- The president of the *Kingston Frontenacs* noted frustration at lack of attention to the City's recreation infrastructure. The Frontenacs support a public private partnership for development of new ice. He recommended that a new four-pad arena complex could be sited on the current Memorial Arena site. Such a facility could (according to the Frontenacs President) be constructed while the existing facility is still in use, then the old structure could be torn down.

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20 Staff indicated that the barns located on the property are owned by the City and that past arrangements included grants to finance the purchase of these facilities by the City.

21 The Corporation of the City of Kingston received the Memorial Centre lands by way of deed in 1897. Administration of the City owned Memorial Centre, through a local board of trustees known as the Kingston Community Memorial Health and Recreation Centre Committee, took place from 1950 to 1997. Provincial Order-in-Council dissolved the local board at the time of amalgamation, and the creation of the new City of Kingston, in January 1, 1998. Use of the property has been, and continues to be, subject to an agreement for the Society's use of the property for certain limited purposes for the advancement of agriculture.

22 Staff indicate that the Voyageurs Hockey Club currently has a private dressing room, private equipment room and office space at Catarqui arena.

## ➤ Other Ice Facilities In and Neighbouring Kingston:

- The *Constantine Arena*, a single-pad, NHL size facility is used 95% of the time during prime hours. Very little of this use comes from the greater community who receive lower booking priority behind military use (e.g. RMC intramurals, etc.) and requests from the military community located on the base. A \$1 million renovation to the changerooms was recently completed and the potential to add a second pad has also been studied. They are currently raising funds for this purpose with the anticipated construction still 3-5 years in the future.
- The *Town of Gananaque* has a single ice sheet of 85' X 185' (NHL), with a seating capacity of 500 spectators. This facility is currently at capacity during prime time. The Town receives many calls from Kingston user groups regarding ice availability, and it is possible that Kingston groups are currently using the facility since users are not tracked by place of residence. Preliminary discussions are underway regarding future needs for additional ice surfaces to serve the local community.
- The Chair of Athletics at *Queen's University* noted that approximately five years ago Queen's University was approached by Lauridon Sports Management to develop a partnership around a sport complex. The City may have been involved in these discussions, however nothing came of this proposal. Queen's University is now in the early stages of the conceptual development for a Student Centre that will include recreation facilities, possibly ice<sup>23</sup>. Queen's University is the home of the Jock Hardy Arena, which serves primarily the University population.
- Ice in Jock Hardy Arena is currently removed for events such as exams, limiting the consistent availability of the University's ice facility. Student population has also increased significantly. It is assumed that future ice will be predominantly for use of the student population.
- The *Town of Greater Napanee* is in the process of constructing a twin pad complex scheduled to open Sept. '04. The facility will feature two NHL ice surfaces, a hall with the capacity for 400 persons, plus 6,700 square feet of retail space, meeting rooms, and recreation administration offices. The ice surfaces will be NHL size of 85'x200' -- Pad A will have a seating capacity of 1,000+ while Pad B will accommodate 400+. The facility will have the capacity to host year round ice, and the municipality will have summer ice on one pad, with the other being made available pending demand. In total, 95% of prime-time hours have already been booked by local and area user groups and it is anticipated that the prime-time hours will be fully booked once their availability is made public.
- The W.J. Henderson Recreation Centre in Loyalist Township is a single 85' x 200' ice pad with seating for 1,000. Summer ice is available starting the second week of July. During the winter season, prime time ice is used to capacity. The major user groups include minor hockey, figure skating, industrial and Oldtimers leagues. Special features include a training harness installed for figure skating. A number of Kingston residents currently use the Township's arena through various organizations, although these numbers are not tracked by residence. The ice user meeting is publicized in the Township's information brochure, which is distributed to many homes bordering Loyalist Township. Any cancelled time is made available to Loyalist Township groups first, and if none are interested, then contacts in Kingston are called.

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<sup>23</sup> Municipal staff provided the information that Queen's is now pursuing the development of a second ice pad to provide consistent ice facilities for the student population.

## 2.5.2 Public Meetings and User Group Meeting

Public meetings were held on September 22, 23, and 24, 2003 in Sunnyside Hall, Cataraqui Arena. The Ice User Group Meeting was held on October 1 in the Sunnyside Hall, Cataraqui Arena. The consultant provided the City with a Media Package and Draft Press Release to advertise the first three public meetings via the Kingston media. A draft letter was provided to the City to send to all current user groups to invite them to the Ice User Group Meeting. These letters were sent with the user group surveys during the second week of August. For those user groups who had not responded to the survey within the initial two-week period, follow-up letters were mailed during the second week of September, reminding them to complete their survey and attend the user group meeting.

### 2.5.2.1 Public Meeting Summary

Issues identified during the three public meetings include the following:

- The smaller rinks (Harold Harvey, Cooks, Wally Elmer) were originally built as walk-to facilities with a community-focus in mind. In many areas of the City, there are many residents who don't have the means or resources to travel distances, either by private automobile or public transit, and for them the walk-to facilities act as their community centre. Local community use of these rinks for activities other than hockey, (i.e., recreational skating) is still an important use. There are a variety of other needs, which must be addressed in addition to hockey, such as use by low income and disadvantaged residents, etc. Some smaller arenas are meeting these needs. Residents attending the public meetings want a balance of recreational services across the City, with access to ice pads being one of the facility needs identified.
- Residents feel the study must consider the need for both tournament complexes and local community facilities. Many expressed frustration at the lack of capital expenditures on arena facilities to date.
- Participants, many of whom were current ice users, expressed interest in getting involved in the future redevelopment/ redesign of existing facilities.
- Users of the Memorial Arena feel that the event/tournament potential of this facility should be given special consideration.
- There was some support for building a new multi-pad (4-pad), multi-purpose facility with food services, meeting places, etc.
- Many participants feel the private sector has a role to play in the redevelopment of existing facilities and the development of new facilities.
- Some participants worry that the lack of adequate facilities will require them to re-locate their groups outside of Kingston, when they would prefer to stay in the City.

### 2.5.2.2 User Group Meeting Summary

Thirteen representatives of ice user groups attended the user group meeting<sup>24</sup>. A general presentation by consultants was followed by a small group session, where participants focused on a number of key questions of relevance to this study. A summary of issues identified through the small group session follows:

- For most ice users, location of arena facilities throughout the City is not as important as providing adequate parking, access by major roadways, etc. For users of the Wally Elmer Arena, however, location within the neighbourhood *is* important and maintaining this as a walk-to facility is a necessity.
- Most user groups support the idea of twinning existing facilities to increase operating efficiencies and support tournaments, etc. Some caution facilities that can be twinned may not be within an area of greatest need and this is something that should be considered. Some user group representatives feel that community access should still be guaranteed if facilities are twinned.
- Many groups indicated that they would be prepared to pay higher user fees to use ice pads, but only if they could guarantee that increased fees would result in facility improvements. Many expressed frustration with the fact that they are required to pay a surcharge now and have not seen any improvements to the facilities they use. Some groups feel that their participants are leaving to join programs outside of the City where costs are lower. User groups felt that there was no or limited capacity to fundraise further to contribute to the capital cost of new/redeveloped facilities. Groups indicated the need for increased consultation about where current surcharge money is going, and what increased fees will be used for, and the timing of projects.
- Opinions were mixed with respect to whether or not the City should pursue capital funding and operating partnerships with the private sector. Some groups felt that maintenance would be compromised if private operators were brought in. Others felt that partnerships may be feasible with a major event facility, but not with a smaller community-serving facility. Some felt that a private sector arrangement was the best way to pursue new facility development. Others cautioned that local accountability should not be compromised.
- Many groups noted that the participants in their programs have access to cars, therefore the location of new/redeveloped facilities is not as important as ensuring adequate parking, access by major roadways, adequate space for ancillary components, (potentially 4 pads) anywhere it makes economic sense for the City. Specific locations mentioned by participants include twinning Centre 70, building a new facility at Memorial Centre, twinning Wally Elmer, and in the North part of the City by the 401.

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24 All user groups sent a user group survey (>100) were invited to attend the User Group Meeting, held October 1, 2003.

### 2.5.3 User Group Survey

During the second week of September surveys were sent to 113 organizations that use Kingston arenas for ice sports such as hockey, broomball, figure skating, speed skating, and various other activities during the second week of September. Follow-up letters were mailed to all non-respondents approximately 3 weeks after the initial mailing, and telephone calls were made to major ice user groups by City staff. Fifty-six surveys were completed and returned, representing a 50% response rate. The sections that follow highlight the main survey findings. Complete survey analysis is provided under separate cover.

For analysis purposes ice user groups were divided into major ice user groups (e.g., minor hockey, figure skating clubs, Oldtimers leagues etc.), industrial leagues (generally recreational adult groups), schools, community organizations (may use arenas but also offer other community programs), and other organizations (e.g., special event providers). Table 2.16 below shows the response rate for each category of users. For questions related to participation, facility availability, and facility use, responding groups were further divided by type of sport, e.g., hockey, broomball, figure skating, etc.

**TABLE 2.16      RESPONSE BY GROUPS TYPE**

Organization Type	# Of Surveys Sent	# Of Surveys Received	Response Rate
Major Organizations	34	26	76%
Industrial Organizations	60	25	42%
Schools	12	4	33%
Community Organizations	4	1	25%
Other Organizations	3	0	0%
<b>All Arena User Groups</b>	<b>113</b>	<b>56</b>	<b>50%</b>

#### Participation, Past, Present and Future:

Responding arena user groups include a total of 7,277 participants for 2002. Overall, there has been a 77.6% increase in participation for all responding arena user groups over the past four years. Forty-two (75%) of these groups use Kingston ice pads for some form of hockey activity, with a total of 4,647 hockey participants in 2002. Hockey groups note an actual 42.2% increase in participation over a four-year period from 1999 to 2002. This rate of growth is somewhat higher than reported by Provincial hockey associations, and could be accounted for by the relatively high number of children and youth involved in participating groups. Responding broomball groups (2 in total) have increased participation by 8.6% over the past four years and speed skating (1 group) has almost doubled its number of participants with a 97.1% increase. Responding educational groups (4 groups) and casual groups (3 in total) have remained stable, but the

responding synchronized skating group (1 group) has experienced a 28.6% decrease in participation from 1999 to 2002.

The majority of *major ice user organizations* (12 or 55%), *industrial organizations* (21 or 84%), and *schools* (1 or 100%) are expecting participation to remain stable over the next five years. A further eight (36%) of the *major ice users* anticipate increases over the next five years, with an average increase of 13% predicted. Four (16%) of the *industrial leagues* anticipate an increase, with an average increase of 19%. One responding *community organization* is anticipating a 5% increase. No responding groups are expecting participation to decline over the next five years.

When asked what factors influence participation, responding *major organizations* and *industrial organizations* indicated that participation fees, interest in activity, and availability of arenas are the three most significant influences on participation, and marketing and promotion of activity, availability of volunteers, and population change are the three least significant factors. Responding *school groups* indicated that population change and availability of volunteers are important factors in determining participation in their activities, while interest in activity and adequacy of facilities were noted to be the least important factors among *school organizations*.

TABLE 2.17 FACTORS INFLUENCING FUTURE PARTICIPATION

Factors	1 (very significant)	2 (somewhat important)	3 (slightly important)	4 (not important at all)	Total Respondents	Mean Score
Participation Fees	27	14	7	1	49	1.63
Availability of Arenas	29	13	4	6	52	1.75
Interest in Activity	22	18	6	2	48	1.75
Adequacy of Facilities	15	23	9	3	50	2.00
Population Change	6	11	11	19	47	2.91
Marketing/Promotion of Activity	6	9	7	23	45	3.04
Availability of Volunteers	4	12	6	24	46	3.09

**Latent Demand:**

Eighteen responding organizations (32%) maintained waiting lists with a total of 365 people on waiting lists. When divided by group type, there were a total of ninety-two people on six of the *major ice user organization's* waiting lists, with an average of fifteen people per list. One hundred and seventy people were on the ten waiting lists of *industrial organizations* with an average of seventeen people per list. One

hundred and three people were the waiting list of one *community organization*. No *school organizations* maintain a waiting list.

**Current User Profile:**

Seventy-six percent of current participants in responding user groups are male, while 24% are female. The majority of participants for responding *major organizations, schools, and community organizations* are under the age of fifteen. It must be noted, however, that while 61% of total participants reported by *major organizations* are fourteen years of age or younger, nineteen of the twenty-six groups do not have participants in this age group. Most of the participants in *industrial organizations* are reportedly between the ages of twenty-five and sixty-four.

At least 70% of participants for all group types reside in the (former) City of Kingston and (former) Kingston Township. Overall, about 20% of user group participants live in (former) Pittsburgh Township or other locations. Other locations where participants live include Napanee, South Frontenac, Wolfe Island, Loyalist Township, Storrington, Belleville, Loughborough, and north of Highway 401.

**TABLE 2.18 LOCATION OF PARTICIPANTS**

Group Type	# Of Participants in 2002	City of Kingston	Kingston Township	Pittsburgh Township	Other Locations
Major Organizations	3812	1412 (37.0%)	1582 (41.5%)	456 (12.0%)	362 (9.5%)
Industrial Organizations	1255	417 (33.2%)	461 (36.7%)	142 (11.3%)	235 (18.8%)
Schools	475	247 (51.9%)	212 (44.5%)	6 (1.2%)	11 (2.4%)
Community Organizations	1356	597 (44.0%)	597 (44.0%)	163 (12.0%)	0 (0.0%)
<b>All Arena User Groups</b>	<b>6898*</b>	<b>2673 (38.7%)</b>	<b>2851 (41.3%)</b>	<b>766 (11.1%)</b>	<b>608 (8.8%)</b>

\* Note: Total is different than total for participation because not all groups responded to this question.

**Facility Use:**

Responding arena groups use a total of 510 hours per week at Kingston arenas. Responding hockey groups use Kingston arenas for a total of 409 hours; this accounts for 80% of the hours used by all responding groups. Assuming that the majority of hockey groups use arenas during prime-time hours<sup>25</sup>, and the total number of prime-time hours available at all arenas is 455 (65 hrs/week x 7 ice pads), then responding arena groups use 90% of available prime-time hours at Kingston arenas. Although the Catarauqui Ice Pad is used by more responding hockey groups (fifteen) than any other arena, the Harold Harvey Arena is used for more hours by responding hockey groups than any other arena with 98.5 hours

<sup>25</sup>The survey did not ask respondents to specify whether they were using prime or non-prime time hours.

per week. Most hockey groups use facilities for twenty-six weeks or less per year. The responding figure skating group uses 11% of all hours reported by responding arena users, and the other six types of sports groups each use 2% or less of all hours reported. Overall, the Harold Harvey arena is used for the greatest number of hours by responding arena users with 101.5 hours per week. Cataraqui Ice Pad, Kinsmen Ice Pad, and Memorial Centre are the next most used facilities with 95 hours, 81 hours, and 72.5 hours respectively.

#### Facility Availability:

When asked whether facility time available was adequate to meet the needs of groups, just under one quarter (13 or 23%) said “no”. Specifically, nine or 21% of hockey groups said “no”, as did the responding figure skating, educational, broomball, and synchronized skating group. It must be noted that not all responding groups answered this question.

TABLE 2.19 FACILITY AVAILABILITY BY SPORT

By Sport	Yes		No	
	#	%	#	%
Hockey	33	79	9	21
Figure Skating			1	100
Educational	3	75	1	25
Broomball	1	50	1	50
Synchronized Skating			1	100
Speed Skating	1	100		
Casual Groups	1	100		
Other Groups	2	100		
By Organization Type	Yes		No	
	#	%	#	%
Major	15	60	10	40
Industrial	22	92	2	8
School	3	75	1	25
Community	1	100		
All Arena Groups*	41	73%	13	23%

\*Not all survey respondents answered this question.

When broken down by type of group, 10 *major ice user groups*, 2 *industrial leagues*, and 1 *school group* indicated that facility time available was not adequate to meet their needs.

Only eleven<sup>26</sup> (20%) of the user groups who said that current hours available are not adequate identified a need for more hours. These eleven groups require a total of 57 hours more per week for new and/or current programs. New programs that respondents would like to offer include adult skating lessons, power skating, skills sessions, body checking clinics, coach clinics, and coach mentorship programs.

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26 Not all groups who said hours were inadequate to meet their needs provided the number of hours they would require for new or current programs.

**Satisfaction with Facilities:**

Table 2.20 below indicates respondents' level of satisfaction with various components of the City's arenas, presenting the mean score on a scale of 1 to 5, where "1" is *extremely unsatisfactory*, "2" is *somewhat unsatisfactory*, "3" is *adequate*, "4" is *reasonably satisfactory*, and "5" is *extremely satisfactory*.

**TABLE 2.20 SATISFACTION WITH CURRENT FACILITIES**

Arena Component	Cataraqui	Kinsmen	Centre 70	Cooks Bros	Harold Harvey	Memorial	Wally Elmer
Amount of Spectator Seating	3.60	3.05	3.60	2.67	2.47	3.75	2.33
Dressing Room Size	2.33	2.95	2.83	2.00	1.95	2.32	1.35
Number of Dressing Rooms	3.34	3.35	3.28	2.71	2.80	2.79	2.53
Dressing Room Washroom and Showers	1.83	2.35	1.94	1.47	1.70	1.95	1.29
Ice Surface Size	4.13	4.72	3.89	2.47	2.56	4.58	2.25
Sound System	2.53	2.67	2.36	2.10	2.36	3.43	2.18
Available Parking	3.91	3.68	3.89	2.25	2.33	3.68	2.50
Lobby Size	3.57	3.53	3.35	1.81	2.06	3.44	1.94
Storage Areas	2.15	2.36	2.13	1.90	2.27	2.00	1.90
Public Washrooms	3.26	3.33	2.94	1.93	2.31	2.82	1.71
Arena Lighting (over ice surface)	3.61	4.00	3.37	2.81	2.94	3.55	2.88
Concession Booth/Snack Bar	3.37	3.53	3.25	2.33	2.86	2.92	2.08
Pro Shop	3.56	3.53	2.30	2.53	1.92	1.67	1.90
<b>Physical Accessibility to:</b>							
Main Entrance (door way/steps up)	3.68	3.88	3.33	2.33	3.13	3.64	2.46
Washrooms	3.19	3.23	3.15	2.00	2.62	3.31	2.25
Seating Areas	2.94	3.41	2.86	2.36	2.46	3.00	2.17
Access to Ice Surface	3.41	3.44	3.20	2.92	2.79	3.36	2.83
Dressing Rooms	3.12	3.27	3.07	2.58	3.07	3.15	2.67

Any average rating below "3" should be considered an area of significant concern. As shown above, there were only three instances where a facility was given an average rating of reasonably satisfactory (4) to extremely satisfactory (5) for *any* of the listed arena components: the ice surface size at Kinsmen Ice Pad and at Memorial Centre, and the arena lighting at Kinsmen Ice Pad. The Cooks Brothers Arena and the

Wally Elmer Arena were both given an average rating of somewhat unsatisfactory (2), to extremely unsatisfactory (1), for *every* component. Both dressing room size and dressing room washroom and showers were *consistently* rated somewhat unsatisfactory (2) to extremely unsatisfactory (1) for all Kingston arenas, and sound system was also given this rating for all Kingston arenas except the Memorial Centre.

#### Tournaments and Competitions:

Less than one third (15 or 27%) of responding organizations currently host tournaments, events or competitions. When divided by type of group, almost half (12, or 46%) of the responding *major organizations* currently host tournaments, events, or competitions at Kingston arenas and a further six (23%) of these *major groups* would be interested in hosting additional tournaments, events, or competitions. Two (8%) of the responding *industrial organizations* currently host tournaments, events, or competitions and one of these two groups would be interested in hosting additional events.

Lack of ice time was noted by five (19%) of the responding *major organizations* as a reason for not hosting tournaments; lack of volunteers and lack of time to organize events were other common reasons (reported by 15% of these organizations). The majority of *industrial organizations* that do not host tournaments, events, or competitions responded that such events are not relevant to their activities (56% of these organizations) Other reasons for not hosting tournaments and competitions include high rental fees for ice time, high insurance fees, and lack of interest in hosting tournaments.

Ten of the twenty-six (40%) *major organizations* participate in programs or events that require spectator seating. Most require no more than 300 seats for any of the listed activities. The Kingston Frontenacs indicated that ideal seating for both regular season games and playoff games would be 6,000 seats. The Kingston Skating Club specified that 2,000 seats would be ideal for performances, and the Kingston Skating Club, Kingston Synchronized Skating, and the Greater Kingston Predators all indicated that the ideal number of seats for tournaments and competitions would be between 1,000 and 2,000 seats.

#### Summer Ice:

More than one quarter (27%) of responding groups use summer ice. Of those that do not, three quarters have no need, and a further 13% (5 groups) don't use summer ice because it is not available to them.

**Future Facility Size and Components:**

The majority (54%) of responding groups do not have a preference for ice surface size, however of those that do, fourteen (25%) prefer NHL size ice pads and nine (16%) prefer Olympic size ice pads.

Respondents were asked to consider the importance of various features in future arenas, and rank them on a scale of 1 to 5, where “1” *not important*, “2” *somewhat important*, or “3” *very important*. Table 2.21 below presents the mean score for each feature. As shown below, capacity for special events scored the highest, however none of these features were considered “very important.” Open-ended responses to this question were more revealing, since a number of respondents mentioned “adequate dressing rooms”, as an important feature.

**TABLE 2.21 IMPORTANCE OF FEATURES FOR NEW FACILITIES**

Important Arena Features	Total # of responses	Average Score
Capacity for Special Events	51	1.86
Storage Space for User Groups	50	1.78
Restaurant	50	1.76
Tournament Headquarters (office)	49	1.69
Sound System	51	1.65
Meeting Rooms	50	1.64
Office Space for User Groups	50	1.54

## 2.6 Summary of Planning Context and Needs Assessment

The structural assessment, the views of groups that use the City's arenas, and members of the general public who attended the public meetings, agree that the City's three small arenas in the former City of Kingston, and Memorial Centre, are in very poor shape. The total annual operating deficit of all arenas is approximately \$400,000, two-thirds of which can be attributed to the three small arenas and Memorial Centre. Memorial Centre accounts for almost half of that annual deficit for arenas. In a break from the norm for the older arenas, Harold Harvey has a small annual operating profit. The very high and almost exclusive use of this facility by the Church Athletic League, including significant adult use of non-prime time hours, is the major factor in this positive scenario, rather than a greater level of operational efficiency.

The City's base arena rates for adults, and children during primetime, are below the hourly "break-even" operating costs for Memorial Centre, Wally Elmer and Cooks Brothers Arenas. City base rates for youth are also below the hourly "break-even" operating costs at Centre 70, Cataraqui and Harold Harvey. Adult base rates at the two newer facilities, and at Harold Harvey, are somewhat higher than the hourly "break-even" operating costs<sup>27</sup>. The City's ice rates, including capital charges are at the top of the high end for adults relative to other municipalities in Ontario, and at the low end for youth.

Of the approximately \$13M of identified capital retrofit requirements in the structural assessment, over the next 10 years, \$9.5M is earmarked for the older arenas, over \$5M of the \$9.5M for Memorial Centre. It is noted that this amount is for items that could be identified in a visual inspection and a review of existing documents. There are potentially other costs that will be incurred on more detailed review.

The former City of Kingston arenas are old (between 35 and 50 years), designed for different use and different users. They are costing taxpayers and user groups a considerable amount of money with limited return. While each of these facilities at one time responded to the needs of their local neighbourhoods, and to the City of Kingston as a whole, they no longer can do so. Upgrading of these facilities, while necessary to the safety of the current users, will not make them relevant to today's ice requirements.

The three smaller arenas were built as neighbourhood community centres. For Wally Elmer and Cooks Brothers arenas in particular, members of the public strongly expressed the importance of these facilities, historically, as community centres. Limited ice time is currently available to or used by the local communities, although use of these facilities during the off-season, or use of community rooms in the arenas, continue to function as more general community space.

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<sup>27</sup> See section 2.4.4.3 with respect to how hourly operating costs have been assessed.

The City's two newer ice facilities, in the former Kingston Township, are in considerably better shape, although they too are in need of some ongoing retrofit. The Cataraqi Twin Pad is an appealing facility and generally in good condition. The structural assessment (Appendix B) notes upgrade requirements. A major issue with the Cataraqi facility is the sanitary sewage disposal situation. The daily or more frequent need to pump the holding tank contributes significantly to the higher costs of operating this facility. That situation is not likely to be resolved unless the facility can be tied into City services. Should City infrastructure services extend to the Cataraqi Twin Pad arena in the future, then this facility will benefit through annual cost savings for waste disposal.

Centre 70 is an older facility (1970) and has the smaller dressing rooms characteristic of that era of arenas. It presents an opportunity for twinning, a solution that could change the annual operating deficit to a small profit.

Under the medium growth projection to the year 2026, the City projects growth of approximately 30,000 residents. For communities of Kingston's future size, ice pad provision at a level of 1:20,000 persons is the norm. User groups that responded to the survey identified requirements for an additional 57 hours of ice time. In the 2002-03 season the City rented 90% of available prime time ice, leaving approximately 40 hours not booked. While not sufficient to respond to all outstanding demand there may be a way to better communicate or schedule existing ice to respond to at least some of this outstanding demand. The ageing physical plants of many existing arenas, however, may limit the City's ability to respond adequately to outstanding demand.

To respond to growth there will be requirements for an additional ice pad. The City's current provision level would likely respond to outstanding existing use if existing ice were in better condition. As the City grows, changes in demographics (fewer children, changing ethnicity) may reduce demand for ice over time. Neighbouring municipalities including the Town of Greater Napanee and the Town of Gananaque are in the process of building, or considering development of new ice facilities. These new facilities may also partially offset demand, although they will primarily serve local residents.

In summary, much of the City of Kingston's existing ice capacity is limited by poor infrastructure and dated facilities. These facilities are expensive to operate, and to repair. At minimum three (Memorial Centre, Harold Harvey and Cooks Brothers) should be replaced in the short term (by 2005). Wally Elmer should be replaced in the short to medium term (by 2015). Future demand for ice facilities is likely to increase slightly with growth. Over the medium term (by 2006-2015) the City will require at minimum one additional ice pad.

# ARENA PROVISION STRATEGY

### 3.0 Arena Provision Strategy

The preceding sections outline the weaknesses in the system, most importantly, the long-term lack of attention given to the former City of Kingston arenas. Recent initiatives, specifically surcharges for capital retrofit and expansion, are a positive approach. The lack of attention to these facilities over a long period has however, created significant demand. Retrofitting the older facilities will not be cost effective, nor will they truly respond to the needs of today's ice user.

As a general guide, 2 to 3 % of the replacement cost of a facility is often noted as the amount that should be contributed annually to maintain this type of infrastructure. Based on modest arenas this would translate into annual capital infrastructure contributions of between \$400,000 and \$600,000. Current surcharges, which are designated for new development as well as infrastructure upgrades, will provide the City with approximately \$450,000 annually. This guideline assumes fairly new facilities. In situations where facilities have deteriorated significantly, the required contribution to capital infrastructure maintenance is probably closer to 4, 5 or even 6%. There comes a point in the life of a facility where the cost to retrofit becomes more expensive than replacement.

Strengths in the existing arena supply are harder to find, although the willingness of the groups to contribute through fairly significant surcharges, and the recent decision to gather and match these surcharges, can be viewed as strengths, certainly opportunities. The large land base on the current Memorial Centre property is also a potential opportunity. The land base provides the potential to redevelop a central and efficient multi-pad facility that could attract funding and operating partners. Such an initiative would also help to minimize overall costs to the taxpayer. This opportunity may be viewed as a threat to some. Participants in several of the public meetings, some of whom were Municipal arena staff, noted strong resistance to a partnership with the private sector. While that may turn out to be the best opportunity for the City it also brings the need to address issues that may be raised within its own staff contingent. However, further study with respect to traffic and parking is required before serious consideration is given to this site.

The City's growth will have some implications for arena supply as it reaches its projected population of 140,000 over the next twenty years. The projected increase of 30,000 residents over the long term would translate into approximately 1 to 2 ice pads. Over that time, demand for ice is projected to decline, and additional ice will be provided in the region, mitigating somewhat the demand for new ice facilities. The City should plan on providing 8 ice pads for a build out population of approximately 140,000. On the assumption

that the City will begin to collect development charges for recreation, 80 to 90% of the capital cost of the eighth pad can be recovered from development.

Providing 8 ice pads for a population of 140,000 is a service ratio of 1:17,500, slightly better than is found in municipalities larger than Kingston. The fact that the Kingston Frontenacs will be a major user of the ice pad replacing Memorial Arena, removes  $\frac{1}{2}$  to  $\frac{3}{4}$  of the ice time for that arena from the general community system. This would result in a community service level provision of 1:19,000, a very reasonable level of supply for a City of Kingston's size.

While the City's current supply of ice is reasonable, only three of the existing seven ice pads are appropriate for long-term use. Memorial Centre, Harold Harvey, and Cooks Brothers arenas should be replaced in the short term and Wally Elmer over the short to medium term.

The structural assessment indicates that Centre 70 has the capacity to be twinned, with a small community scale arena. The land base at the current Memorial Centre property has capacity to accommodate a multiplex arena.

### 3.1 Ice Provision Scenarios

Five variations for providing ice facilities are assessed in this section. Scenarios in Tables 3.1, 3.2, 3.3, 3.4 and 3.5 illustrate respectively:

1. Retaining and upgrading the current arenas (as per the structural assessment indications in Appendix B) and twinning Centre 70;
2. Twinning Centre 70, decommissioning Memorial Centre, Harold Harvey and Cooks Brothers arenas, and developing a triple-rink including one event arena. Decommissioning Wally Elmer by 2007;
3. Decommissioning Memorial Centre, Harold Harvey and Cooks Brothers arenas and developing a four-pad arena, one of which is an event arena. Decommissioning Wally Elmer by 2007;
4. Twinning Centre 70, decommissioning Memorial Centre, Harold Harvey and Cooks Brothers arenas and developing a triple-rink including one event arena, with a major funding partner. Decommissioning Wally Elmer by 2007; and
5. Decommissioning Memorial Centre, Harold Harvey and Cooks Brothers arenas and developing a four-pad arena, one of which is an event arena, with a major funding partner. Decommissioning Wally Elmer by 2007.

All scenarios start with the current (2002/03) annual operating net deficits/profit for each arena and accelerate these by 2% for the 2004 operating season, and 3% every year after that. Capital lifecycle costs are from the structural assessment<sup>28</sup> done for this study.

The *status quo* scenario (Table 3.1) illustrates in broad-brush terms, what the cost will be over ten years if the City continues to operate existing arenas, albeit by retrofitting existing facilities as per the structural assessment. At the end of ten years the costs of retaining the status quo will be approximately \$23M. This of course assumes that no other significant capital requirements emerge. The *status quo* approach will right many of the current structural problems but will have limited impact on service. This scenario will not extend the available hours for ice users, will not provide additional tournament level facilities, and will not provide facilities consistent with today's ice users. The status quo will not significantly reduce overall operating costs, at least not with respect to staffing. Reduction in current utility costs, which now comprise approximately 20 – 30% of overall operating costs, would be anticipated.

Scenarios two (3.2) and three (3.3) involve the removal and replacement of Memorial Centre, Harold Harvey and Cooks Brothers arenas in the short term, and once new ice facilities are developed. In both scenarios Wally Elmer is decommissioned later in the term of this plan (by 2007). Harold Harvey's direct ammonia refrigeration system, while in generally satisfactory condition, is more hazardous to ice users and area residents. Any redevelopment of that arena would require that this system be replaced. At an estimated \$600,000 such expenditure is not warranted in a facility that will be closed in the short to medium term.

The Wally Elmer community has prepared preliminary plans to respond to the local community's recreation needs. While we do not believe these needs can be adequately met in the existing arena, retention of the arena for the short to medium term, while more suitable recreation facilities are investigated, may be warranted. Wally Elmer arena should only be kept open for the short term if sufficient use and demand exists. These scenarios anticipate transferring the additional non-prime time use currently at Harold Harvey to Wally Elmer for several years, thereby reducing operating costs at Wally Elmer in the short term<sup>29</sup>. When an eighth ice pad is added, or when a full assessment has been completed regarding the local recreation needs of the community surrounding Wally Elmer, this facility will also be decommissioned as an ice pad.

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<sup>28</sup> These costs are not escalated in the scenarios but realistically these 2003/04 dollars will increase over the time of these models.

<sup>29</sup> While current non-primetime use of Harold Harvey could be transferred to Wally Elmer, it is more likely to transfer to the new ice. It is anticipated that the revenue would stay within the system and the overall affect would be the same.

In Scenario 3.2 a three-plex facility, with one event pad (to replace the current Memorial Centre Arena) is developed and Centre 70 is twinned. In Scenario 3.3, Centre 70 is not twinned and a four-pad ice facility, including one event rink, is developed. No funding partner is included in either scenario. Ten year operating and capital costs of these scenarios are estimated to be \$24.3M and \$25.8M respectively.

Scenarios 3.4 and 3.5 are similar to 3.2 and 3.3 but include funding partners, for ten year operating and capital projections of \$18.6M and \$20M respectively.

### 3.1.1 Alternate Use of Decommissioned Arenas

This report recommends the immediate (following development of replacement ice facilities) decommissioning of Memorial Centre, Cooks Brothers Arena and Harold Harvey Arenas, and the eventual decommissioning of Wally Elmer Arena. Discussions with various groups during the course of this study indicates that, with the exception of retaining or reflecting the “memorial” aspect of Memorial Arena (this facility was built in remembrance of those who fought in WWII) this facility will be removed.

The three smaller arenas were developed as neighbourhood community centres and there is a varying range of interest in these communities to retain the existing facility. As will be noted in the recommendations, the City should undertake a full recreation and culture master plan to assess the indoor recreation needs of all communities. In the absence of this plan it is not possible to identify how or if these small arenas should be retained when decommissioned. It is possible to convert space for indoor soccer, and these facilities can and are used for indoor tennis as well. However, it is premature to identify a future use. It is reasonable, particularly in areas of higher financial need, that indoor recreation facilities are provided at accessible distances. Whether the need is for active space for youth, for children, program space for seniors etc., must be assessed in the context of a full master plan.

As well, while an existing arena may lend itself to use as a multi-purpose recreation facility, and the need may be identified, conversion rather than new development may not be the best answer. The structural assessment has identified these facilities as inaccessible to the disabled, small for adult use, and with a wide array of other problems. Retaining these specific facilities may be inappropriate in the long-term. A City-wide plan for provide indoor recreation spaces should be developed.

### 3.1.2 Operating Implications of Options

All scenarios with multi-pad facilities identify annual operating profits for the four-plex, tri-plex and twinned arenas. The experience of other communities indicates that multi-pad facilities result in an annual surplus. Cataraqui's annual deficit can be attributed to the extra use it receives as a municipal office, and the extra cost of its septic system. The relatively low cost of youth ice use is also a factor. The experience of the Cataraqui twin pad is not indicative of annual operating costs that would be achieved in other multi-pad facilities. For example, the Town of Tecumseh, adjacent to the City of Windsor, operates a twin pad facility, with community room, has arena staff who are unionized or whose salaries are tied to union rates, and achieves an annual operating surplus of \$125,000. That facility also houses the Town's recreation department. A licensed restaurant that is open at specific times when both ice pads are in use for games augments revenues.

The revenue surpluses noted for the various twinned options are reasonable, perhaps a bit on the low side. It is not uncommon for twin pad facilities to realize annual operating profits of \$50,000 or more. Discussions with staff in Ajax (Ajax Community Centre), Mississauga (Iceland and the Hershey Centre), Brampton (South Fletcher Sports Plex) indicate that this level of surplus is very achievable and may in fact be conservative. Operating surpluses are influenced by the rates charged, amount of prime time and non-prime time used and operating efficiencies. The twinning several years ago of one of the City of Windsor's single pad arenas turned a \$50,000 annual operating deficit to a \$60,000 annual operating profit within a year of twinning. Similar situations are found in many twin pad facilities.

Discussion with Mr. John Lohuis, Director of Recreation for the City of Mississauga noted that when Iceland was first open they anticipated an annual operating surplus of over \$450,000. The increase in utility costs and less than anticipated revenue from the major restaurant have revised that operating surplus down to between \$200,000 and \$250,000 for the current operating year. Mr. Lohuis notes that if they were to do this project again they would not include a major restaurant. Interestingly, this was the same finding for the Town of Whitby Iroquois Ridge Community Centre (6 pads plus aquatic facility, fitness and major restaurant). Both municipalities found that participants were not inclined to stay and eat at the restaurants. On the other hand both have major upscale concession areas. For Iceland this is the highest (by relative expenses) cost recovery centre, with a profit margin exceeding 50%.

### 3.1.3 Capital Cost of Facility Options

The development scenarios (Tables 3.1 through 3.5) reflect possible options. There are of course, any number of variations, and the scenarios are provided as examples, to illustrate order of magnitude costs to

the City. The capital costs for lifecycle initiatives are taken from the structural report (Appendix B). Capital debenture costs for each scenario are based on debenture costs provided by the City's Finance Department in response to debt estimates provided by the consultants. These are based on current debt costs and may not be the same when debt is actually issued.

The City's finance staff note that the City currently has remaining borrowing capacity of \$189M to \$250M @ 6% borrowing rate, for a 10 to 15 year term. The City has a policy of blended pay-as-you go and debt payments for major capital. Staff note that arena projects must compete vigorously with other municipal infrastructure projects.

The scenarios in Tables 3.1 to 3.5 reflect the following assumptions:

1. (3.1) Status Quo – involves an annual debt for the Twinning of Centre 70, at a cost to the City of \$6.5M<sup>30</sup>. All debt costs are based on 20 year amortization at 6% interest;
2. (3.2) New Development of a 3-Plex (\$18M), the Twinning of Centre 70 (\$6.5M) and no partners, although assumes some community fundraising and grants from other levels of government, corporate sponsorship etc., of approximately \$4M. Decommissioning of the three smaller pads as soon as this facility is in place;
3. (3.3) 4-Plex (\$30M), no twinning of Centre 70, no partner, but with community fundraising;
4. (3.4) Three-plex, Centre 70 twinned at \$6.5M, partner for tri-plex with and City funding \$10M;
5. (3.5) Four-Plex, Centre 70 not twinned, partner for four-plex City contributing \$18M.

#### 3.1.4 Partnership Options

Strategic Direction # 5 and Recommendation # 6 support the development of a partnership for the provision of a major event/multi-pad arena. The capital cost of this facility will be in the neighbourhood of \$25 to \$30M dollars, a cost that may be prohibitive if the City were to develop the facility on its own. A capital and management partnership for this major facility will make this project more realistic. A facility of this size is also likely to garner interest among those with the resources to seek out such a partnership.

In 2000 the City of Vaughan opened a four-pad arena, with community rooms, sports bar, outdoor extreme sport facility, rock-climbing equipment, inline skating paths and basketball courts. The design, build,

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<sup>30</sup> The cost of twinning Centre 70 is included at \$6.5M, a cost identified in late 2002 for the twinning of a single pad arena for the City of Ottawa. That facility was not sized for twinning. Included in dmA Report – Ottawa Facility Study

operate, and transfer, facility has a 40-year contract term<sup>31</sup>. The facility is owned by the City of Vaughan but managed for the term of the contract by its private sector partner. The private sector partner contributed \$10M of the approximate \$25M cost. The City contributed \$10M and the land (\$5M value). The private partner has financed most of their portion over a 20-year period. The City purchases approximately 150 hours per week during the winter season and resells to minor groups at a subsidized rate.

While the partnership option is attractive, it brings some issues the City will need to assess before proceeding with that option. There are a few municipalities with some experience in developing public/private partnerships, perhaps most notably the City of Vaughan, which has several. The City of Ottawa is in the process of evaluating partnership submissions for ice and soccer facilities. The Town of Whitby had a private partner for the Iroquois Ridge Community Centre, a six-pad arena facility, aquatic and multi-purpose centre. Several years ago Whitby assumed operational responsibility for this facility.

The City of Mississauga investigated a partnership for Iceland Arena and eventually proceeded without a partner. The City of Brampton has a partial partnership for its four-pad arena. Those cities that investigated and proceeded without a partner had the population, and resources, including new development (DC funds), to proceed independently. That may not be the case for Kingston and such a partnership may be the only way to successfully develop a major ice facility.

When considering a partnership the City must assess the implications for existing staff, and for ongoing labour relations. The City of Kingston should understand that if the partnership fails the municipality will be responsible for the ongoing operation and capital costs. If such responsibility would be very difficult for the municipality, a partnership may lead to false confidence in the affordability of the project. If such a situation is manageable, though not preferred, the risk is less. Ensuring that the partnership is viable, and that the partner has a long-term commitment to the project is an important part of assessing the opportunity. Finally, the City will need to ensure the cost to use the facility is consistent with the public's ability to pay. In some communities user groups have lobbied the municipality not to proceed with private partnerships in fear that private operators would charge rates that were too high. In these cases (e.g., City of Burlington, Town of Ajax) user groups agreed to pay a surcharge similar to that levied by the City of Kingston to finance new facilities.

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31 Information from [www.SuperBuild.gov.on.ca](http://www.SuperBuild.gov.on.ca) - Public-Private Partnerships – Case Studies, Page 10, Information provided courtesy of the Ministry of Municipal Affairs and Housing.

**TABLE 3.1 STATUS QUO OPERATING SCENARIO PLUS TWINNING OF CENTRE 70**

	2004	2005	2006	2007	2008	2009	2010	2011	2012	2013	Totals
<b>Annual Operating Net Costs</b> (2004 costs are 1.02% of 2003 budget, thereafter operating costs are increased at .03% annually)											
Cooks Brothers Arena	\$56,787	\$58,491	\$60,246	\$62,053	\$63,915	\$65,832	\$67,807	\$69,841	\$71,937	\$74,095	\$651,005
Harold Harvey	(\$5,463)										(\$5,463)
Wally Elmer	\$64,796	\$66,739	\$68,742	\$70,804	\$72,928	\$75,116	\$77,369	\$79,690	\$82,081	\$84,543	\$742,808
Memorial Centre	\$204,005	\$214,205	\$224,916	\$236,161	\$247,969	\$260,368	\$273,386	\$287,056	\$301,408	\$316,479	\$2,565,954
Cataraqui Twin Pad	\$84,010	\$86,531	\$89,126	\$91,800	\$94,554	\$97,391	\$100,313	\$103,322	\$106,422	\$109,614	\$963,083
Centre 70	\$36,985	\$38,095	\$39,238	\$40,415	\$41,627	\$42,876	\$44,162	\$45,487	\$46,852	\$48,257	\$423,994
<b>Total Operating Costs</b>	<i>\$441,121</i>	<i>\$464,061</i>	<i>\$482,267</i>	<i>\$501,233</i>	<i>\$520,994</i>	<i>\$541,583</i>	<i>\$563,038</i>	<i>\$585,397</i>	<i>\$608,700</i>	<i>\$632,989</i>	<i>\$5,341,381</i>
<b>Projected Annual Lifecycle Costs</b>											
Cooks Brothers Arena	\$85,000	\$85,000	\$85,000	\$85,000	\$85,000	\$85,000	\$85,000	\$85,000	\$85,000	\$85,000	\$850,000
Harold Harvey Arena	\$80,000	\$80,000	\$80,000	\$80,000	\$80,000	\$80,000	\$80,000	\$80,000	\$80,000	\$80,000	\$800,000
Wally Elmer Arena	\$75,000	\$75,000	\$95,000	\$85,000	\$85,000	\$85,000	\$85,000	\$85,000	\$85,000	\$85,000	\$840,000
Memorial Centre	\$350,000	\$350,000	\$350,000	\$350,000	\$350,000	\$350,000	\$350,000	\$350,000	\$350,000	\$350,000	\$3,500,000
Cataraqui Twin Pad	\$220,000	\$220,000	\$220,000	\$240,000	\$250,000	\$250,000	\$250,000	\$250,000	\$250,000	\$250,000	\$2,400,000
Centre 70						\$100,000	\$100,000	\$100,000	\$100,000	\$100,000	\$550,000
<b>Total Capital Lifecycle Costs</b>	<i>\$810,000</i>	<i>\$810,000</i>	<i>\$830,000</i>	<i>\$840,000</i>	<i>\$850,000</i>	<i>\$950,000</i>	<i>\$950,000</i>	<i>\$950,000</i>	<i>\$950,000</i>	<i>\$950,000</i>	<i>\$8,890,000</i>
<b>Major Initiatives or Additions</b>											
Cooks Brothers Arena	\$100,000		\$200,000	\$100,000	\$100,000		\$200,000	\$182,000			\$882,000
Harold Harvey Arena	\$100,000		\$260,000								\$360,000
Wally Elmer Arena	\$100,000				\$300,000	\$200,000			\$50,000	\$55,000	\$705,000
Memorial Centre	\$200,000	\$200,000	\$100,000	\$100,000	\$200,000	\$200,000	\$200,000	\$200,000	\$200,000	\$200,000	\$1,800,000
Centre 70	\$550,000	\$550,000	\$550,000	\$550,000	\$550,000	\$550,000	\$550,000	\$550,000	\$550,000	\$550,000	\$5,500,000
<b>Total Major Additions</b>	<i>\$1,050,000</i>	<i>\$750,000</i>	<i>\$1,110,000</i>	<i>\$750,000</i>	<i>\$1,150,000</i>	<i>\$950,000</i>	<i>\$950,000</i>	<i>\$932,000</i>	<i>\$800,000</i>	<i>\$805,000</i>	<i>\$9,247,000</i>
<b>Total 10 year costs</b>	<b>\$2,301,121</b>	<b>\$2,024,061</b>	<b>\$2,422,267</b>	<b>\$2,091,233</b>	<b>\$2,520,994</b>	<b>\$2,441,583</b>	<b>\$2,463,038</b>	<b>\$2,467,397</b>	<b>\$2,358,700</b>	<b>\$2,387,989</b>	<b>\$23,478,381</b>

**TABLE 3.2 TWIN CENTRE 70, MEMORIAL CENTRE TRI-PLEX, NO PARTNERS**

	2004	2005	2006	2007	2008	2009	2010	2011	2012	2013	Totals
<b>Annual Operating Net Costs</b> (2004 costs are 1.02% of 2003 budget, thereafter operating costs are increased at .03% annually)											
Cooks Brothers Arena	\$56,787	\$58,491									\$115,278
Wally Elmer Arena	\$64,796	\$66,739									\$131,535
Harold Harvey Arena	(\$5,463)										(\$5,463)
Memorial Centre	(\$100,000)	(\$100,000)	(\$100,000)	(\$100,000)	(\$100,000)	(\$100,000)	(\$100,000)	(\$100,000)	(\$100,000)	(\$100,000)	(\$1,000,000)
Cataraqui Twin Pad	\$84,010	\$86,531	\$89,126	\$91,800	\$94,554	\$97,391	\$100,313	\$103,322	\$106,422	\$109,614	\$963,083
Centre 70	(\$30,000)	(\$30,000)	(\$30,000)	(\$30,000)	(\$30,000)	(\$30,000)	(\$30,000)	(\$30,000)	(\$30,000)	(\$30,000)	(\$300,000)
<b>Total Operating Costs</b>	<i>\$70,130</i>	<i>\$81,761</i>	<i>\$40,874</i>	<i>\$38,200</i>	<i>\$35,446</i>	<i>\$32,609</i>	<i>\$29,687</i>	<i>\$26,678</i>	<i>\$23,578</i>	<i>\$20,386</i>	<i>\$95,566</i>
<b>Projected Annual Lifecycle Costs</b>											
Wally Elmer	\$80,000	\$80,000	\$80,000								\$240,000
Memorial Centre				\$50,000	\$100,000	\$200,000	\$200,000	\$200,000	\$200,000	\$200,000	\$1,150,000
Cataraqui Twin Pad	\$220,000	\$220,000	\$220,000	\$240,000	\$240,000	\$240,000	\$240,000	\$260,000	\$260,000	\$260,000	\$2,400,000
Centre 70			\$50,000	\$50,000	\$50,000	\$100,000	\$100,000	\$100,000	\$100,000	\$100,000	\$650,000
<b>Total Capital Lifecycle Costs</b>	<i>\$300,000</i>	<i>\$300,000</i>	<i>\$350,000</i>	<i>\$340,000</i>	<i>\$390,000</i>	<i>\$540,000</i>	<i>\$540,000</i>	<i>\$560,000</i>	<i>\$560,000</i>	<i>\$560,000</i>	<i>\$4,440,000</i>
<b>Major Initiatives or Additions</b>											
Centre 70		\$550,000	\$550,000	\$550,000	\$550,000	\$550,000	\$550,000	\$550,000	\$550,000	\$550,000	\$4,950,000
Memorial Centre	\$1,500,000	\$1,500,000	\$1,500,000	\$1,500,000	\$1,500,000	\$1,500,000	\$1,500,000	\$1,500,000	\$1,500,000	\$1,500,000	\$15,000,000
<b>Total Major Additions</b>	<i>\$1,500,000</i>	<i>\$2,050,000</i>	<i>\$2,050,000</i>	<i>\$2,050,000</i>	<i>\$2,050,000</i>	<i>\$2,050,000</i>	<i>\$2,050,000</i>	<i>\$2,050,000</i>	<i>\$2,050,000</i>	<i>\$2,050,000</i>	<i>\$19,950,000</i>
<b>Total 10 year costs</b>	<b>\$1,870,130</b>	<b>\$2,431,761</b>	<b>\$2,359,126</b>	<b>\$2,351,800</b>	<b>\$2,404,554</b>	<b>\$2,557,391</b>	<b>\$2,560,313</b>	<b>\$2,583,322</b>	<b>\$2,586,422</b>	<b>\$2,589,614</b>	<b>\$24,294,434</b>

**TABLE 3.3 MEMORIAL CENTRE FOUR PLEX, NO PARTNER, CENTRE 70 NOT TWINNED**

	2004	2005	2006	2007	2008	2009	2010	2011	2012	2013	Totals
<b>Annual Operating Net Costs</b> (2004 costs are 1.02% of 2003 budget, thereafter operating costs are increased at .03% annually)											
Cooks Brothers Arena	\$56,787	\$58,491									\$115,278
Wally Elmer Arena	\$64,796	\$66,739									\$131,535
Harold Harvey Arena	(\$5,463)										(\$5,463)
Memorial Centre	(\$150,000)	(\$150,000)	(\$150,000)	(\$150,000)	(\$150,000)	(\$150,000)	(\$150,000)	(\$150,000)	(\$150,000)	(\$150,000)	(\$1,500,000)
Cataraqui Twin Pad	\$84,010	\$86,531	\$89,126	\$91,800	\$94,554	\$97,391	\$100,313	\$103,322	\$106,422	\$109,614	\$963,083
Centre 70	\$36,985	\$38,095	\$39,238	\$40,415	\$41,627	\$42,876	\$44,162	\$45,487	\$46,852	\$48,257	\$423,994
<b>Total Operating Costs</b>	<i>\$87,115</i>	<i>\$99,856</i>	<i>\$21,636</i>	<i>\$17,785</i>	<i>\$13,819</i>	<i>\$9,733</i>	<i>\$5,525</i>	<i>\$1,191</i>	<i>\$3,273</i>	<i>\$7,872</i>	<i>\$128,426</i>
<b>Projected Annual Lifecycle Costs</b>											
Wally Elmer	\$80,000	\$80,000	\$80,000								\$240,000
Memorial Centre				\$50,000	\$100,000	\$100,000	\$100,000	\$100,000	\$200,000	\$200,000	\$650,000
Cataraqui Twin Pad	\$220,000	\$220,000	\$220,000	\$240,000	\$240,000	\$240,000	\$240,000	\$260,000	\$260,000	\$260,000	\$2,400,000
Centre 70	\$100,000	\$100,000	\$100,000	\$100,000	\$100,000	\$100,000	\$100,000	\$100,000	\$100,000	\$100,000	\$1,000,000
<b>Total Capital Lifecycle Costs</b>	<i>\$400,000</i>	<i>\$400,000</i>	<i>\$400,000</i>	<i>\$390,000</i>	<i>\$440,000</i>	<i>\$440,000</i>	<i>\$440,000</i>	<i>\$460,000</i>	<i>\$460,000</i>	<i>460,000</i>	<i>\$4,290,000</i>
<b>Major Initiatives or Additions</b>											
Memorial Centre	\$2,136,000	\$2,136,000	\$2,136,000	\$2,136,000	\$2,136,000	\$2,136,000	\$2,136,000	\$2,136,000	\$2,136,000	\$2,136,000	\$21,360,000
<b>Total Major Additions</b>	\$2,136,000	\$2,136,000	\$2,136,000	\$2,136,000	\$2,136,000	\$2,136,000	\$2,136,000	\$2,136,000	\$2,136,000	\$2,136,000	\$21,360,000
<b>Total 10 year costs</b>	<b>\$2,623,115</b>	<b>\$2,635,856</b>	<b>\$2,514,364</b>	<b>\$2,508,215</b>	<b>\$2,562,181</b>	<b>\$2,566,267</b>	<b>\$2,570,475</b>	<b>\$2,594,809</b>	<b>\$2,599,273</b>	<b>\$2,603,871</b>	<b>25,778,426</b>

**TABLE 3.4 TWIN CENTRE 70, MEMORIAL CENTRE TRI-PLEX, PARTNER**

	2004	2005	2006	2007	2008	2009	2010	2011	2012	2013	Totals
<b>Annual Operating Net Costs</b> (2004 costs are 1.02% of 2003 budget, thereafter operating costs are increased at .03% annually)											
Cooks Brothers Arena	\$56,787	\$58,491									\$115,278
Wally Elmer Arena	\$64,796	\$66,739									\$131,535
Harold Harvey Arena	(\$5,463)										(\$5,463)
Memorial Centre	(\$25,000)	(\$25,000)	(\$25,000)	(\$25,000)	(\$25,000)	(\$25,000)	(\$25,000)	(\$25,000)	(\$25,000)	(\$25,000)	(\$250,000)
Cataraqui Twin Pad	\$84,010	\$86,531	\$89,126	\$91,800	\$94,554	\$97,391	\$100,313	\$103,322	\$106,422	\$109,614	\$963,083
Centre 70	(\$30,000)	(\$30,000)	(\$30,000)	(\$30,000)	(\$30,000)	(\$30,000)	(\$30,000)	(\$30,000)	(\$30,000)	(\$30,000)	(\$300,000)
<b>Total Operating Costs</b>	<i>\$145,130</i>	<i>\$156,761</i>	<i>\$34,126</i>	<i>36,800</i>	<i>\$39,554</i>	<i>\$42,391</i>	<i>\$45,313</i>	<i>\$48,322</i>	<i>\$51,422</i>	<i>\$54,614</i>	<i>\$654,434</i>
<b>Projected Annual Lifecycle Costs</b>											
Wally Elmer	\$80,000	\$80,000	\$80,000								\$240,000
Memorial Centre				\$50,000	\$100,000	\$200,000	\$200,000	\$200,000	\$200,000	\$200,000	\$1,150,000
Cataraqui Twin Pad	\$220,000	\$220,000	\$220,000	\$240,000	\$240,000	\$240,000	\$240,000	\$260,000	\$260,000	\$260,000	\$2,400,000
Centre 70			\$50,000	\$50,000	\$50,000	\$100,000	\$100,000	\$100,000	\$100,000	\$100,000	\$650,000
<b>Total Capital Lifecycle Costs</b>	<i>\$300,000</i>	<i>\$300,000</i>	<i>\$350,000</i>	<i>\$340,000</i>	<i>\$390,000</i>	<i>\$540,000</i>	<i>\$540,000</i>	<i>\$560,000</i>	<i>\$560,000</i>	<i>\$560,000</i>	<i>\$4,440,000</i>
<b>Major Initiatives or Additions</b>											
Centre 70		\$550,000	\$550,000	\$550,000	\$550,000	\$550,000	\$550,000	\$550,000	\$550,000	\$550,000	\$4,950,000
Memorial Centre	\$852,000	\$852,000	\$852,000	\$852,000	\$852,000	\$852,000	\$852,000	\$852,000	\$852,000	\$852,000	\$8,520,000
<b>Total Major Additions</b>	<i>\$852,000</i>	<i>\$1,402,000</i>	<i>\$1,402,000</i>	<i>\$1,402,000</i>	<i>\$1,402,000</i>	<i>\$1,402,000</i>	<i>\$1,402,000</i>	<i>\$1,402,000</i>	<i>\$1,402,000</i>	<i>\$1,402,000</i>	<i>\$13,470,000</i>
<b>Total 10 year costs</b>	<b>\$1,297,130</b>	<b>\$1,858,761</b>	<b>\$1,786,126</b>	<b>\$1,778,800</b>	<b>\$1,831,554</b>	<b>\$1,984,391</b>	<b>\$1,987,313</b>	<b>\$2,010,322</b>	<b>\$2,013,422</b>	<b>\$2,016,614</b>	<b>\$18564,434</b>

**TABLE 3.5 MEMORIAL CENTRE FOUR PLEX, PARTNER, CENTRE 70 NOT TWINNED**

	2004	2005	2006	2007	2008	2009	2010	2011	2012	2013	Totals
<b>Annual Operating Net Costs</b> (2004 costs are 1.02% of 2003 budget, thereafter operating costs are increased at .03% annually)											
Cooks Brothers Arena	\$56,787	\$58,491									\$115,278
Wally Elmer Arena	\$64,796	\$66,739									\$131,535
Harold Harvey Arena	(\$5,463)										(\$5,463)
Memorial Centre	(\$75,000)	(\$75,000)	(\$75,000)	(\$75,000)	(\$75,000)	(\$75,000)	(\$75,000)	(\$75,000)	(\$75,000)	(\$75,000)	(\$750,000)
Cataraqui Twin Pad	\$84,010	\$86,531	\$89,126	\$91,800	\$94,554	\$97,391	\$100,313	\$103,322	\$106,422	\$109,614	\$963,083
Centre 70	\$36,985	\$38,095	\$39,238	\$40,415	\$41,627	\$42,876	\$44,162	\$45,487	\$46,852	\$48,257	\$423,994
<b>Total Operating Costs</b>	<i>\$162,115</i>	<i>\$174,856</i>	<i>\$53,364</i>	<i>\$57,251</i>	<i>\$61,181</i>	<i>\$65,267</i>	<i>\$69,475</i>	<i>\$73,809</i>	<i>\$78,273</i>	<i>\$82,871</i>	<i>\$878,426</i>
<b>Projected Annual Lifecycle Costs</b>											
Wally Elmer Arena	\$80,000	\$80,000	\$80,000								\$240,000
Memorial Centre				\$50,000	\$100,000	\$100,000	\$100,000	\$100,000	\$200,000	\$200,000	\$650,000
Cataraqui Twin Pad	\$220,000	\$220,000	\$220,000	\$240,000	\$240,000	\$240,000	\$240,000	\$260,000	\$260,000	\$260,000	\$2,400,000
Centre 70	\$100,000	\$100,000	\$100,000	\$100,000	\$100,000	\$100,000	\$100,000	\$100,000	\$100,000	\$100,000	\$1,000,000
<b>Total Capital Lifecycle Costs</b>	<i>\$400,000</i>	<i>\$400,000</i>	<i>\$400,000</i>	<i>\$390,000</i>	<i>\$440,000</i>	<i>\$440,000</i>	<i>\$440,000</i>	<i>\$460,000</i>	<i>\$460,000</i>	<i>460,000</i>	<i>\$4,290,000</i>
<b>Major Initiatives or Additions</b>											
Memorial Centre	\$1,500,000	\$1,500,000	\$1,500,000	\$1,500,000	\$1,500,000	\$1,500,000	\$1,500,000	\$1,500,000	\$1,500,000	\$1,500,000	\$15,000,000
<b>Total Major Additions</b>	\$1,500,000	\$1,500,000	\$1,500,000	\$1,500,000	\$1,500,000	\$1,500,000	\$1,500,000	\$1,500,000	\$1,500,000	\$1,500,000	\$1,500,000
<b>Total 10 year costs</b>	<b>\$2,062,115</b>	<b>\$2,074,856</b>	<b>\$1,953,364</b>	<b>\$1,947,215</b>	<b>\$2,001,181</b>	<b>\$2,005,267</b>	<b>\$2,009,475</b>	<b>\$2,033,809</b>	<b>\$2,038,273</b>	<b>\$2,042,871</b>	<b>\$20,168,426</b>

## 3.2 Strategic Directions

The City should adopt a strategic approach to providing ice facilities. These facilities are an integral part of the overall supply of recreation facilities, and the absence of a master plan for recreation and culture results in some difficulty in this regard. In the context of an overall master plan that identified a facility hierarchy, development principles, and service levels, the approach to providing ice would be clearer and less subject to opposing views. For example, a master plan that clearly identified the type of facilities that should be provided at the neighbourhood, community and citywide level would give comfort to communities that see the loss of current ice facilities as loss of all indoor recreation space.

In Kingston, existing ice facilities were designed as community recreation centres. The view of ice arenas as the focal recreation facility for a community is inconsistent with today's view of arenas and recreation centres. Single pad ice facilities were once considered to serve local neighbourhoods of 5,000 to 10,000, with participants able to walk-to for skating lessons, public skating and pick up hockey. The needs of youth were the major focus. Today, adults and youth use ice facilities, most bring heavy equipment bags, and travel to the arena by car. The majority of ice users feel the quality of the facility far outweighs the proximity of the location to their home base.

The Strategic Directions listed below were developed to guide the City in its provision of future ice<sup>32</sup> services. They assume that an overall master plan for recreation facilities will be developed in the short term. They also assume the master plan will adopt recreation facility provision principles typical of similar communities across southern Ontario. These include the provision of multi-purpose community centres that address the specific needs of communities of 30,000 or 40,000 across the City, as well as more local needs where appropriate. Based on the way in which indoor ice facilities are provided in most municipalities of Kingston's size, multi-pad ice facilities will serve larger communities rather than neighbourhoods.

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<sup>32</sup> In this study reference to ice facilities except where specifically noted refers to indoor ice pads that accommodate competitive hockey, figure skating, Ringette etc. This does not refer to outdoor ice, or leisure ice.

**Strategic Direction # 1:** Ice facilities should be provided in a manner that maximizes cost efficiencies, including operating costs, and maintenance of capital infrastructure.

**Implications/Rationale:** Twinned or multi-pad facilities have greater opportunity to generate operating surpluses. Where possible, facilities should be twinned, or developed as multiples.

As a rule where existing facilities have very high retrofit costs, and where the retention of a heritage facility is not an issue, the City should plan to decommission facilities and develop more cost effective facilities.

Where possible the City should develop future facilities in partnership with user groups, or other funding partners.

**Strategic Direction # 2:** Ice facilities should be provided in a manner that maximizes service and program opportunities, consistent with the needs of today's ice users.

**Implications/Rationale:** Twinned or multi-pad facilities have greater opportunity to support tournaments and other events that can bring revenue to the facility.

Facilities should provide the amenities of a modern arena including at minimum 6 dressing rooms per ice pad, four referee rooms – two for adults - male and female, and two for youth – male and female, per ice pad.

Ice facilities should be fully accessible to the disabled including those who are sight, physically, and hearing challenged. This includes access to washrooms, lobby and concession area, change rooms, the ice pad and seating area.

**Strategic Direction # 3:** Ice facilities appropriate to the general public for public skate are important, as are facilities that respond to organized users.

**Implications/Rationale:** Within the system the City should provide leisure ice to accommodate the interests of public skaters, including seniors, young children, and others who want the opportunity to use the City's facilities for recreation and fitness.

The City does not currently have an abundance of leisure ice time, and through scheduling and development this need should be addressed.

**Strategic Direction # 4:** Appropriate indoor recreation space should be provided to City residents.

**Implications/Rationale:** Some of the oldest ice facilities were developed as the community recreation space of the day and continue to provide community space in meeting rooms and during the non-ice season. Where these facilities are recommended for decommissioning as an ice facility consideration should be given to repurposing or redeveloping community recreation space.

**Strategic Direction # 5:** Development and management of arena facilities through a partnership with other providers and sectors should be investigated, and where costs to the City are reduced, and service is not negatively impacted, the City should consider such partnerships.

**Implications/Rationale:** Development of a multi-plex facility with an event arena is an optimal situation for investigating a public private partnership. This will have many implications for the City – including pros and cons. The City should thoroughly investigate this opportunity.

**Strategic Direction #6:** Arena facilities should be sited to maximize synergies among facility components, to optimize revenues and to provide users with the optimal ancillary and ice space.

**Implications/Rationale:** Ice users note that the ease of access and availability of ice is much more important than the location per se. These are not walk-to community facilities and siting should ensure good parking, land costs, and opportunities to create multi-pad facilities, as well as appropriate ancillary spaces.

These strategic directions support the development of multi-pad ice facilities, at locations that provide optimum parking, and ancillary spaces. Ease of access, proximity to accommodation and restaurants is important for tournaments and other events. Ice arenas are not sufficient community recreation space. Community recreation space is an important amenity to all communities. Where existing ice facilities are removed to be rebuilt elsewhere, the City should replace the community rink with appropriate community centre space.

### 3.3 Evaluation of Provision Scenarios

Table 3.6 evaluates five scenarios in response to the six provision strategies. The total costs over a period of ten years in the scenarios outlined in tables 3.1 to 3.5 are order of magnitude costs. While Tables 3.3 and 3.5 indicate that the four-plex with a partner is more expensive than a three-plex with a partner and the twinning of Centre 70, this does not need to be the case. This could reflect a more modest cost for the Three-plex. This will depend entirely on the type of partnership attracted, and the facility design. In reality the ten-year costs of either option could legitimately be very similar. Both are the lowest cost options.

#### 3.3.1 Site Evaluation

Several key informants discussed the appropriateness of the current site of Memorial Arena for a new multi-pad facility. The site meets all requirements including size, visibility, proximity to the central urban core, history and public ownership, that would make it an ideal site. However, concern was also noted with respect to increased traffic, that would be generated by a three or four-pad facility. On the assumption that the existing facility would remain in operation while the new facility was built, leaving the existing arena location for parking, concern was noted for abutting neighbours. Prior to including the current Memorial Arena site as a proposed site for a new multi-pad facility the City should undertake a full traffic assessment, communication with the public in the immediate neighbourhood, and a more in-depth assessment, including geotechnical assessment of that site.

As well the City should identify and assess other sites that meet the basic requirements of this facility.

TABLE 3.6 EVALUATION OF SCENARIOS

Strategies	Status Quo with Centre 70 Twinned	Tri-Plex with Event Arena, twin Centre 70, No Partner	Four-Plex with Event Arena, Centre 70 not twinned, No Partner	Tri-Plex with Event Arena, twin Centre 70, Partner	Four-Plex with Event Grounds, Centre 70 not twinned, Partner
1. Maximize cost efficiency	Does not support cost efficiency	Slightly more cost efficient, more revenue to the City than might be achieved with a partner although capital costs higher.	Most expensive option	Along with fifth scenario most cost effective. Also best immediate option to develop multiple pad facilities	Cost effective option. Will reduce annual operating revenues to the City slightly. Depending how partnership is developed this can be adjusted.
2. Maximize service	Does not maximize service to ice user. However does provide new ice at Centre 70	Provides better service, and distributes new ice in the central and west end of the City.	Good Service to ice user, good opportunities for events, tournaments etc. Does not distribute facilities as well as scenarios 2 & 4	Provides better service, and distributes new ice in the central and west end of the City.	Good Service to ice user, good opportunities for events, tournaments etc. Does not distribute facilities as well as scenarios 2 & 4
3. Provide access to ice for leisure as well as organized sport	Provides ice in closer proximity to local neighbourhoods but limited access to ice by local residents	Reduces walk to access to some parts of the City. Leisure ice could be provided within a newly developed facility. Site would accommodate	Ability to provide leisure ice dependent on site, however would need larger site than for option 2 & 4.	Reduces walk to access to some parts of the City. Leisure ice could be provided within a newly developed facility. Site would accommodate	Ability to provide leisure ice dependent on site, however would need larger site than for option 2 & 4.
4. Provide community recreation space to replace decommissioned ice facilities	Will retain what is currently available but will not provide significant opportunity to redevelop community space for non-ice use,	With community ice removed/relocated there will be opportunities and space to develop more appropriate indoor recreation space	With community ice removed/relocated there will be opportunities and space to develop more appropriate indoor recreation space	With community ice removed/relocated there will be opportunities and space to develop more appropriate indoor recreation space	With community ice removed/relocated there will be opportunities and space to develop more appropriate indoor recreation space
5. Pursue partnerships that benefit the City and the user groups	Not an option	Does not include true partnerships, would include fundraising	No partner	Opportunity for partner in new facility on current Memorial Centre site	Opportunity for partner in new facility on current Memorial Centre site
6. Site new facilities to maximize synergies among facilities and to maximize the ice user experience	Will not maximize synergies, or ice user experience. A	Provides opportunities for synergies and new event and service opportunities. Also enhances opportunities at Centre 70.	Provides opportunities for synergies and new event and service opportunities. Retains single pad at Centre 70 for short term and may reduce opportunities Citywide.	Provides opportunities for synergies and new event and service opportunities. Also enhances opportunities at Centre 70.	Provides opportunities for synergies and new event and service opportunities. Retains single pad at Centre 70 for short term and may reduce opportunities Citywide.

## 3.4 Recommendations

The preceding discussion and cost scenarios support the development of multiple ice pad facilities. Where these can be developed in several locations across the City, general access will be enhanced. As noted, the cost scenarios are simply examples. Each can be adjusted with higher annual revenues, larger capital funding partnerships, lower capital costs, different decisions re: closure of existing ice pads, etc. However, using the Strategic Directions to maximize cost savings, maximize service to City residents and to seek partnerships where that is most appropriate, Scenario four – developing a triple-pad arena, with one of those pads a major event facility, the twinning of Centre 70, decommissioning of Harold Harvey and Cooks Brothers arenas in the short term, and seeking a capital and operating partner for the triple-pad, is the most viable option. With growth, an additional ice pad can be added to the triple-pad. It should be designed to accommodate this additional pad in the future. As noted in the introduction to section 3.3, the ten-year costs of both scenario 4 and scenario 5 could be similar. The preference for developing a three pad and twinning Centre 70 relates to the better opportunity to create more efficient space in several areas of the City.

Additionally, community recreation space should be provided appropriately across the City. This should be further assessed as part of a cultural services master plan. With respect to the recommended multi-pad facilities, ancillary space including a gymnasium and fitness space would be appropriate components of this facility, providing enhanced options for dry-land training, fitness training, and instructional and technical development. Other facility components including a pro-shop, food services (licensed), therapy offices and sports medicine rooms should also be considered. Such spaces are consistent with this type of facility and would increase opportunities for interested partners. The design for the three-plex should also consider the opportunity to add leisure ice to the end of one of the community ice pads. Alternatively, one of the ice pads could be designed and designated for recreational skating (public skating, shinny hockey, instructional skating). This would enhance tourism opportunities and community interest and commitment in the facility.

The following recommendations are based on the needs assessment and the Strategic Directions discussed above. Further discussion about financing considerations and implementation follows. The time frames noted below refer to the following years:

Immediate to short term: to 2005

Medium term: 2006 to 2015

Long term: 2015 and beyond

**Immediate to short term:**

- Recommendation 1:** In the short term the City should undertake to complete a full cultural services master plan. In the context of a full cultural services master plan the City should identify community recreation needs for the communities surrounding Harold Harvey, Wally Elmer and Cooks Brothers arenas. This investigation should assess indoor facility needs and opportunities to repurpose existing facilities to better meet community needs. These facilities however, should be decommissioned as ice facilities.
- Recommendation 2:** The City should introduce a development charge levy for recreation facilities. This levy should not be facility-specific (e.g., not arenas, but recreation centres) to provide the City with future flexibility for provision of growth related recreation facilities.
- Recommendation 3:** The City should develop a three-pad arena facility to replace Memorial Arena, Cooks Brothers Arena and Harold Harvey Arena. One of the three pads should be an event arena with seating accommodation for 5,000. The other two pads should have seating accommodation for 300 to 500. In developing the triple-pad, the addition of a fourth pad in the future should be planned.
- Recommendation 4:** In advance of the tendering process for this project, the City must develop a more detailed space program and capital costing. In addition to the three ice pads (and plans for a fourth pad in the future) the overall plan for the facility should consider other spaces such as gymnasium space, fitness facility, licensed food services and sports medicine and training areas. Other basic components including office and storage space, concession areas and medium size meeting rooms would of course be a component of this facility. The overall plan for the facility should be developed as the basis for tender documents and for determining and assessing partner options.
- Recommendation 5:** The City should identify and assess locations for the three-pad (with a future option of a fourth pad) arena complex. Site locations should be at least 25 acres and have municipal servicing. The site should be well situated with respect to the main urban areas of the City, should have excellent vehicular access, and be prominent with respect to visibility of this major public building.

- Recommendation 6:** The City should investigate opportunities to develop a capital and operating partnership for the three-pad arena. The specifics of this partnership will need to be carefully assessed with respect to implications for long-term costs, access by the public, implications for existing staff, public risk and liability, long-term maintenance of the infrastructure. The partnership could be for the major event arena only with community rinks remaining as municipally-operated arenas.
- Recommendation 7:** The design for the three-plex should consider the opportunity to add leisure ice to the end of one of the community ice pads. Alternatively, one of the ice pads could be designed and designated for recreational skating (public skating, shinny hockey, instructional skating). This is particularly appropriate if in the short and medium term the City chooses to retain Wally Elmer arena.
- Recommendation 8:** As part of identification and assessment of sites for the multi-pad arena, the City should initiate discussions with the Agricultural Fair Board to confirm the availability and appropriateness of the current Memorial Centre property for an arena/sports complex. Further assessment (through any additional studies or task forces) of the current Memorial Centre site should include a traffic impact study, extensive consultation with the surrounding community and perhaps geotechnical studies, to assess the ability of the site to accommodate the new facility.
- Recommendation 9:** When the three-plex is completed the City should decommission the current Memorial Centre, Harold Harvey and Cooks Brothers arenas.
- Recommendation 10:** Design of the three-plex should incorporate aspects of the current Memorial Centre, perhaps including some of the physical elements to provide continuity between the new facility and a facility that was in part constructed as a war memorial.
- Recommendation 11:** Upon approval in principle, the City should confirm its position with respect to pursuing a partnership with the private sector for the development of the three-pad arena facility. As part of this process of confirmation, the City should decide its position on the option of contracting-in.

- Recommendation 12:** Upon agreement to develop new arena facilities the City should prepare a base business plan including, at minimum, the points noted in the discussion in section 4.2.3 (point 4). Additionally, this business plan should identify those costs that the City would retain, or add, in a partnership agreement. This business plan should be used in evaluation of proponent submissions.
- Recommendation 13:** Upon agreement to develop new arena facilities, the City should assess current ice user rates and capital financing requirements and if necessary revise current surcharges. When required surcharges are identified, and prior to proceeding with development of any partnership initiatives, these revised surcharges should be reviewed with and agreed to by user groups.
- Recommendation 14:** If the City chooses to proceed with a public/private partnership it should establish a process to oversee, prepare documents for, manage the process and evaluate the partnership process. It is strongly recommended that this initiative include external support from an experienced advisor to ensure the process begins with clear objectives and that the process is fair, transparent, and results in a mutually beneficial agreement between partners.
- Recommendation 15:** Any decision to sell municipal property on which existing arenas are recommended for decommissioning should be delayed until the completion of a full cultural services master plan.
- Recommendation 16:** The City should attempt to standardize fees across the City's ice facilities by adult/youth, prime time/non-prime time. Section 2.4.2 documents current rates for different arenas. These rates currently reflect variations in the user (adult/youth), time used (prime time/non-prime time) and the quality of the facility. Fees for the event arena would reasonably reflect the greater costs to operate that facility.
- Recommendation 17:** The City should twin Centre 70 with a community level ice pad, NHL size and with seating for 300-500.

**Short to Medium term:**

**Recommendation 18:** Except for those lifecycle requirements that are critical to public safety, no additional infrastructure repairs should be undertaken for the four older arenas.

**Recommendation 19:** The City should plan to add a fourth ice pad to the three-plex in the medium term, with a community-level ice rink. This facility will be needed to accommodate growth.

**Recommendation 20:** The City should maintain the current surcharges on user fees and direct those to capital costs financing including debt repayment on new facilities.

## 4.0 Implementation

Section 4.0 outlines implementation considerations, including financial considerations, site identification, alternative service delivery options and process tasks.

### 4.1 Financing Considerations

Comments from the City's Director of Finance note that the City has significant spending requirements and that arena services are competing with other municipal services for limited dollars. Debt financing, (see section 3.1.3 introduction) would only provide limited debt room for arena purposes. The City has recently introduced a capital surcharge on user rates, with proceeds directed to a specific reserve for arena rejuvenation. Proceeds are likely to result in approximately \$500,000 annually. Of this over \$300,000 is identified for annual rejuvenation to Centre 70 (existing pad) and Cataraqui Community Centre, leaving between \$100,000 and \$200,000 to be directed toward debt repayment. This represents approximately half the requirement for twinning of Centre 70 using the projections noted in Table 3.3.

Any sale of property of arenas recommended for decommissioning should be used to reduce the financing requirements of these projects. It must be cautioned that these properties are often the only recreation facilities in these communities and while decommissioning of older facilities is recommended, replacement with appropriate community recreation space is also recommended. Proceeds from the sale of land may therefore be minimal. Prior to any sale of property the City should complete its cultural services master plan.

### 4.2 Implementation

The City has limited reserve funds or debt financing to direct toward development of the facilities recommended in this report. Achieving these recommendations requires focused effort and adoption of new operating policies or positions. For example, it is likely that additional surcharges or increased base fees will be needed to achieve the recommendations of this study. Selective sale of current assets may be required -- that would necessitate adopting a new view of how and where leisure facilities are provided and located. Most significantly, investigation of a partnership to develop the multi-pad facility may be the most viable option to achieving this project in the short to medium term.

These considerations have implications for all the City's recreation and cultural services and there would be a benefit to delaying this initiative until after the recommended cultural master plan is complete. For example, understanding how a partnered operation fits with non-partnered, but similar operations should be assessed. Delay of new facility development may not be a realistic option. The following discussion is premised on an understanding that current arena services are a pressing need for the City and new development in the short rather than the long term is the goal.

Twinning Centre 70 is the least complicated of the recommendations specific to providing new ice facilities. With immediate approval the City may be in a position to tender the project for February of 2004 with the new pad available for the start of the 2004/05 season.

Given the City's financial constraints, a partnership with a private sector partner for the three-pad arena should be pursued. Section 4.2.1 provides a general discussion of alternative service approaches.

#### 4.2.1 Alternative Service Approaches

Alternative service delivery (ASD) approaches to recreation and culture have been the subject of much discussion for more than a decade. This reflects a significant need to reduce demand on public funds, or to respond with less public funding. There has been somewhat limited assessment of these approaches and the concern is that public organizations will make decisions without sufficient and appropriate background information. Depending on the scope of the ASD, they can have a significant impact on staffing, interaction with users, and public access to services. Organizations wishing to pursue ASD's should anticipate undertaking considerable primary assessment on a case-by-case basis.

Public recreation and culture services have in fact used a variety of "alternative approaches" throughout the history of these services. It is important to note that ASD does not only include the now commonly understood public/private partnerships (or 3P's). A 1997 study for the Ministry of Citizenship, Culture and Recreation<sup>33</sup> identified alternative service delivery on a continuum from self (municipally) operated to privatization. Table 4.1 summarizes the points on this continuum.

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<sup>33</sup> A Report About Public/Private Partnership Approaches in Recreation Service Management (1997) The JF Group & IER (dmA)

TABLE 4.1: CONTINUUM OF SERVICE DELIVERY APPROACHES

Self Operated:	Provision of service through public management of all service components.
Contracting Out:	Services provided by a particular supplier to the municipality under a contract for a specified term e.g., grass cutting, operation of a skate shop. Public sector creates and monitors specific service requirements either through a tender or RFP.
Contracting In:	A group of municipal personnel provide services under a form of contract for a specified term e.g., staff group may form and submit a staff bid in competition with external bids, competing on the same parameters. Public sector creates and monitors specific service requirements either through a tender or RFP.
Licensing:	Specific services provided by granting a license to a selected supplier for a specific term. Usually connected with service areas not provided by municipality e.g., hot dog stand.
Partnership:	An association of two or more partners with joint interests through which services are delivered or facilities operated from which each receives certain benefits. For example, development of a major facility in which two or more parties contribute capital and operating funds and share management under very specified terms. Public sector creates and monitors specific service requirements either through a tender or RFP. The difference between a partnership and contracting out/in is in the contribution of funds and sharing of risk.
Privatization:	Provision of services by completely transferring responsibilities or ownership to the private sector e.g., recent sales of municipal utilities in some municipalities.

Partnerships generally involve some degree of:

- Risk transfer to the partner;
- Partner capital investment;
- Reduced public sector investment;
- Understanding that the partner will expect to recoup investment through profits;
- Cost recovery from user fees and other revenue sources to support operating cost, investment and agreement structure;
- Varying degree of public sector regulation, adherence to existing policies and procedures (to be redefined in the partnership agreement); and
- Usually, return of assets to the public sector at the end of a specified period.

The 1997 study referenced on the preceding page identified several considerations based on experiences of municipalities to date ('97). These included:

- Increased willingness (need) to be proactive in pursuing alternative delivery methods;
- Private sector interests are attracted to revenue producers (e.g., large multi-component and often event facilities, rather than small community facilities, arenas rather than pools etc.). Some expressed concern that this resulted in “skimming” from the most revenue positive projects, providing less revenue to balance revenue negative activities;
- Partnership agreements are becoming increasingly complex, with increasing requirements and knowledge of the due diligence process.

The public and private sector bring different motivations and expectations to these projects. Success of a partnership depends on the ability of both parties to agree, and perhaps compromise, on such things as tolerance for risk (public sector), willingness to reinvest into the capital structure (private sector), access and pricing (both). A clear framework to guide the process must precipitate the development of a partnership. This should include a corporate policy for development of such relationships, and a reasonable and logical process for selecting partners that incorporates a predetermined and open evaluation and selection procedure. Where private partners are evaluated against a public sector operation, either self-operated or contracting-in, the playing field must be equal, open and fair.

#### 4.2.2 Site Considerations

The current site of the Memorial Arena has some obvious advantages in terms of municipal ownership, appropriate zoning, access, size, and location. While other sites could be investigated, these considerations will form the basis of the criteria on which they should be evaluated. There are some issues with the Memorial Arena property that may require further study. Staff in the Planning Department note that three of the roads surrounding the current Memorial Arena site are not arterial roads and only Concession Street is an arterial road, and that a traffic impact analysis should be completed for the site. Location of parking for the new facility may impact existing residential neighbourhoods (it is assumed that the existing arena would not be decommissioned until the new site is built) with implications for landscaping to soften the large parking expanse. Consultation with the public, particularly the surrounding neighbourhood, must be undertaken as part of the development process. Should the current site be deemed not appropriate, the issue of location will need to be addressed further.

### 4.2.3 Process

The following points outline an approach the City could take to implement the recommendations. Timing identified assumes best-case scenarios.

1. **Approval of recommendation to twin Centre 70. (January 2004)** Tender the project for February 2004 with new pad available for 2004/05 season. Assuming a simple design/build process.
2. **Approval of recommendation to develop a three-plex arena with the option to add a fourth pad in the medium term. (January 2004)**
3. **Site Selection:** Includes further study of the Memorial Arena property and the identification of an alternate site. This step will include consultation with the Agricultural Fair Board regarding use of the Memorial Arena property, traffic and geotechnical assessment (if deemed necessary), consultation with the surrounding neighbourhood, consultation with current users, particularly major tenants such as the Kingston Frontenacs. Consultation with local residents should be undertaken after the City has prepared a traffic study, and has prepared a preliminary concept placing the facility on the property, to demonstrate impact on green space, parking, landscaping to screen parking areas, etc. Identification of alternate site, including cost should be undertaken. Confirmation of site must be completed prior to proceeding with a call for proposal for potential funding partner, initiation of fundraising activities or other capital financing initiatives, or development of tendering documents. The issue of site must be resolved first, to provide both the City and any partnership proponents with details of the location context. **(January to March 2004)**
4. **Prepare Base Business Plan:** The City should prepare a base business plan against which external bids will be assessed. (can proceed concurrent with identification of site – **January to March 2004**). This will include such items as:
  - a. An outline of all operational costs, including any staff concessions that may be provided by those who will work in the facility, if it is a City managed centre. Costs must be inclusive of direct and indirect costs provided to the Facility (e.g., marketing, technology, budget, management support that would reasonably be received by a City managed facility).
  - b. Operating costs must include such items as insurance, winter control, tipping fees etc. that may be included in an overall arena or cultural services budget.
  - c. Staffing structure including a detailed organizational chart for the facility.
  - d. Hours of operation. Days of operation per year.
  - e. Fees, rates that will be charged.
  - f. Service responsiveness (e.g., how will complaints from users, neighbours etc., be addressed, by whom).

- g. Ongoing capital maintenance program, anticipated lifecycle costs.
- h. Capital Funding sources and taxpayer impact.
- i. Timing of capital funding.

The preceding information should be documented and used as the point of comparison for partnership submissions. The base business plan must be realistic. It represents how the City would operate the facility. This plan should include all direct and indirect costs including an assessment of overhead and general administration costs.

5. **Call for Partnership Proposals:** This is a fairly lengthy process that includes:

- An initial open Expression of Interest (EOI);
- Short list of proponents to submit a detailed Request for Proposals based on the specific concept, location, and parameters outlined in a base business plan, and incorporating detailed information on the contribution of the municipality (e.g., land, capital, ongoing operating support etc.) and established restrictions and requirements such as fees that may be charged, hours of operation, performance outcomes etc.;
- Evaluation of RFP submissions;
- Negotiation with proponent(s);
- Partnership agreement.

It should be noted that although some of the indirect costs could be transferred to the partner, the City will retain some of these costs even with a partner, as long as this facility remains publicly owned. For example, in identifying municipal costs in a partnership the City will continue to have a role in monitoring the partnership. To the degree that user groups use different facilities across the City there will continue to be staff time directed to involvement even with a partnered operation. A common approach to partnerships that accommodate existing users is for the municipality to “purchase” a specific number of hours that are then rented out to user groups so that the user group continues to deal directly with the municipality for all ice scheduling requirements. Staff time involved in this process should be identified with respect to the base business plan as it is reflected in the RFP.

Assuming that the initial tasks are completed in the spring of 2004, a call for partnerships could begin and be completed between spring 2004 and fall/winter 2004.

6. Construction for twelve to eighteen months – with opening scheduled for January 2006. Should the City choose not to pursue a partnership it may be possible to reduce this timeline. However, if the City does not pursue a partnership the greater requirement for fundraising, development of sponsorships, naming rights etc., would likely result in a similar opening schedule.