

EDMONTON

A photograph of an ice hockey rink. In the foreground, the white ice surface is marked with red lines. In the background, a goal net is visible, supported by wooden posts. The net is black and has a white base. The wall behind the net is white with a yellow horizontal stripe.

10-Year Arena Capital Development Strategy (2009 – 2019)

Approved by City Council on July 17, 2007

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EXECUTIVE SUMMARY

Ice sports have helped define Canadian culture. Hockey, in particular, is known around the world as a made-in-Canada experience and internationally, Canadian hockey teams have dominated competition.

Arenas make our city a place for current and future generations to build their lives. Many children grow up dreaming of becoming the next Wayne Gretzky, or Sale and Pelletier. And even if these dreams are not realized, the pursuit of the sport provides valuable experiences in perseverance, dedication, sportsmanship and team play.

The task of finding funding for much needed upgrades to aging and outdated infrastructure and for growth-related new infrastructure is becoming increasingly difficult. Many of the City of Edmonton Arenas were built in the 1960's and early 1970's. As a result, the average age of Edmonton's arenas is over 35 years. Having reached the end of their expected lifespans combined with the needs of a growing population, the City is approaching a critical period in time. These infrastructure challenges contributed to the development of this 10-Year Arena Capital Development Strategy.



In 2004, City Council approved a 10-year Recreation Facility Master Plan (RFMP), outlining the facilities and priorities for Edmonton's neighbourhoods. This is a broad, overarching document that helps people understand the City's existing facilities, population projections and forecasts for the future. Similarly, the Urban Parks Master Plan (UPMP), approved in 2006, is another strategic policy document that outlines a parkland classification system and guides the City and its community and school partners to accommodate facility and parkland development. Together, these two documents set a long-range plan for developing and maintaining recreation facilities and parks for Edmontonians.

This report, the 10-Year Arena Capital Development Strategy, provides more specific analysis on the existing stock of arenas, and describes the community's priorities for future amenities, together with a Department perspective that factors the City's total inventory and overall demands.

The 10-Year Arena Capital Development Strategy outlines in detail the proposed changes to the inventory of arenas, including the condition of existing arenas, and the potential addition of new ice surfaces. The goal of this strategy is to continue a level of access to ice surfaces that meets Edmonton's growing population into the future.



SECTION 1 – BACKGROUND

1.1 Introduction

The Recreation Facility Master Plan includes a recreation facility model to guide the development of the 10-Year Arena Capital Development Strategy (2009 – 2019) [the Strategy]. This master plan provides a coordinated Council-endorsed framework for making the best use of Edmonton's resources to address our City's dual challenge of aging infrastructure and rapid growth. Approved by City Council on August 31, 2004, the plan provides strong direction for the development of recreation facilities.

Currently there are plans for a four-pad arena to be included in the new Southwest Multi-purpose Recreation Centre proposed for 2009, and upgrades occurring to the Mill Woods Arena in 2007/08. Recognizing that City facilities are aging and built to serve a smaller city, the need for a 10-Year Capital Development Strategy has been identified to confirm capital priorities for all City operated arenas.

1.2 Vision

"Creating Vibrant Places"

Arenas deliver benefits that enhance the quality of life in Edmonton and provide growth and development opportunities across all age groups. Arenas serve as "community hubs", bringing people together in a welcoming, inclusive and vibrant setting where they can build relationships, meet friends, and have fun. Arenas are planned, managed and delivered in a way that truly reflects community priorities.

1.3 Goals and Objectives

The City of Edmonton's 10-Year Arena Capital Development Strategy (2009-2019) provides a strategic and comprehensive framework to ensure capital priorities are appropriately identified and long-term investment in facilities is effective. The Strategy will strive to achieve the vision of creating recreation facilities as *Vibrant Places* and focus the City of Edmonton's capital planning for the future of arenas. Through its implementation, the Strategy strives to provide sustainable facilities and sustainable funding. The Strategy will be flexible enough to respond appropriately to emerging opportunities and changing conditions, including an increase of supply of arenas by other providers.



Goal

The Strategy delivers:

- A plan to upgrade, expand, maintain or change existing arenas;
- A process to be followed for arenas identified for change;
- A plan for new arenas and leisure ice; and
- A recommended financial strategy.



Objectives



Objective One: Define Need

The first phase of the planning process began with the establishment of an Advisory Committee for the project. The City of Edmonton's Arena Users Committee agreed to take on the advisory role. This Committee represents a broad cross-section of arena related interests and provided diverse perspectives from a variety of sports and recreation organizations that use arenas. The Committee provided advice, information and feedback on the process and content of the Strategy throughout its development.

Upon establishment of the Advisory Committee, a comprehensive needs assessment was undertaken that included a research component and community involvement. The research program included:

Infrastructure Assessment, including:

- Physical Condition - The condition of an infrastructure element that enables it to meet the intended service levels, including the stage of the facility's life cycle and sustainability of asset;
- Functionality - the ability of an infrastructure element to meet program delivery requirements; and
- Demand Capacity - the capacity of an infrastructure element to meet service requirements and demands.

Operating Costs - Financial efficiency of facilities when considering operating costs and revenues;

Capital Investment Threshold - Threshold at which required capital investment exceeds 50% of new asset costs;

Land Capacity and Constraints - Whether a parcel of land can accommodate development to meet basic design standards and parking adjacent to the facility, and whether adjacent land use is compatible to a recreation facility;

Environmental Scan - Inventory of arenas in the Edmonton region and distribution throughout the city;

Trends - Identification of arena facility and participation trends;

Demographics - Current and forecasted community and user profiles;

Population Forecasts - Current forecasts completed by the City of Edmonton Transportation and Streets Department in January 2007. These forecasts were compared to those completed in 2001 for the Recreation Facility Master Plan;

Municipal Benchmarks - Capital strategies of other municipalities; and

Review of Key Strategic City of Edmonton Documents - Key corporate documents that were reviewed include Plan Edmonton, City Council's Infrastructure Strategy, Recreation Facility Master Plan (RFMP), Urban Parks Management Plan (UPMP), Joint Use Agreement and Smart Choices.



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Community input was collected using various approaches. This input provided quantitative and qualitative information regarding the community needs for arenas (see Appendix H for the Summary of Community and Stakeholder Feedback on Proposed Recommendations). The community consultation methods included:

Customer Survey – review of survey completed over the past two years regarding current levels of satisfaction and changes in users' satisfaction levels over time;

Stakeholder Sessions – 20 stakeholders from Edmonton's sport, recreation, and community organizations were invited to provide input into the Strategy. A City of Edmonton staff forum was also held to provide opportunities for their perspectives to be shared.

Objective Two: Develop Plan for Existing and New Arenas

Based on consolidation and analysis of information from the first phase and application of the facility development principles from the Recreation Facility Master Plan, three strategy options were examined. These Strategy Options are described below:

Strategy Option 1 – Status Quo Maintenance

Retain the existing inventory of arenas and perform scheduled maintenance only as per the physical assessment indicates. No addition to the number of ice pads or upgrades to current arenas to address current physical conditions and functional capacity issues would be completed in this Strategy Option.

Strategy Option 2 – Rehabilitate and Upgrade Existing Arenas

Rehabilitate and upgrade the current arenas through structural, mechanical, and functional improvements and amenity enhancements. In this Strategy Option, upgrades would be completed where existing arenas have the capacity to meet basic design standards, access and parking. General maintenance would be completed for the remaining facilities. No addition to the number of ice pads would be created in this Strategy Option.

Strategy Option 3 – Rehabilitate, Upgrade, Twin, Build New and Close old, Maintain Good Arenas

Rehabilitate, upgrade and, where possible, twin single pad arenas in reasonable condition, where the program is viable and well supported. This Strategy Option also includes scheduled maintenance of those arenas in good and very good condition; and the replacement of arenas no longer viable due to poor physical condition, functional capacity, and/or land constraints, and the closure of old arenas. Closure of identified single arenas would occur following the opening of a new arena in the same geographical area. Finally, it includes building new twin ice pads as part of future medium term multi-purpose recreation centres as identified in the Recreation Facility Master Plan. Additional numbers of ice pads would be created in this option.

Based on analysis of these Strategy Options, Strategy Option 3 was selected as the recommended approach to further examine. This Strategy Option was then tested with staff and stakeholders in the fall of 2006.

Key findings from the initial stakeholder consultation included:

- Support for retaining a balanced distribution of ice sheets across the city;
- Support to close or work with partners to redevelop existing single pad arenas for alternate community recreation uses, where the life cycle costing was not favourable compared to new construction, and where sufficient land did not exist to address users' expectations for improvements to arenas and parking. This support was contingent upon ice sheets being replaced within the same general geographic community;
- Support from stakeholders exists to increase the supply of ice sheets by twinning existing arenas (where possible) and constructing new multi-pad arenas (minimum two sheets);



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- Stakeholders supported the inclusion of ice sheets within multi-purpose recreation centres where possible, but also as standalone “specialty” facilities. There was also support for looking at alternate locations, not necessarily on parkland, in locations similar to the indoor soccer centres; and
- Stakeholders did not support closing all single pad arenas, especially those that have had improvements to them or had the potential to be improved and/or twinned. The support to close and replace facilities was strongest for the former shells built in the late 1960’s and early 1970’s where the ability to make significant physical and functional improvements was limited.

At this point, the costs and proposed implementation schedule were developed and the proposed strategy was tested with the community and stakeholders in April and May of 2007. Internal and external stakeholders, as well as citizens, were invited to provide feedback on the proposed Strategy through a variety of consultation approaches:

On-line Information and Surveys - information on the proposed recommendations and a survey was available on the City web site for city staff, community groups and citizens to review the proposed recommendations and provide input to the Strategy.

Internal Stakeholder Review - An open house was held to provide an opportunity for input from City staff on the proposed recommendations. The Strategy was circulated to the City of Edmonton Arena Capital Development Steering Committee representing various City Departments, and the Arena Advisory Committee. Circulation responses were used to refine the recommendations and address concerns within the Strategy.

External Stakeholder and Citizen Review of Proposed Strategy - The Arena Advisory Committee reviewed and provided input into the proposed recommendations. Open Houses were hosted in five locations throughout the city, and feedback was collected through surveys available at each Open House. Presentations that provided an overview of the 10-Year Arena Capital Development Strategy and highlighted the proposed recommendations were offered to the Arena Users Committee and other groups. Feedback from the groups was provided at these meetings and considered in the development of the final recommendations. These groups included:

Community Services Advisory Board	Youth Council	Aquatic Council of Edmonton
Edmonton Federation of Community Leagues	Advisory Board for Services for Persons with Disabilities	Edmonton Aboriginal Urban Affairs Committee
Edmonton Senior Coordinating Council	Next Gen	Edmonton Sport Council
Edmonton Public Schools	Edmonton Catholic Schools	Joint Use Agreement Sports Field and School and Recreation Working Sub-Committees



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Input from the consultation was used to refine the recommendations presented in the 10-Year Arena Capital Development Strategy.

The 10-Year Arena Capital Development Strategy was finalized based on feedback from the public involvement. High-level cost estimates for each arena were then developed with the assistance of Asset Management and Public Works Department. A preliminary implementation schedule was also created based on the community needs assessment, timing of project completion and projected capital funding approvals.

Objective Three: Develop Financial Plan

Financial strategies were developed as part of the Strategy by Deloitte & Touche for review by the Steering Committee. Details of this aspect of the Strategy are located in Section 4.

Objective Four: Take Action – Seek Plan Approval

The final phase included a presentation of the 10-Year Arena Capital Development Strategy to Community Services Management and City Council for approval. This phase also included sharing the Strategy and implementation process with citizens, pursuing alternative sources of funding, and developing capital priority project profiles for each arena within the 5-Year Capital Plan.



SECTION 2: THE PLANNING CONTEXT

2.1 City of Edmonton Policy Context

The development of the 10-Year Arena Capital Development Strategy was guided by several key policy documents including the Recreation Facility Master Plan and the City Council's Corporate Infrastructure Strategy. Similarly the Urban Parks Master Plan, approved by City Council in June 2006, guides future acquisition, design, construction, maintenance, preservation and animation (use) of City parks.

This section consists of high-level summaries of policy direction provided in the Recreation Facility Master Plan and the Urban Parks Master Plan (UPMP) including principles that guide and direct the work of the City of Edmonton, while creating and implementing the 10-Year Arena Capital Development Strategy.

2.2 The Recreation Facility Master Plan: Facility Development Principles

The Recreation Facilities Master Plan (RFMP) sets out a comprehensive long-range strategy for public recreation facilities that provide direction for development of recreation facilities in Edmonton.

The City Council-approved RFMP identifies the need for district recreation facilities, including arenas, to be designed to provide a range of opportunities, integrate a wide variety of recreation interests and skill levels, and respond to the needs of all ages and abilities levels. Other principles for facility development include:

- **Integrate facilities**, where possible, to increase opportunities for integration of services;
- **Group facilities** (ice surfaces) together to support economies of scale and expanded user opportunities;
- **Focus funding** – Develop facilities that meet basic standards. Facility development that exceeds basic standards will continue to be developed through partnerships;
- **Physical Linkages and Access** – fair and equitable access by a range of travel modes by locating facilities on major transit routes, collector roads, with good vehicle access; and
- **Flexible design** – flexible in design, with opportunities to accommodate as wide a range of use as possible, and to be converted to other uses in the future.

The Recreation Facility Master Plan also identified the need for a Policy Framework for Partner Involvement, which is currently being developed. The Framework will establish a Council-approved approach to partnering with external organizations that is objective, consistent, and transparent. This framework will establish a system for reviewing partnership opportunities on a case-by-case basis to determine and develop the most appropriate methods and structures for revitalizing and expanding recreation facilities in Edmonton.



2.3 Urban Parks Master Plan

The Urban Parks Management Plan (UPMP) outlines a parkland classification system and guides the City and its community and school partners to accommodate facility and parkland development. Recreation facilities are to be developed in accordance with the RFMP and the UPMP. One major change in the UPMP includes the new definition and purpose for a “District Activity Park” that emphasizes active spaces accommodating high schools, a major recreation centre, including arenas, and a massing of sports fields. This is in comparison to “Pocket Parks and Urban Village Parks”, which are small parks that accommodate a blend of passive and active recreation activity. Arenas are to be developed in accordance with the UPMP on District Activity Parks. Consequently, we are in a transitional period where older arenas operating under the old guidelines are currently located on smaller Pocket Parks or Urban Village Parks, while newer arenas are developed in accordance with UPMP on larger “District Activity Parks”.

2.4 Demographic Analysis and Population Forecasts



Recognizing that change is ever present, the recommendations in this Strategy represent the best estimate of what is currently needed, based on outstanding demand and what will be required to meet the needs of future populations. The City of Edmonton is one of the fastest growing urban municipalities in the nation and is experiencing a much higher rate of growth than was projected in the Recreation Facility Master Plan, making the demand for arena development even greater. According to Focus Edmonton’s discussion paper #8, Edmonton’s current population is over 722,000 people and by 2030 the population is projected to reach 890,800 (a 19% increase). Map 1 on the next page shows population growth by the geographic areas.

Most of the growth in the City’s population is occurring in newly developing suburban areas. In the coming years, the City forecasts that the areas that will experience the greatest amount of growth in population are: the Southeast (areas of The Meadows, Ellerslie, Ellerslie East), West (areas of Lewis Farms, The Grange, Cameron Heights) and Northeast (areas of Clareview and Pilot Sound). The City of Edmonton is also forecasting a modest increase in the population of the inner-city over the next 25 years. This development will be primarily in a form consistent with the city’s strategies intended to increase the residential population of the downtown core and utilize existing infrastructure (i.e., higher density and infills).

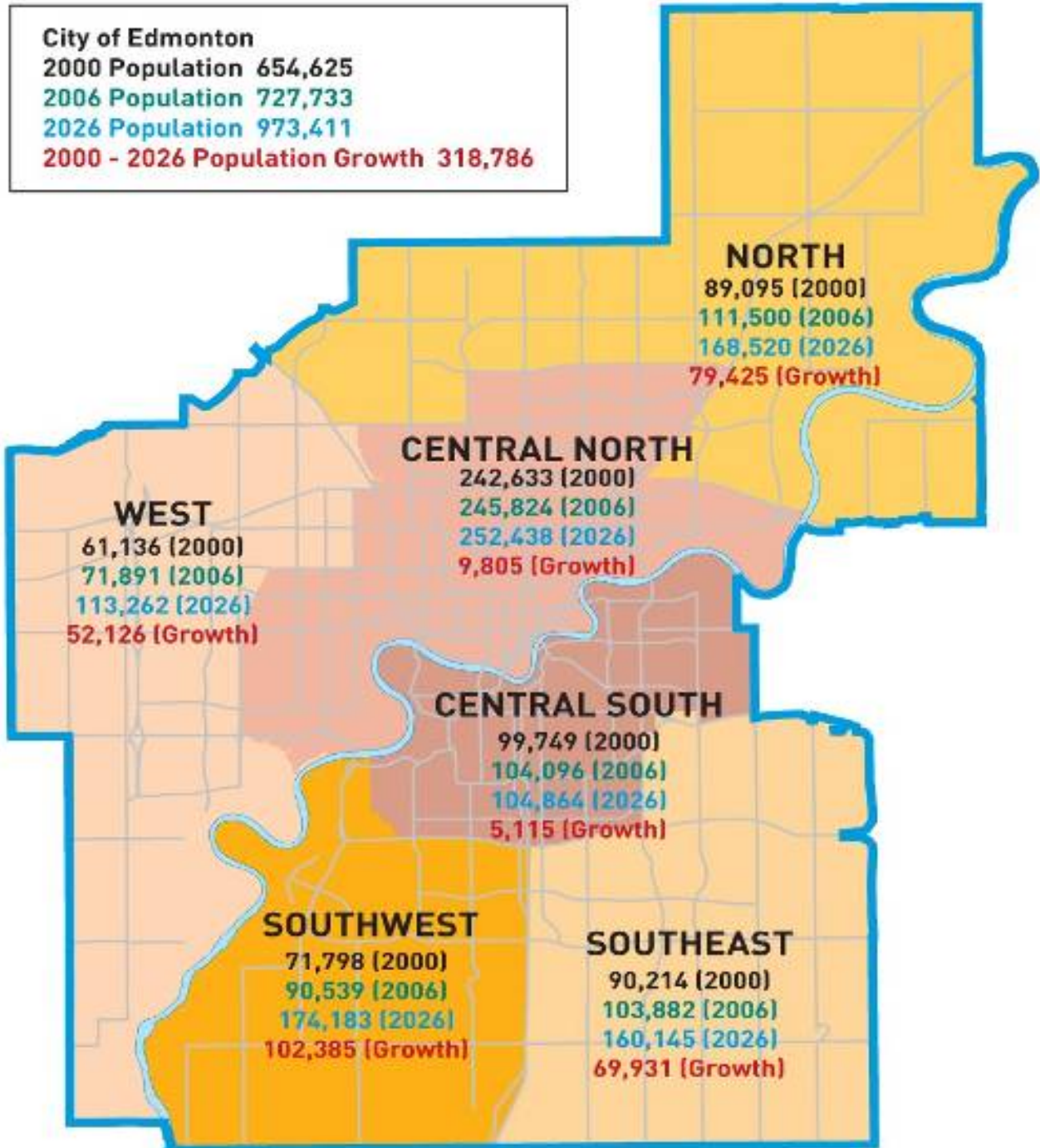
The most significant demographic change to occur over the next two decades is the aging of Edmonton’s population. Factors contributing to this are: the aging baby-boom generation, increasing life expectancy, and lower fertility rates. The average age of Edmontonians is estimated to increase from 36 years to over 42 years by 2030. While the total population of the city is projected to increase 19% by 2030, the number of people between the ages of 65 and 84 is projected to increase up to 129% and the number of people over the age of 85 may increase up to 158%. By contrast, the school-aged portion of the population will decrease as a proportion of the total. The aging of Edmonton’s population will have implications on household size, population distribution, school enrolments, housing demand, travel behaviour and recreation needs.



Map 1: Population Growth by Area

Population Growth by Area

City of Edmonton
 2000 Population 654,625
 2006 Population 727,733
 2026 Population 973,411
 2000 - 2026 Population Growth 318,786



Sources:
 Edmonton Population, Employment Forecast Allocation Study Technical Report, November 2001
 Edmonton Population, Draft High Population by Zone - City of Edmonton Transportation Department, 2006



2.5 Medium Term Recreation Facility and Sports Field Plan

The development of a Medium Term Recreation Facility and Sports Field Plan has been created in an integrated manner with the 10-Year Arena Capital Development Strategy, with both studies supporting and informing each other. This Plan identifies specific direction for recreation facility and sports field development that were identified to take place in the “Medium Term”, 2010 to 2015. The report addresses the Northeast – Clareview, the Southeast – Meadows, and five sites in the West end of Edmonton. The Plan defines the facility and park program elements for each multi-purpose facility and district activity park, partnership opportunities, an implementation schedule, costs and funding strategies.

2.6 Current State of Arenas

Building on the Recreation Facility Master Plan, new and replacement facilities are to be distributed throughout the city with a focus on growing areas with lower current supply, and where land availability enables the City to provide efficient services consistent with the philosophy of service integration. Additional private ice arenas have recently opened and others are scheduled to close. All of the known developments and changes in recreation infrastructure and programming were considered when formulating the recommendations in this strategy.



This section includes a description of the characteristics and features of the City of Edmonton's 20 arenas, and comments on the level of arena facility supply. The City of Edmonton operates 20 arena facilities with a total of 25 ice pads, for a service-to-population ratio of 1 ice pad per 19,800. The provincial average for municipalities of a comparable size is 1:20,000, with an average of 34 facilities per municipality, a maximum of 48 ice pads and a minimum of six. At this time, the City of Edmonton's supply of ice pads is therefore comparable to other municipalities of similar size in Canada.

The summary of the condition assessment results, provided in Appendix E, indicate that many arenas are in poor physical condition. Some arenas have limited ability to meet program and service delivery demands and other arenas are in very good physical condition.

Table 1 presents a variety of characteristics of Edmonton's arenas. The 20 arenas range in age from 10 to 46 years, with all of the more centrally-located arenas (Oliver, Tipton, and Southside) more than 40 years old. The Southside Arena was built in 1961 and is the oldest of the City's 20 municipal arenas at 46 years old. The newest ice pad located in the Southwest of the city is Kinsmen Twin Arena. A map and inventory showing the location of all arenas in Edmonton is presented in Appendix D.

Currently 15 of the 20 arenas are single pad arenas, although initial approval has been recently granted to build a four-pad arena in the Southwest Recreation Centre. Thirteen of the ice pads are less than NHL size, 11 are NHL size, and one is an Olympic-size ice surface (Clareview). 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; the facility with the greatest capacity (1700 seats) is Bill Hunter Arena. The newest facilities, five twin pad arenas, have



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the ability to produce summer ice. The smaller, older, arenas are not fully accessible to persons with disabilities, and only some are able to produce summer ice.

Four of Edmonton's arenas include small meeting rooms, and only one new twin arena has larger multi-purpose spaces that can accommodate banquets or other large functions. All twin facilities and some single pad arenas have a food concession, and most provide staff office space. Three of the City's arenas provide storage for user groups, but this space is fairly small and is only able to accommodate a limited number of requests from hockey groups, figure skating, sledge hockey and schools.

Table 1 – Arena Characteristics

Arena	Address	Arena Area	Construction Date	Age as of 2007 (Years)	Rink Type	Parking	Seating Capacity
South Side	10525 - 72 Avenue	Central South	1961	46	Single	142	1100
Bill Hunter	9200 - 163 Street	Central North	1963	44	Single	130	1700
Russ Barnes	6725 - 121 Avenue	Central North	1966	41	Single	33	640
Kenilworth	8311 - 68A Street	Central South	1969	38	Single	68	200
Coronation	13500 - 112 Avenue	Central North	1970	37	Single	85	800
Londonderry	14520 - 66 Street	North	1971	36	Single	62	450
Crestwood	9940 - 147 Street	Central North	1971	36	Single	24	150
Confederation	11204 - 43 Avenue	South West	1972	35	Single	125	900
Oliver	10335 - 119 Street	Central North	1972	35	Single	23	50
Glengarry	13340 - 85 Street	Central North	1972	35	Single	39	150
Westwood	12040 - 97 Street	Central North	1972	35	Single	23	200
Michael Cameron	10404 - 56 Street	Central South	1972	35	Single	54	110
Donnan	9105 - 80 Avenue	Central South	1972	35	Single	31	108
Tipton	10828 - 80 Avenue	Central South	1972	35	Single	24	350
Grand Trunk	13025 - 112 Street	Central North	1973	34	Single	120	350
Mill Woods	7207 - 28 Avenue	South East	1980	27	Twin	144	A: 300 B: 450
Callingwood	17740 - 69 Avenue	West	1987	20	Twin	160	A: 220 B: 220
Castle Downs	11520 - 153 Avenue	North	1988	19	Twin	230	A: 300 B: 180
Clareview	3804 - 139 Avenue	North	1991	16	Twin	124	A: 600 B: 150
Kinsmen	1979 - 111 Street	South West	1997	10	Twin	130	A:400 B:200



2.7 Arena Trends

Arena trends have been consolidated based on regular reviews of the literature, consultation with sport organizations, and findings from various studies conducted in-house, by other municipalities, and the internet.

There are a number of factors that are expected to simultaneously increase and decrease participation in arenas. These factors offer guidance on how arenas should be designed, developed, and operated in order to meet the current and future needs of communities in a fiscally-responsible manner. The following section provides a brief description of the trends that are major factors on arena demand, usage, and design, as well as further analysis of the implications of these trends on future arena facilities within Edmonton.

Arena 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 lacrosse are growing in popularity. Demand for arenas during the traditional non-ice season for these and other activities is generating new uses and revenues. The following points relate to participation in specific arena activities:

Figure Skating: According to Skate Canada – Alberta Region, their membership has increased over the last year from 19,264 to 19,944 in 2006-07. Currently in Alberta there are 18,598 Skate Canada participants. Approximately 98.2% of Skate Canada Alberta members are registered in recreational skating programs, while 23.6% are active test skaters. Canadian interest in figure skating also continues to grow; in 2007 CanSkate learn-to-skate membership numbers surpassed Skate Canada's nationwide membership goal of 125,000 by 2010. There are also approximately 100,000 volunteers associated with Skate Canada.

Ice Hockey: For many years, participation in hockey within households of Alberta, Calgary and Edmonton has been on the decline. As summarized in Table 2, the proportion of the population using ice declined for about 20 years. However, the most recent two Alberta Community Development provincial surveys (2000 and 2004) of recreation activity have shown that participation in hockey within Edmonton and Calgary households may no longer be on the decline. In fact, Edmonton Minor Hockey registration has increased marginally over the last past few years. Since hockey makes up such a substantial majority of indoor ice use, this possible reversal of trends, if it continues, is significant.



When considering all age groups, participation is highest with the youngest levels. Numbers from Hockey Canada indicate participants playing at the Pee Wee level and below represent 59% of all players registered in 2005/06, almost 33% of the overall membership plays at the Bantam or Midget levels. Alberta has the highest number of Senior Recreational players accounting for approximately 22% of all Senior Recreational Hockey Canada members. Approximately 4.6% of all Hockey Canada members play at either the Juvenile or Junior levels of play.



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Table 2 – Summary of Participation in Hockey by Household Over the Past 24 Years (1980 – 2004)

Year	Alberta Households	Calgary Households	Edmonton Households
1980/81	28.3%	27.0%	25.6%
1984	27.6%	24.0%	27.2%
1988	22.4%	21.0%	20.1%
1992	19.6%	17.8%	16.8%
1996	20.6%	18.4%	17.2%
2000	18.0%	17.6%	18.7%
2004	16.9%	18.2%	17.8%

(Source – Alberta Community Development Provincial Recreation Surveys)

Hockey Academies: As a result of the increase in participation there in ice sports there has been a development of Sport Academies by Edmonton Schools. This has led to an increase in day time arena use.



Ringette: According to Ringette Canada, there are 26,288 registered ringette participants across Canada. Alberta has 4,940 ringette participants. Overall, participation has remained relatively stable over the past eight to 10 years, however, there was a slight increase of 1.4% nationally and 3.96% provincially for the 2006-2007 season. Ringette Canada’s Executive Director predicts 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 23,307 registered participants across Canada, according to the 2006 Hockey Canada Report. The Canadian Adult Recreational Hockey Association (CARHA) 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. According to Hockey Canada, women’s adult hockey has increased from 7.6% in 2000 to 11% in 2006. CARHA reports they have 50-70 teams operating within the Edmonton area. They have seen a decrease in the number of teams over the last year in the Edmonton area due to three leagues losing their ice time to shortage of available ice time, as well as a drop in participants registering due to late start ice times. Due to continuing lack of ice time and late hours, CARHA expects this declining trend to continue.

‘Seniors’ Hockey: Edmonton’s population of mature adults is increasing as the baby-boom generation ages. This increase in population comes with a growing interest in staying physically active throughout life. This trend has resulted in increase daytime use of arenas for ‘seniors’ hockey and skating activities.

In-Line Hockey: According to Hockey Alberta participation in this sport is increasing with approximately 2500 registered participants playing the sport in the Edmonton area. 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. Due to growth in activity both arenas and soccer centres are used to accommodate demand.





Sledge Hockey: Participation in sledge hockey, designed for persons with physical disabilities and sensory impairments, is increasing. This team sport uses ice pads and incorporates the same rules as hockey. According to Sledge Hockey Canada, participation in sledge hockey has increased, with Alberta participation comprising 50% of the total Canadian Sledge Hockey membership in this category.

Lacrosse: Leading into, and during, the 2000'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 2007 there were a total of 100,000 members of the Canadian Lacrosse Association. 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 47,000 Box Lacrosse players in Canada, both male and female, and the ages of competition range from 6-65 years of age.

Leisure Skating: Participation in recreation skating by households in Alberta, Calgary and Edmonton, over the past 20 years, has generally decreased (refer to Table 3 below). The most recent two provincial surveys of recreation activity has shown that indoor ice skating may be stabilizing with only minor decline in participation.

Table 3 – Summary of Participation in Recreation Skating by Household Over the Past 24 Years (1980 – 2004)

Year	Alberta Households	Calgary Households	Edmonton Households
1980/81	57.6%	53.0%	59.2%
1984	53.0%	50.0%	55.3%
1988	45.5%	44.0%	46.7%
1992	42.5%	42.2%	42.8%
1996	38.8%	40.3%	35.4%
2000	33.7%	35.5%	35.8%
2004	29.6%	32.2%	33.1%

(Source – Alberta Community Development Provincial Recreation Surveys)

Power Skating and Speed Skating: Growth of both power skating and speed skating activities result in increased demand and use of Edmonton arenas.



Arena Design Trends:

The participation rates discussed in Section 2.6 are significant for arena size and design. A majority of those playing hockey are either young children or older adults. Most are playing recreational hockey, therefore the demand is most likely to be for NHL size ice, rather than the larger Olympic ice pads. Large seating capacities (greater than 300) are also not likely to be well used for the majority of time ice by smaller crowds attending recreational hockey for young players. 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 shoulder prime-time hours. Olympic ice pads increase capital costs by \$2 million and elevates operating expenses by approximately \$60,000/yr with limited or no additional revenue realized.

Today, arena facilities are rarely built as single pads, 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. Additional traffic makes ancillary services (food and beverage, advertising) more viable.

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 growing trend toward including leisure ice in arena complexes. 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 smaller than the size of a full ice pad, is not enclosed by boards and free form in design, and is intended for informal and recreational use. Interesting features added to leisure ice surfaces include snowfall machines, fog machines, disc-jockey station, mirror balls and dynamic theatre/disco lighting systems, or video wall and ice ramps from one area to another. Leisure ice increases opportunity for spontaneous public skating, programs and events.

Large arenas are increasingly used for alternative (non ice-related) sports and events, including concerts and trade shows, off ice sport events.



Arena Capital Development Trends:

Historically, facility service level standards or ratios 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 profile, proximity to other service providers, potential growth (or lack of), available resources, etc., can make municipalities 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 Strategy, facility supply comparisons will be based on data collected through secondary research.



The City of Kingston implemented a phased approach to arena capital investment, similar to the City of Edmonton's approach, involving structural assessment, needs assessment, analysis & strategy development, final report and implementation. The process also involved consultation and interviews with staff on viability and safety of facilities, a review of background documentation and previously issued reports, as well as consultation with representatives from the community, user groups, and public meetings. During the consultation process, identification of alternative options and preferred strategies were developed. A high level financing strategy and implementation schedule, including timing, was discussed, and an evaluation of costs of different alternatives was completed.

The City of Calgary also developed an Arena Strategy. The purpose of the City of Calgary's project was to provide a framework within which to evaluate and consider proposals and requests for arenas and to support decisions affecting existing arenas. The City of Calgary also had participation and input from user groups via questionnaires, interviews and workshops as well as a consultation process with City staff. As a result of the project, careful development of a few new arenas to satisfy short term demand has been implemented using careful consideration in phasing out the oldest and least cost effective arenas, with an ongoing review of the strategy to ensure that the city is not overbuilding. At this time, up to ten new sheets of ice within the city in the next five years are recommended. This new capacity will be used primarily to increase the service levels of current ice users but some will be used to accommodate some new skaters.

The City of London has also followed a phased approach to develop an Arena Strategy. The strategy and recommendations are aimed at working towards attaining the specified service standards.



Funding Through Partnerships:

There is a trend to reduce traditional funding sources (e.g., taxes, provincial and federal grants) thus encouraging the public sector to look to partnerships with the private sector 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 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 stakeholder consultation completed by the City of Edmonton have generally identified a preference for partnerships with community groups rather than with the private sector.



Public-private partnerships (P3s) are alternative methods of delivering public infrastructure and infrastructure services that transfer responsibilities and risks that traditionally have been taken by government, to the private sector.

With a P3, some or all of these tasks are bundled and offered to the private sector for an all-in proposal. In addition, with some forms of P3s, the private sector also finances the asset and is paid back by government over a long-term contractual period.

The choice of P3 model is very project-specific, as the objective is to optimally allocate the risks associated with designing, building, operating, and maintaining an asset over its full lifecycle between the municipality and the private sector partner. Optimally allocating risk reduces the likelihood of risk events occurring and the severity of their impacts if they occur. This contributes to the overall value the municipality receives for its investment.

2.8 Other Recreation Trends

High Level of Inactivity among Children & Youth:

- Child obesity is a growing concern across the country.
- The social and economic costs are leading all levels of government to focus on increasing youth fitness through programming.

Diverse Opportunities:

- There is more competition in today's recreation market, making it more difficult for some traditional sports to increase – and in some cases maintain – their share of the market.
- Today, citizens face a vast array of choices including in-line hockey and lacrosse, which was formerly a summer sport but has become a desired year-round activity for many youth and adults where indoor facilities exist.
- Increased demand for unstructured and individual activities in Edmonton.
- Growing diverse population may lead to a demand for new sports/activities and the need for increased sensitivity to how current facilities are used.



Demand for Multi-purpose & High Quality Facilities:

- Research indicates that people prefer quality over quantity.
- New facilities should be quality designed and constructed and must be properly maintained (i.e. large dressing rooms, better showers and washrooms, high quality ice).
- Community recreation facilities increasingly consolidate a variety of components within multi-purpose facilities (two or more ice pads, swimming pools, etc). This approach is very popular.
- 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 commercial retail stores.



Great Expectations that Arenas be Multi-Pads:

- Reduction in grant revenue, changes in funding sources, and overall tighter municipal finances have led to a stronger emphasis on revenue generation in arenas.
- Multi-pads are better for tournament play and general use and demand.
- Increase participation and spectators make other revenue streams more viable, including food and beverage, advertising and retail.
- Increase operational efficiencies and revenue generation potential.
- Large land requirement for 4-pad arena.

Tournament and Sport Tourism:

- Sport tourism is one of the fastest growing markets in the tourism industry and one that is evident in large urban areas such as Edmonton.
- Tournaments are very important aspects to the Edmonton community due to the exposure and economic spin-off effects.
- This has however, created increased competition for hosting and municipalities with adequate infrastructure (hotels, sport facilities) are often in a better position to attract these events.

Increasing Capital Development Costs:

- Escalating capital development costs have a direct impact on ability of any arena model to service debt and cover operating expenses.



SECTION 3: RECOMMENDATIONS

The recommendations within the 10-Year Arena Capital Development Strategy build on the Recreation Facility Master Plan and the Urban Parks Management Plan. These recommendations reflect the arena capital requirements identified through public, stakeholder and staff consultation as well as other research and documents including results of the physical, functional, and demand assessment completed by Asset Management and Public Works Department, arena inventory analysis, arena facility and participation trends, current user profile, operating costs and revenues, current and forecasted arena inventory in Edmonton and surrounding areas, site analysis and estimated lifecycle costs.

As each facility enters into the development and implementation phase, their design and construction will incorporate guiding principles from other City policies and best practices including,

- Basic design standards as recommended in this Strategy;
- City Council's Infrastructure Strategy;
- Universal Design;
- Crime Prevention through Environmental Design;
- Child Friendly;
- Senior Friendly;
- Applicable aspects of Smart Choices (i.e. Pedestrian Friendly and Urban Design); and
- Leadership in Energy and Environmental Design (LEED) principles to the Silver Level.



Adequate parking as determined by Bylaw requirements for the facility, sports fields and other park amenities will be addressed in the development of each site. Traffic impact assessments and parking studies will be required as design development continues for each park. The potential impacts of the parking requirements at each arena could be minimized through the use of intensified parking structures. Environmental Impact Assessments may be required on park sites prior to development and will be completed as required.

Arenas are identified as district level recreation facilities, designed to integrate a much wider variety of recreation interests and skill levels, respond to the needs of all ages and abilities, and are intended to contribute to a sense of community. The types of components included within these district facilities reflect high-market demand and broad appeal.

To support the goal of integration, inclusiveness, broad interests and community focus, arenas will be incorporated into multiple indoor components where appropriate. Future arena design will encourage multiple partners, multiple uses, scale efficiencies, ancillary use, and other design concepts. This, coupled with the practical notion of financial viability, results in the creation of larger building envelopes, thereby reducing the outdoor space proportionately. Viability also depends on a strong sense of ease of access and adequate parking.



Planning for the Future: 10-Year Arena Capital Development Strategy

Strategy Option 2 involves *rehabilitating and upgrading existing arenas* as identified in the structural assessment report completed by Asset Management and Public Works. In this Strategy Option, upgrades would be completed at those facilities that have the capacity to upgrade to design standards and adequate land for facility expansion and required parking. This Strategy Option proposes to provide maintenance to those remaining facilities not identified to undergo upgrades. On average \$4 M (2007 dollars) would be required to upgrade current arenas. For six arenas (Oliver, Tipton, Westwood, Coronation, Crestwood, and Southside Arena) such expenditure is not warranted given site constraints and the fact that the capital investment will not extend the available hours for arena users, provide additional ice pads or address the issue of functionality, access and parking. This Strategy Option would not significantly address the issue of aging infrastructure with 13 arenas that are 20 to 40 yrs old, and three arenas that are 40 yrs and older. At the end of ten years the cost to **rehabilitate, upgrade and provide maintenance to existing arenas** will be approximately **\$53 million in 2007 dollars**. This assumes that no other significant capital requirements emerge.

Strategy Option 3 involves the **upgrading, rehabilitating and twinning** of those arenas in reasonable condition where the programs are viable and well supported; maintenance of those arenas in good or very good condition; and replacement and changing/closing single pad arenas that are not viable due to poor physical condition, functional capacity and land constraints. It also includes the building of new twin pad arenas as future multi-purpose recreation centres are planned in the medium term (2010-2015). Retention of six arenas for the short term is warranted while replacement arenas are developed. The total capital amount of Strategy Option 3 is \$156 million, however several of these arena capital development projects are addressed within the Medium Term Recreation Facility & Sports Field Plan and the identified capital costs (\$78 million) are captured through this plan. **The remaining capital requirement for Strategy Option 3 will be approximately \$78 million in 2007 dollars.**



The remaining capital requirement for Strategy Option 3 will be approximately \$78 million in 2007 dollars.

This projected capital development cost is consistent with the 30 year lifecycle analysis identified by Asset Management & Public Works and assumes that no other significant capital requirements emerge.

In 10 years, this Strategy Option proposes that City of Edmonton arenas will comprise of 47% single pad arenas while 53% will be twin pad arenas (as compared to 75% single and 25% twin pad in Strategy Option 1 and 2). This Strategy Option will also result in five new twin arenas (North Central, South Central, Coronation, Meadows, and Lewis Farms), Grand Trunk Arena expanded to become a twin arena and only eight arenas (compared to 13) would be 20 to 40 yrs old; and two arenas 40 yrs and older (Bill Hunter and Russ Barnes). This approach proposes to extend the available hours for use, provides additional ice pads, address functionality problems, provide facility design standards consistent with the needs of today's arena users and plans for growth-related new infrastructure.

Appendix J provides a visual presentation of the usable ice surface count by year. The usable ice surface does not include ice surfaces in rinks undergoing upgrades, required maintenance, or closure for twinning in the year of renovations.



Planning for the Future: 10-Year Arena Capital Development Strategy

Table 4 – Expected Outcomes of Each Strategy Option

	Strategy Option 1	Strategy Option 2	Strategy Option 3
Addresses growth by providing additional ice pads	No net increase	No net increase	Yes – Net increase of 9 new ice pads (including the approved recommendation for the Southwest 4 - pad arena)
Improves physical condition of asset	No 60% good or very good; 35% fair; and 5% poor	Improvement	Yes 84% good or very good condition; and 16% fair condition
Improves functionality of arena	No	Improvement at some arenas	Yes
Focuses funding on meeting basic standards as per RFMP	No	Improvement at some arenas	Yes - Funding will focus on those facilities with capacity to meet basic standard. Those arenas that do not have capacity will remain at current service level
Moves to grouping facilities together as per RFMP	No change 75% single / 25% twin	No change 75% single / 25% twin	Change 47% single / 53% twin
Moves to integrate facilities as per RFMP	No change	No change	Change – integrate facilities at Grand Trunk Lewis Farms Meadows Coronation
Addresses issue of aging infrastructure	No new infrastructure and upgrades to aging infrastructure. 4 arenas 20 yrs or less; 13 arenas - 20 to 40 yrs; and 3 arenas - 40 yrs and older	No new infrastructure and upgrades to some of the existing infrastructure.	New infrastructure and upgrades of existing infrastructure and closure of aging infrastructure. 5 new twin arenas; -4 arenas 20 yrs or less; 8 arenas - 20 to 40 yrs; and 2 arenas - 40 yrs and older (Bill Hunter and Russ Barnes) 6 single pad arenas closed
Addresses RFMP facility development principle for flexible design	No	No	Yes Opportunity to accommodate as wide a range of use as possible and be converted to other used in the future
Addresses physical linkage and access as per RFMP	No	No	Yes Fair and equitable access by range of travel modes by locating facilities on major transit routes, collector roads with good vehicle access
Capital cost	\$27M	\$53M	Total Arena Capital Requirement - \$156M Medium Term Rec Fac & Sports Field Plan - <u>\$78M</u> Remaining Citywide Capital Requirements - <u>\$78M</u>



3.2 Recommendations

This section provides an overview of the recommendations for arena capital development presented in no priority order. The recommendations reflect the needs identified through consultation with the public, stakeholders and service providers, and assessment and analysis of other documentation including trends, socio-demographic profiles, and current inventory.

Option 3 has been selected as the recommended strategy for Capital Development which includes a six pillar approach:

- **Status Quo Maintenance** – includes only planned and scheduled maintenance (e.g., new hot water tank, new ice plants or roof repairs) but no capital development planned. This could include short-term facility closure for a period of time.
- **Upgrading Existing Arenas** – includes both: rehabilitation and building upgrades such as roof replacements and other mechanical and structural upgrades; and amenity upgrades such as dressing room and lobby enhancements.
- **Twin Existing Arenas** – includes the addition of an ice pad to a single pad arena.
- **Build New Twin Arenas.**
- **Change Existing Arenas** – includes replacement of aging infrastructure with new infrastructure in the same region and then closure or working with partners for alternate community recreation use.
- **Build New Leisure Ice** – that is free-form in design and intended for informal and recreational use that responds to emerging arena facility trends.

Strategy Option 3 attempts to replace existing single pad arenas, in poor condition and no longer viable, with new multi-pad arenas within a relative area of the city. Discussions with general citizens and stakeholders during the course of this planning process indicate that there is a varying range of interest in these communities to retain the existing facility for alternate community recreation use. As is noted in the recommendations, the City should undertake a full community recreation needs assessment to determine the indoor recreation needs of communities surrounding these facilities. In the absence of this assessment, it is not possible to identify if these small facilities should be retained and premature to identify community recreation 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., changing/closing these arenas must be assessed in the context of a full community needs assessment.

A summary of the capital development recommendations is provided in Appendix G – Proposed Capital Development by Geographical Area. The table presents an illustration of new, upgrade, status quo (maintain), expand (twin), and change (replace with new arena in region and close old arena, or partner develops alternate community recreation centre) recommended over the next 10 years. The following is a summary of the recommendations for each arena.



3.2.1 Facility Development Standards

Recommendation 1

Strive to Achieve Arena Design Standards

In all cases of new arena development and upgrade/redevelopment construction, the City will strive to incorporate basic design standards to address functionality and demand capacity, physical conditions, accessibility and support services:

Functionality and Demand Capacity

- A minimum of six dressing rooms for each ice pad;
- Two referee rooms, suitably sized to accommodate the number of ice pads, one designed to accommodate referees under the age of majority separately from adult referees;
- Dressing rooms should be sized and designed to accommodate adults of both genders, with suitable shower and washroom accommodations;
- Installing or retrofitting locker spaces into corridors, lobbies and other populated areas for security;
- At least one ice pad per arena should have suitable seating to accommodate minor sport tournament capacity (at least 500 people);
- Events and tournaments should be accommodated in the design of lobbies, community rooms/multi-purpose rooms, ticket booths and other ancillary space;
- Designed with opportunities to accommodate as wide a range of uses as possible to increase year round demand including multiple pieces of ceiling equipment (i.e.:basketball nets, batting cages, sound systems);
- Warm-up area – large enough to accommodate users without interfering with traffic flow in arena;
- Designed to increase openness and daylight, using generous amounts of state-of-the-art glass;
- Designed to be converted to other uses in the future; and
- Parking should be adequate to support the use and demand of the arena.

Operation Efficiency

- Installation of energy efficient equipment to reduce long-term utility costs and cover capital costs and ultimately improve operating efficiencies and decrease maintenance costs.

Accessibility

- Accommodate the needs of persons with disabilities as spectators, including dispersal of viewpoints across the variety of seats and improve sightlines over standing or walking people; and
- At least one ice pad per twin arena shall meet the requirements to accommodate Sledge Hockey activities, including accessible change room facilities, players benches and penalty boxes with level access to the ice surface allowing participants entrance and egress with ease, and capacity of players benches to accommodate 15 players in sledges.

Support Services

To increase the types of activities available at these facilities each facility shall have:

- Lobbies and social gathering spaces for meeting, greeting, group assembly, and tournament play;
- Commercial Retail Units including concession areas in all arenas where possible, and restaurants in three of the medium term multi-purpose recreation facilities (Clareview, Meadows and Lewis Farms); and
- Other commercial retail space may include physiotherapy/massage services, and retail area where sport and recreation goods and services can be purchased (e.g., skate rental kiosk, skate sharpening, sport equipment, and dry-land training).



3.2.2 Implement Change Process

Recommendation 2:

Process for Change

As targeted arenas reach the end of their lifecycle they will be closed and a community needs assessment will be completed.

The City would explore partnership opportunities through the proposed Partnership Policy Framework where, the situation suggests community need for an alternate community recreation facility, the physical condition warrants alternate use, and a viable partnership exists to develop the alternate community recreation facility.

The Framework would ensure potential partnership is mutually beneficial and meet the goals and objectives of the alternate community recreation facility.

The Partnership Policy will assist in the development and evaluation of partnership proposals for viability and service relevance. The City must be able to effectively identify appropriate partners and clearly defend its rationale for proceeding or not proceeding with the partnership. It will do this through measurable criteria that are easy to gather, document, and are reliable.

Should the City decide that a potential partnership provides mutual benefits and meets the goals and objectives of the alternate community recreation facility, broad input through the Public Involvement Process and City's Parks input process would be collected; and recommendations provided to Council. Each partnership would require a unique agreement that clearly assigns current and future liabilities to the partner. The City would not be prepared to accept long term risk and liability for asset.

If arena closure is the recommended option, decommissioning and disposing of the facility would occur according to City policy.



3.2.3 Capital Development Recommendations – North

Recommendation 3

Development of a New North-Central Arena, Oliver and Westwood Arena to Close (location to be determined – requires 9000m2 to accommodate building footprint and required parking)

Develop new North-Central Twin Arena that includes:

- Two NHL indoor rinks. Both rinks shall accommodate Sledge Hockey and tournament play;
- Consider seating capacity of 1800-2200 at this facility or new South-Central arena to enhance tournament play and small scale performances and events
- Achieving basic design standards including ability to remove rink netting, protective glass, supporting posts and players benches, small merchandise sales space and storage area to accommodate small scale performances and events;
- Exploring partnership with community based groups in providing support services that encourage access and participation in arena activities.

As Oliver Arena and Westwood Arena reach the end of their lifecycle, they will close and go through the identified process for change.

Timeline:

Short term priority (2009 - 2012)

Planning Area:

Central North

Rationale:

There is immediate need for arena-related opportunities in this geographic arena based on outstanding demand (Recreation Facility Master Plan).

Single pad arenas are not cost effective and if possible, without unduly restricting local access, twin pad facilities should be provided. Developing a new arena within the same Central North Edmonton area will allow the Oliver and Westwood Arena to be closed or partnered to develop facility for alternate community recreation use. The existing Oliver Arena and Westwood Arena do not meet the viability measures. The capital investment threshold exceeds 50% (cost of re-investment versus building new). Generally, these arenas are in poor physical and functional condition, programs are not viable and well-supported, and land capacity limits capital development and parking. There would also be a major impact on existing park site. Assessment suggests replacement with a new twin arena in same region, closure of older single pad arenas or partner to develop for alternate community recreation uses.

Building a new twin arena will allow arenas to be “grouped together” for greater economies of scale and expanded user opportunities. This new arena would be designed, with opportunities to accommodate as wide a range of year round use as possible, and to be converted to other uses in the future.



Recommendation 4

**Clareview Twin Arena
Addition of Leisure Ice Pad
and Rental Kiosk**

Addition of leisure ice surface with entertaining features and skate rental kiosk

- Complete scheduled maintenance; and
- Arena to be re-assessed in 10 years to determine capital requirements.

Timeline:

Medium term priority (by 2015)

Planning Area:

Suburban, North

Rationale:

The arena meets all or most of the viability measures. Generally, the arena is in reasonable condition and the programs are viable and well supported. Assessment suggests continued viability of the arena into the future.

Recommendation 5

**Glengarry Arena
Status Quo Maintenance**

Status quo maintenance

- Complete scheduled maintenance; and
- Arena to be re-assessed in 10 years to determine capital requirements.

Timeline:

Medium term priority (by 2015)

Planning Area:

Suburban, North

Rationale:

The arena meets all or most of the viability measures. Generally, the arena is in reasonable condition and the programs are viable and well supported. Assessment suggests continued viability of the arena into the future. Dressing room improvements were completed recently.

Recommendation 6

**Russ Barnes Arena
Status Quo Maintenance**

Status quo maintenance

- Complete scheduled maintenance; and
- Arena to be re-assessed in 10 years to determine capital requirements.

Timeline:

Medium term priority (by 2015)

Planning Area:

Suburban, North

Rationale:

The arena meets all or most of the viability measures. Generally, the arena is in reasonable condition and the programs are viable and well supported. Assessment suggests continued viability of the arena into the future. New ice plant, slab, boards installed in 1992 and has extended lifecycle.



Recommendation 7

**Clareview Twin Arena
Status Quo Maintenance**

Status quo maintenance

- complete scheduled maintenance; and
- Arena to be re-assessed in 10 years to determine capital requirements.

Timeline:

Long term priority (by 2019)

Planning Area:

Suburban, North

Rationale:

The arena meets all or most of the viability measures. Generally, the arena is in reasonable condition and the programs are viable and well supported. Assessment suggests continued viability of the arena into the future.



3.2.4 Capital Development Recommendations – West

Recommendation 8

Development of a New Twin Coronation Arena and Existing Coronation and Crestwood Arena to Close

Develop new Coronation Twin Arena that includes:

- two NHL indoor rinks;
- a multi-purpose facility including a gym and fitness centre;
- a jogging track above twin arenas; and
- achieves basic design standards.

Coronation Arena to be demolished and returned to parkland.

As Crestwood Arena reaches the end of its lifecycle it will go through the identified process for change.

Timeline:

Short term priority (2009 - 2012)

Planning Area:

Suburban, West

Rationale:

The existing Coronation and Crestwood Arenas do not meet the viability measures. The capital investment threshold for Coronation Arena exceeds 50% (cost of re-investment versus building new). Generally, these arenas are in poor physical and functional condition, programs are not viable and well-supported, and land capacity limits capital development and parking. There would also be a major impact on existing park site. Assessment suggests replacement of Coronation and Crestwood Arenas with a new twin arena in same region. This would permit the existing Coronation and Crestwood Arenas to be closed. Where exceptional case suggests community need for alternate community recreation facility, physical condition warrants alternate use and viable partnership exists to develop the alternate community recreation facility, the City would work with a partner to develop Crestwood Arena for alternate community recreation use.

Building a new twin arena will support the “community-hub” concept. This concept allows arenas to be “grouped together” for greater economies of scale and expanded user opportunities. This new arena would be designed, with opportunities to accommodate as wide a range of year round use as possible, and to be converted to other uses in the future.



Recommendation 9

**New Lewis Farms Twin Arena
and Leisure Ice**

Develop a new Lewis Farms Twin Arena within the Multi-Purpose Recreation Centre that includes:

- two NHL indoor rinks;
- leisure ice, free-form in design and intended for informal and recreational use with entertaining features and skate rental kiosk; and
- achieves basic design standards.

Timeline:

Medium term priority (2010 - 2015)

Planning Area:

Suburban West

Rationale:

Population growth over the short and medium term in this planning area will warrant development of an arena.

Building a new twin arena as a component of the District-Based Multi-Purpose Recreation Centre will support the “community-hub” concept and increase opportunities for integration of services. This facility would be designed with opportunities to accommodate as wide a range of use as possible; and to be converted to other uses in the future to ensure program is viable and well supported.

Recommendation 10

**Grand Trunk Arena
Twin and Upgrade/Redevelop**

Twin and upgrade/redevelop Grand Trunk Arena

- addition of ice pad;
- redevelopment of existing ice pad to address basic standards; and
- amenity upgrades.

Timeline:

Medium term priority (2010 - 2015)

Planning Area:

Suburban, Northwest

Rationale:

The Grand Trunk Arena is an established arena in reasonable condition and the programs are viable and well supported. It has capacity to meet basic design standards, parking adjacent to the facility, and adjacent land use is compatible to a recreation facility. Upgrades to this arena will address lifecycle maintenance requirements and building and amenity improvements. Capital investment will improve overall physical condition, function, demand, overall financial efficiency and asset sustainability.

This facility would be designed, with opportunities to accommodate as wide a range of use as possible; and to be converted to other uses in the future to ensure programs are viable and well supported.



Recommendation 11

**Castle Downs Twin Arena
Status Quo Maintenance**

Status quo maintenance

- complete scheduled maintenance; and
- Arena to be re-assessed in 10 years to determine capital requirements.

Timeline:

Long term priority (by 2019)

Planning Area:

Suburban, West

Rationale:

The arena meets all or most of the viability measures. Generally, the arena is in reasonable condition and the programs are viable and well supported. Assessment suggests continued viability of arena into the future.

Recommendation 12

Upgrade of Callingwood Arena

Upgrade of Callingwood Twin Arena that includes:

- rehabilitation and building upgrades to address basic standards as possible;
- mechanical system and structural upgrades; and
- amenity upgrades

Timeline:

Short term priority (2009 - 2012)

Planning Area:

West

Rationale:

The Callingwood Arena is an established arena in reasonable condition and the programs are viable and well supported. It has capacity to meet basic design standards, with parking adjacent and adjacent land use compatible with a recreation facility. Upgrades to this arena for 2008-09 include the replacement of the ice plant, other lifecycle maintenance requirements and amenity improvements. Capital investment will improve overall physical condition, function and demand capacity, financial efficiency of the arena, and asset sustainability.



3.2.5 Capital Development Recommendations – Southwest

Recommendation 13

Upgrade of Confederation Arena

Upgrade of Confederation Arena that includes:

- Rehabilitation and building upgrades to improve basic standards;
- Mechanical system and structural upgrades; and
- Amenity upgrades including dressing rooms and a fitness centre.

Timeline:

Short term priority (2009 - 2012)

Planning Area:

Suburban Southwest

Rationale:

The Confederation Arena is an established arena in reasonable condition and the programs are viable and well supported. It has capacity to meet basic design standards, parking adjacent to the facility, and adjacent land use is compatible to a recreation facility. Upgrades to this arena will address lifecycle maintenance requirements, and building and amenity improvements. Capital investment will improve overall physical condition, function, demand, financial efficiency of the arena, and asset sustainability. This arena will be a part of a small multi-purpose recreation centre including aquatic facilities and multi-purpose room.

Recommendation 14

Kinsmen Twin Arena Status Quo Maintenance

Status quo maintenance

- Complete scheduled maintenance; and
- Arena to be re-assessed in 10 years to determine capital requirements.

Timeline:

Long term priority (by 2019)

Planning Area:

Suburban Southwest

Rationale:

The arena meets all or most of the viability measures. Generally, the arena is in reasonable condition and the programs are viable and well supported. Assessment suggests continued viability of arena into the future.



3.2.6 Capital Development Recommendations - Southeast

Recommendation 15

**Development of New South-Central Arena
Tipton and Southside Arenas to Close**

Develop new South-Central Twin Arena that includes:

- Two NHL indoor rinks;
- Consider seating capacity of 1800-2200 at this facility or new North-Central Arena to enhance tournament play and small scale performances and events, with hotel accommodations nearby;
- Achieves basic design standards.

As Tipton and Southside Arenas reach the end of their lifecycle they will go through the identified process of change.

Timeline:

Medium term priority (by 2015)

Planning Area:

Central South

Rationale:

Tipton and Southside Arenas do not meet the viability measures. The capital investment threshold for Southside Arena exceeds 50% and Tipton is relatively close at 42% (cost of re-investment versus building new). Generally, these arenas are in poor physical and functional condition, programs are not viable and well-supported, and land capacity limits capital development and parking. There would also be a major impact on existing park site. Assessment suggests Tipton and Southside Arena be replaced with a new twin arena in the same region.

Developing a new South-Central Twin Arena in Central South Edmonton will allow for Tipton and Southside Arena to be closed or partner to develop facility for alternate community recreation use.

Building a new twin arena will support the "community-hub" concept. This allows arenas to be "grouped together" for greater economies of scale, expanded user opportunities and programs are viable and well supported. This facility would be designed, with opportunities to accommodate as wide a range of use as possible, and to be converted to other uses in the future.



Recommendation 16

**Development of New Meadows
Twin Arena and Leisure Ice
Pad**

Develop a new Meadows Twin Arena within the Multi-Purpose Recreation Centre that includes:

- Two NHL indoor rinks;
- Leisure ice, free-form in design and intended for informal and recreational use, with entertaining features and skate rental kiosk; and
- Achieves basic design standards.

As Tipton and Southside Arenas reach the end of their lifecycle they will go through the identified process of change.

Timeline:

Medium term priority (by 2015)

Planning Area:

Suburban Southeast

Rationale:

Population growth over the short and medium term in this planning area will warrant development of an arena.

Building a new twin arena as a component of the District-Based Multi-Purpose Recreation Centre will support the “community-hub” concept. This concept increases opportunities for integration of services. This facility would be designed with opportunities to accommodate as wide a range of use as possible; and to be converted to other uses in the future to ensure programs are viable and well supported.

Recommendation 17

**Donnan Arena
Status Quo Maintenance**

Status quo maintenance

- Complete scheduled maintenance; and
- Arena to be re-assessed in 10 years to determine capital requirements.

Timeline:

Medium term priority (by 2015)

Planning Area:

Suburban South-Central

Rationale:

The arena meets all or most of the viability measures. Generally, the arena is in reasonable condition and the programs are viable and well supported. Assessment suggests continued viability of the arena into the future.



Recommendation 18

**Michael Cameron Arena
Status Quo Maintenance**

Status quo maintenance

- Complete scheduled maintenance; and
- Arena to be re-assessed in 10 years to determine capital requirements.

Timeline: Medium term priority (by 2015)

Planning Area: Suburban, South

Rationale: The arena meets all or most of the viability measures. Generally, the arena is in reasonable condition and the programs are viable and well supported. Assessment suggests continued viability of the arena into the future.

3.2.7 Financial Strategy Recommendation

Recommendation 19

**Explore range of funding
sources for public recreation
facilities**

The City should explore the range of potential funding sources for public recreation facilities, including partnerships with other orders of government, not-for-profit organizations and the private sector; development levies, tax levy; user fees or surcharges; tax supported debt and dedicated tax levy.

Timeline: Short term priority (by 2012)

Map 2, 10-Year Arena Development Strategy, on the following page, presents a visual picture of new, upgrade, status quo (maintain), expand (twin), and change (replace with new arena in region and close old arena, or partner develops alternate community recreation centre) recommended over the next 10 years.



Map 2: 10-Year Arena Development Strategy

10-Year Arena Development Strategy (2009 - 2019)

Inventory of Ice Arenas	West	North	Southwest	Southeast
Now - Total 25	Now 8	Now 7	Now 4	Now 6
Future - Total 34	Future 11	Future 7	Future 7	Future 9
Net - Total +9 *	Net +3	Net 0	Net +3	Net +3
*Does not include New Leisure Ice				

Legend

Each square represents a single sheet of ice.

- Status Quo (Maintenance only)
- Upgrade Existing (Capital investment)
- Twin Existing (Capital investment)
- Build New Twin Pad (Capital investment)
- ★ Build New Leisure Ice (Capital investment)
- Change (New arena in region and close, or partner develops alternate community recreation use)



SECTION 4: IMPLEMENTATION

Section 4.0 outlines implementation considerations and processes. This section examines the financial considerations, proposed timing for the development of each, the capital cost projections, possible partnership opportunities and lastly, a financial strategy.

4.1 Financial Considerations

City of Edmonton has significant spending requirements and arena facilities are competing with other municipal services for limited dollars. Debt financing would only provide limited debt room for the Arena Strategy proposed. Achieving these recommendations requires focused funding. Most significantly, investigation of a partnership to develop multi-pad arenas may be the most viable option to achieve capital development in the short to medium term. Long term, stable funding, including Federal and Provincial investment will be important to ensure viability of projects and to assure implementation schedule.

4.2 Capital and Operating Costs

A capital life-cycle assessment gives the City a clearer perspective of the short and long-term capital costs associated with operating the City's arenas. The City has undertaken a building audit of all the arenas including a full review of the mechanical, electrical and structural conditions. These assessments provide a basis for preparing a comprehensive strategy to extend the operating life of some arenas. The opportunity-cost of investing capital resources to extend the life of old arenas, rather than re-allocating to build new ones, has been examined as part of this planning process. Significant long-term capital costs associated with arena developments are anticipated and must be planned for in the short-term.

Each of the recommended arenas in the Capital Development Strategy has been reviewed in great detail through this planning process. The Strategy has confirmed the specific arena, high level estimates for development costs, and other elements that will influence arena size (e.g. parking, land constraints).

This conceptual planning stage also provides more specific projections of capital costs and operating implications. The operating impacts are more highly influenced by the size and nature of elements included within the arena development. Both capital and operating impacts are to be submitted to the long range financial planning process and updated as plans progress. The costs noted in Table 4 on page 41 are order-of-magnitude costs of a facility *if it were built today*, in 2007 dollars. The projects reflect the short, medium and long term new and expanded arenas depicted in Map 2.

The cost estimates outlined in the Table 4 are reflected for each of the arenas. Without land purchase costs and site development costs, a new arena could cost in the order of \$20 million (2007 dollars), depending on the elements within the arena. For arenas where upgrades and/or facility expansion are being recommended, land purchases will not be required. The figures in the Table provide an estimate of costs for upgrading and expansion with the *higher* costs reflecting larger facilities on sites with additional costs based on results from Asset Management Public Works Structural Condition Assessment and various site-specific factors. As noted above these costs will be revised and confirmed as the projects proceed.



Planning for the Future: 10-Year Arena Capital Development Strategy

The arena capital development recommendations have implications for the City's annual operating budget. The City's current practice of preparing business plans for major initiatives is important and this model should be applied to the planning and operation of all new and redeveloped facilities. Through the development of strong business plans, opportunities to improve cost recovery through new/innovative operating models can be explored. For example, skillful assembly of components into an arena can generate economies of scale, and provisions for appropriate ancillary services (food, retail, etc.) can add revenue potential, increase user satisfaction, and overall demand for the facility.

Operational cost-recovery of these kinds of facilities across North America typically ranges from 50% to 100% (depending on a number of variables, including mandate and facility design). Where public service mandates emphasize affordability, accessibility and safety, it is not prudent to assume that 100% cost recovery is achievable unless this can be supported by a realistic business plan. Rising capital costs make it near impossible to generate sufficient revenues to cover operating, capital and financing costs from user fees alone. Therefore, the capital requirements of facility projects will be incorporated into the City's Capital Priorities Plan (CPP) process.

It is important to note that four arenas will need to have a capital life assessment completed beyond 2019: Russ Barnes, Donnan, Michael Cameron and Kenilworth Arena.



Planning for the Future: 10-Year Arena Capital Development Strategy

Table 4: High Level Capital Cost Projections (to 2019)*			
Location	Short Term Priorities (by 2012)	Medium Term Priorities (by 2015)	Long-term Priorities (by 2019)
Recommendation #			
North			
3	New North Central Arena	\$20M + land	
3	Close Westwood Arena	\$650K	
3	Close Oliver Arena	\$600K	
6	Status quo maintenance of Russ Barnes Arena		\$610K
5	Status Quo maintenance of Glengarry Arena		\$2M
4, 7	Status quo maintenance of Clareview Arena plus addition of Leisure Ice surface	Leisure Ice Pad \$5M	Maintenance \$2M
West			
12	Upgrade Callingwood Arena	\$4M	
8	Build new Twin on Coronation site (includes closure of old Coronation Arena)	\$22M	
8	Close Crestwood Arena	\$650K	
10	Twin and upgrade Grand Trunk Arena		\$15M
9	New Lewis Farms Twin Arena and Leisure Ice Pad		\$20M + \$5M
11	Status quo-maintenance of Castledowns Arena		\$2M
Southeast			
15	New South Central Arena		\$20M + land
15	Close Southside Arena		\$1.5M
17	Status quo-maintenance of Donnan Arena		\$310K
18	Status quo-maintenance of Michael Cameron Arena		\$2M
16	New Meadows Twin Arena and Leisure Ice Pad		\$20M+ \$5M
Southwest			
13	Upgrade Confederation Arena	\$4M	
15	Close Tipton Arena		\$1.0M
14	Status quo maintenance of Kinsmen Arena		\$2M
Total 10-Year Capital Requirements (approximated)		\$57M + land	\$92M + land
		Projected Costs in 2007\$ (approximated)	
		Total \$156M	
Medium Term Recreation Facility & Sports Field Plan Arena Capital Requirements		\$27M	\$50M
		Projected Costs in 2007\$ (approximated)	
Remaining Arena Capital Requirements		\$30M	\$42M
		Projected Costs in 2007\$ (approximated)	
		\$78M	

*Notes:

All costs are shown in 2007 dollars. M = million

Assumptions:

* Facility construction costs only as provided by Asset Management and Public Works December 2006

* Costs do not include Land Purchase Costs, Consulting and Project Management Fees, Site Development Costs, Inflation Factors, Furniture, Fixtures and Equipment (FF&E), or the cost of the proposed Southwest 4-pad Arena.



Planning for the Future: 10-Year Arena Capital Development Strategy

Order of Magnitude Costs = +/- 50%



4.3 Partner Assessment

Community Services Department has a history of providing services utilizing a number of alternate delivery approaches. For many years the City has forged operating and developmental relationships with community and not-for-profit groups, entered into service agreements, leased space to private interests and instituted joint use agreements.



The Department's vision indicates an intention to collaborate with others in the pursuit of quality services to Edmontonians. Furthermore, partnerships have been identified as one of the key strategies to achieve the Department's vision and mission.

Generally, municipalities view ice arenas as community amenities as well as business opportunities while the private sector assesses arenas only as business opportunities in a real estate environment (given the intensity of the reliance on land and improvements to operate the business). Characteristics and municipal needs, constraints, and philosophies drive the selection of delivery model and the types and levels of concessions made to the partner. Some partnerships have been established with just enough municipal concession to make a fully private facility viable within the community. Other partnerships are based on the municipality taking a leading role, making major contributions in terms of land, tax relief, and capital contributions in order to facilitate delivery of what is essentially a municipal facility.

Clearly, decisions related to service delivery alternatives must be made on a case-by-case basis. The Partnership Policy Framework will guide decisions related to partnering with external organizations and provide a backdrop for fair and equitable evaluation of acceptable service delivery or facility development opportunities.

Edmonton's facility development process is guided by community need, implications of capital development on annual operating budgets, infrastructure lifecycle needs, and municipal financing strategies. Capital projects recommended in the Strategy will continue to explore partnership opportunities through the implementation of the Strategy.

Partnerships evolve over time with developments that are mutually beneficial and meet the goals and objectives of all the partnership involved. The Edmonton Public School Board has expressed interest in exploring opportunities for joint ventures with the municipality in sites throughout the city. Other partnership interest has been expressed by Edmonton Rush Lacrosse and Northern Stars Roller Hockey Association.



4.4 Financial Strategy

Deloitte and Touche was commissioned to provide a Financial Strategy to support the 10-Year Arena Capital Development Strategy. The following section provides a high level summary of the Financial Strategy.

All future arena capital investments will be guided by a detailed plan that addresses the challenges (e.g. costs, planning and development, and liability) and takes advantage of all opportunities. The plan would be implemented directly through the Capital Priorities Plan (CPP), a five year plan that considers all the capital funding needs of the City of Edmonton for both the development of new assets and the rehabilitation of existing infrastructure.

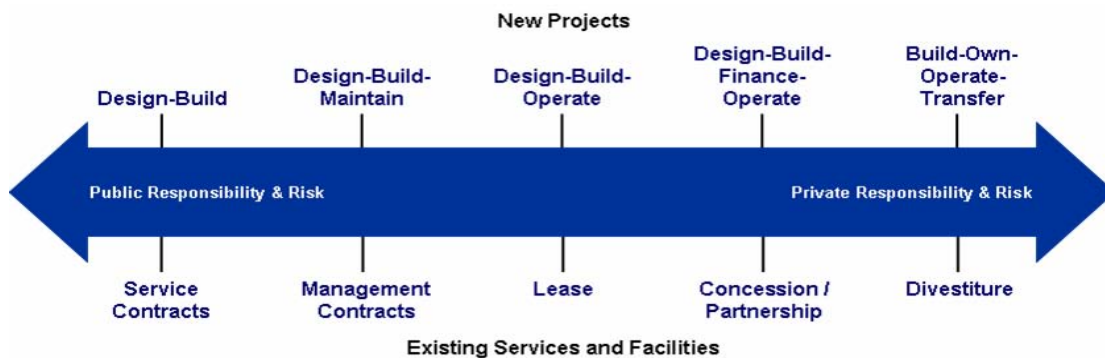
The City will explore partnership opportunities and other sources of funding for all recreation facility redevelopment and new facility development. There is a strong precedent for this in the City of Edmonton. Public recreation facilities have historically been funded by leveraging tax levy dollars with other funding sources and/or with funding from partners. The City has a positive track record of partnerships emphasis on the commitment to building relationships and the need to explore new, innovative and productive partnerships.

Future partnership funding opportunities for public recreation facilities and parks may include:

Partnerships with other orders of government – Grant programs such as the Infrastructure Canada-Alberta Program (ICAP), the Community Facility Enhancement Grant Program (CFEP), and Major Community Facilities Program are examples of successful partnerships that have seen City facilities and parks receive much needed upgrades that have made them either more energy efficient (Confederation and Londonderry pools) or helped to maintain program delivery (Confederation and Londonderry Leisure Centres). Long term stable funding program will be important to ensure viability of projects and ensure implementation schedule.

Partnerships with not-for-profit organizations – Past partnerships with the YMCA and the Edmonton Soccer Association, for example, have seen much needed new facilities built with a combination of City and partner funds with the partner operating the facility with no annual City funding. These types of ventures will continue to be explored in the future.

Partnerships with the private sector – There is a “spectrum” of P3 models that range in the degree of responsibility transferred to the private sector partner. The following figure illustrates the relative positioning of the major P3 models in terms of public and private risk allocation. Increase in capital costs will influence viability of some P3 models.



There are a range of possible actions under consideration for Edmonton's arenas, including performance of required maintenance, performance of upgrades, and twinning. Performance of maintenance and upgrades of City-owned facilities are generally not candidates for P3 delivery models. However, P3 models could be utilized for twinning projects and new facilities.

For a new arena of which the City requires all or most of the annual ice time, the following P3 delivery models are applicable:

- Design-Build, Design-Build-Maintain, Design-Build-Operate, Design-Build-Finance-Operate, or Build-Own-Operate-Transfer.

Twinning of existing arenas introduces some complexities to the use of P3 models because the existing assets, and their operations and maintenance must be taken into consideration. The range of applicable P3 models includes:

- Design-Build, Design-Build-Maintain or Design-Build-Finance-Operate.

Development levies – For new development in growth areas, the City may have the opportunity to receive new development based funding. To assist in financing new facilities and parks in growing communities, the City should explore the opportunity to introduce a development levy for “soft” services such as multi-purpose recreation facilities.

User fees or surcharges – In accordance with principles from the Long Range Financial Plan, facility fees and charges are required to reduce the tax burden of providing recreation facility services. An additional component or surcharge may be considered as a source of capital funding for development. It should be noted that if this option is pursued then market analysis, optimal price points, and other factors (such as cost recovery targets) should be taken into consideration in setting the price to users.

Facility name sale – Selling the name of a City of Edmonton facility to an external organization or corporation provides a means of generating new revenues and alternative resources to assist in the construction, support and/or provision of City of Edmonton facilities. While the City of Edmonton will not actively seek proposals for existing facilities, the City of Edmonton may proactively pursue name sale opportunities for new recreation facilities and for elements of current and future facilities.

Tax supported debt – The principles of “smart debt” indicate that tax supported debt may be a reasonable and appropriate tool for meeting community infrastructure needs, especially where the benefits endure for future generations.

Dedicated tax levy – This approach, used in other municipalities, would see collection of a dedicated contribution from each residential property in Edmonton that would be applied city-wide to implement the recommendations in the Plan. Alternatively, the Medium Term Plan could be funded from a dedicated contribution from general tax revenues which would include residential and commercial properties. Such initiatives would require City Council deliberation and approval.



4.5 Implementation Schedule

Recognizing the current plans for a four-pad arena to be included in the new Southwest Multi-purpose Recreation Centre (Fall 2009) and upgrades occurring to the Mill Woods Arena at this present time, the 10-Year Capital Development Strategy identifies the following implementation schedule to address capital development requirements for existing City operated arenas and new arenas in Edmonton.

The following section outlines the recommended implementation of the Strategy.

1. Approval of recommendations;
2. Development of Program Statement for each capital project based on implementation schedule;
3. Explore the range of potential funding sources;
4. Submission of capital projects identified in the first five years of the Strategy in the Capital Priorities Plan (CPP) process;

Short Term Priorities (by 2012)

- Upgrade Callingwood Arena;
- New North Central Twin Arena and Oliver, Westwood, and Crestwood Arenas to close and go through identified process for change;
- New Coronation Twin Arena and demolition of existing Coronation Arena (single-pad);
- Upgrade Confederation Arena; and
- Addition of Leisure ice to Clareview Twin Arena.

Medium Term Priorities (by 2015)

- New South-Central Twin Arena and Southside and Tipton Arenas to close and go through identified process for change;
- Meadows Recreation Centre – Twin Arena and Leisure Ice;
- Lewis Farms Recreation Centre – Twin Arena and Leisure Ice;
- Twin and Upgrade Grand Trunk Arena;
- Maintenance of Glengarry Arena;
- Maintenance of Russ Barnes Arena;
- Maintenance of Donnan Arena; and
- Maintenance of Michael Cameron Arena.

Long-term Priorities (by 2019)

- Maintenance of Castledowns Twin Arena;
- Maintenance of Clareview Twin Arena; and
- Maintenance of Kinsmen Twin Arena.

5. Four arenas will need to have a capital life assessment completed beyond 2019: Russ Barnes, Donnan, Michael Cameron and Kenilworth Arena.





APPENDICES

- Appendix A** **Future Edmonton Arena Service Forecast**
- Appendix B** **Arena Service Level in Other Cities**
- Appendix C** **Inventory of Edmonton and Arena Arenas**
- Appendix D** **Arena Map**
- Appendix E** **Arena Assessment Analysis**
- Appendix F** **Arena Ice Use**
- Appendix G** **Proposed Capital Development by Geographical Area**
- Appendix H** **Executive Summary of Community and Stakeholder Feedback on Proposed Recommendations**
- Appendix I** **Process For Change**
- Appendix J** **Proposed Ice Inventory**



APPENDIX A: Future Edmonton Arena Service Forecast

Total Municipal, Private and Institutional Arena Service in Edmonton

Service Estimates	Existing 2007 Population 713,625	2010 Population 795,112	2010 – 2015 Population 858,798
Current Service level			
Total of 36 sheets of ice pads in Edmonton through Municipal, Not for Profit, Private and Public Institutions (25 municipal arenas)	1/19,800	1/22,100	1/23,850
Service level with 6 additional ice pads as recommended by the RFMP			1/20,400
Total of 42 sheets of ice pads in Edmonton through Municipal, Not for Profit, Private and Public Institutions (31 municipal arenas)			
Service Level with 9 additional ice pads as recommended by the Arena Capital Development Strategy			
Total of 45 sheets of ice pads in Edmonton through Municipal, Not for Profit, Private and Public Institutions (34 municipal arenas)			1/19,100

*Population forecasts were adjusted by the City of Edmonton in 2006 based on the rapid population growth the City is currently experiencing.



APPENDIX B: Arena Service Level in Other Cities

*includes Municipal, Not-for-Profit and Private Arenas

Centres	Population	Number of Publicly Available Arenas	Rate of Supply of Arenas	Notes
Edmonton (Now)	713,625	36 sheets available for public use in Edmonton*	1 per 19,800	Includes only arenas in Edmonton
Calgary (Now) (plans calling for six more arenas to be developed in the future)	1,000,000	48 sheets available for public use in Calgary	1 per 20,800	An increase since 2000
Regina	192,500	8 city operated plus 3 by other agencies and 2 in the private sector for a total of 13 in the city and another 9 in communities within 30 minute drive	1 per 14,800	Reports declining in rates of participation in some ice user groups including minor hockey
Saskatoon	211,900	6 city and 11 private and agency sheets	1 per 12,500	
Greater Vancouver region	2,106,000	78 sheets total but only 69 available to the public	1 per 30,500	Includes 14 municipalities in the urban region
Winnipeg	618,000	39 sheets total	1 per 15,800	
Peel County Ontario	879,100	28 sheets of publicly available ice	1 per 32,000	
Ottawa Carlton Region Ontario	692,900	39 sheets of ice	1 per 17,800	

(Reference: City of Calgary – Ice Arena Study October 2006)

As Figure 1 shows, the standard of supply for urban centres in Canada varies widely with a mean provision among the above centres at about one arena per 20,000 residents. Edmonton appears to currently rank fifth among the eight centres compared in terms of arena per thousand residents.

* take into account the closure of Westmount Arena (April 2007)



APPENDIX C: Inventory of Edmonton and Area Arenas

Within the City of Edmonton boundaries, there currently are 36 publicly accessible arenas including the following non-municipal or private arenas:

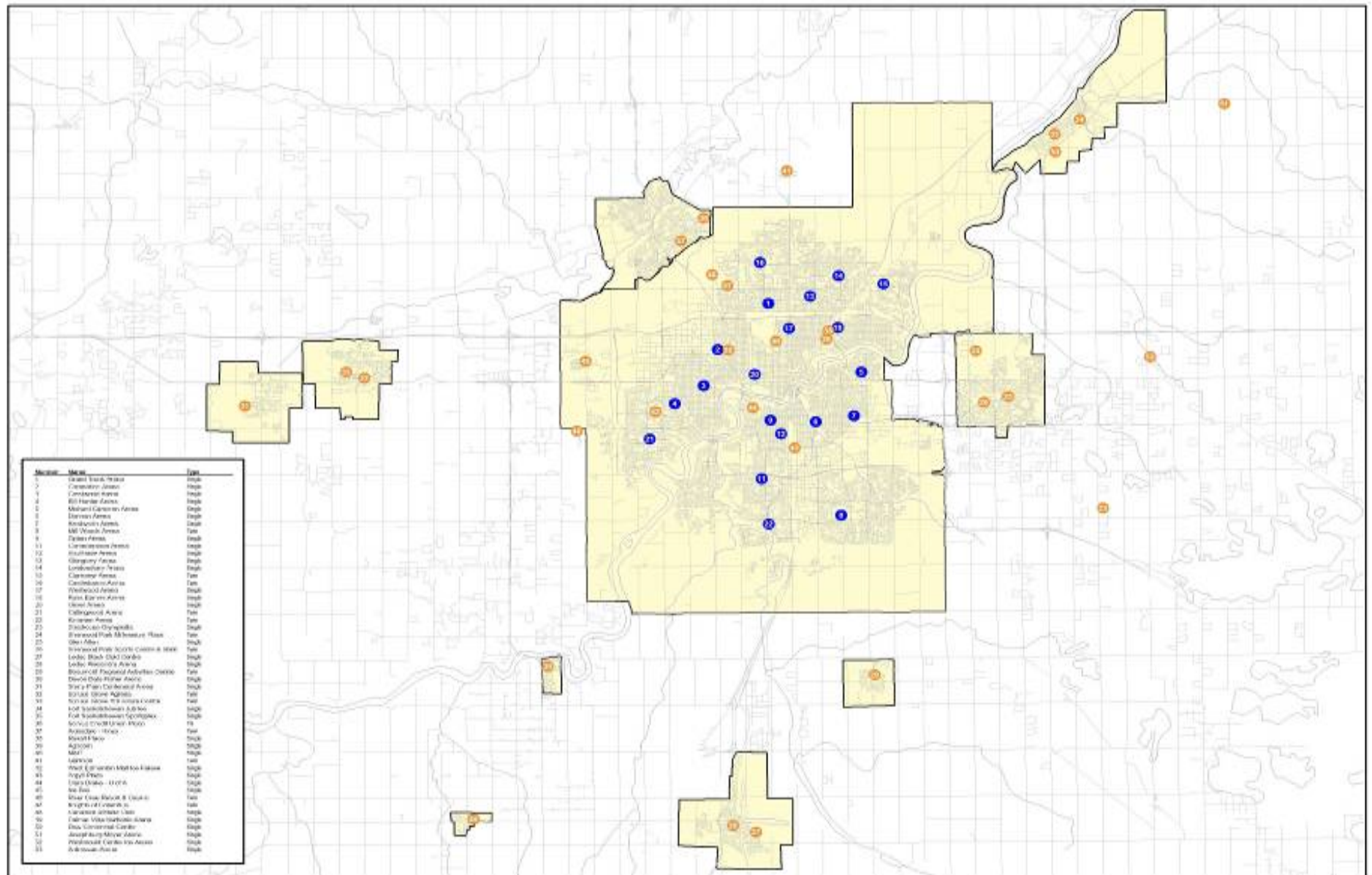
Edmonton	Existing Arena Facilities
Non-Municipal or Private Arenas	Argyll Plaza Arena (1) University of Alberta Clare Drake Arena (1) NAIT Arena (1) Knights of Columbus Twin Arenas (2) Canadian Athletic Hockey Arena (1) Rexall Place (1) Agricom (1) Ice Palace at West Edmonton Mall (1) Edmonton Icebox (formally Parkland Arena) (2) * Westmount Arena – closing Spring 2007 Total - 11 sheets of ice pads

Within the Edmonton capital region there currently are 69 publicly accessible arenas and five leisure ice pads including the following:

Surrounding Region of Edmonton	Existing Arena Facilities
	Akinsdale-Kinex Arena (2) St. Albert Servus Credit Union Place (3 + 1 leisure ice) Broadmoor Arena (1) Glen Allan Arena (1) Sherwood Park Arena Sports Centre & Shell (2) Millennium Place (2+1 leisure ice) Ardrossan Arena (1) Strathcona Olympiette Centre & Fultonvale Arena (1) Josephburg Moyer Arena (1) Beaumont Regional Activities Centre (2) Leduc Alexandra Arena (1) Leduc Black Gold Centre (1) Spruce Grove Tri-Leisure Centre – (2+1 leisure ice) Stony Plain Centennial Arena (1) Spruce Grove Agrena (2) Dow Centennial Centre (1 + 1 leisure ice) Fort Saskatchewan Sportsplex Arena (1 + 1 leisure ice) Fort Saskatchewan Jubilee (1) Devon Dale Fisher Arena (1) Gibbons Arena (1) Calmar - Mike Karbonik Arena (1) River Cree Resort & Casino (2) = (2 new arenas planned for the future) Garrison Arena (1) Morinville Arena (1) Total - 33 sheets of ice + 5 leisure ice surfaces = 38 total



APPENDIX D: Arena Map



Arenas In The Edmonton Area

- City of Edmonton Arenas
- Non-City Arenas

APPENDIX E: 2005 Arena Condition Assessment Analysis

Source: 2005 Facility Condition Assessment Report – Asset Management and Public Works Department
 Definition of infrastructure ratings are located on next page.

Single Pad Arenas	Physical Rating	Functional Rating	Demand Rating	Financial Recovery Rating
Bill Hunter	D – Upgrade in progress	D	C	<75%
Confederation	C	C	B	<75%
Coronation	C	C	C	75%
Crestwood	C	D	D	75%
Donnan	B	D	D	>75%
Glengarry	C	C	C	>75%
Grand Trunk	B	C	C	<75%
Kenilworth	A	A	A	>75%
Londonderry	A	A	A	>75%
Michael Cameron	C	D	C	75%
Oliver	D	D	D	75%
Russ Barnes	B	C	C	<75%
Southside	C	C	C	<75%
Tipton	B	C	C	>75%
Westwood	B	C	C	<75%
Twin Arenas				
Callingwood	B	C	B	<75%
Castledowns	B	C	B	75%
Clareview	B	C	B	75%
Kinsmen	B	C	B	>75%
Mill Woods	B – upgrade in progress	C	B	>75%

Infrastructure Definitions

Physical Condition (Exterior/Interior) – The condition of an infrastructure element that enables it to meet the intended service levels (i.e. the integrity of a footbridge).

Demand/Capacity – The capacity of an infrastructure element to meet service requirements (i.e. the ability of a park to handle user demands).

Functionality – The ability of an infrastructure element to meet program delivery requirements (i.e. whether or not a recreation facility meets user expectations).

Financial Recovery Rating – % based on Annual Operating Revenue/Annual Operating Expenditures



Infrastructure Ratings

RATING	STATE	DESCRIPTION
PHYSICAL CONDITION (Exterior/Interior)		
A	Very Good	The element is physically sound and is performing its function as originally intended. Required maintenance costs are well within standards and norms. Typically, element is new or recently rehabilitated.
B	Good	The element is physically sound and is performing its function as originally intended. Required maintenance costs are within acceptable standards and norms but are increasing. Typically, element has been used for sometime but is within mid-stage of its expected life.
C	Fair	The element is showing signs of deterioration and is performing at a lower level than originally intended. Some components of the element are becoming physically deficient. Required maintenance costs exceed acceptable standards and norms but are increasing. Typically, element has been used for a long time and is within the later stage of its expected life.
D	Poor	The element is showing significant signs of deterioration and is performing to a much lower level than originally intended. A major portion of the element is physically deficient. Required maintenance costs significantly exceed acceptable standards and norms. Typically, element is approaching the end of its expected life.
F	Critical	The element is physically unsound and/or not performing as originally intended. Element has higher probability of failure or failure is imminent. Maintenance costs are unacceptable and rehabilitation is not cost effective. Replacement / major refurbishment is required.
DEMAND/CAPACITY		
A	Very Good	Demand corresponds well with design capacity and no operational problems experienced.
B	Good	Demand is within design capacity and occasional operational problems experienced.
C	Fair	Demand is approaching design capacity and/or operational problems occur frequently.
D	Poor	Demand exceeds design capacity and/or significant operational problems are evident.
F	Critical	Demand exceeds design capacity and/or operational problems are serious and ongoing.
FUNCTIONALITY		
A	Very good	The element meets all program/service delivery needs in a fully efficient and effective manner.
B	Good	The element meets program/service delivery needs in an acceptable manner.
C	Fair	The element meets most program/service delivery needs and some inefficiencies and ineffectiveness present.
D	Poor	The element has a limited ability to meet program/service delivery needs.
F	Critical	The element is critically deficient and does not meet program/service delivery and is neither efficient nor effective.



APPENDIX F: City of Edmonton Arena Ice Use

*Based on 2005 CLASS data

2005	Winter Non-Prime		Winter Prime		Summer Non-Prime		Summer Prime	
<i>Arena Name</i>	<i>Hours</i>	<i>Utilization</i>	<i>Hours</i>	<i>Utilization</i>	<i>Hours</i>	<i>Utilization</i>	<i>Hours</i>	<i>Utilization</i>
Single Arenas								
Bill Hunter	918.75	49.9%	1,143.75	92.3%		0.0%	657.50	54.7%
Confederation	1,355.75	73.6%	1,273.75	*102.7%	140.25	14.3%	430.00	35.7%
Coronation	841.25	45.7%	1,297.25	*104.6%	70.50	7.2%	487.50	40.5%
Crestwood	719.25	39.1%	1,154.00	93.1%		0.0%	17.00	1.4%
Donnan	701.25	38.1%	1,214.25	97.9%	32.00	3.3%	397.50	33.0%
Glengarry	763.50	41.5%	1,351.00	*109.0%		0.0%	441.00	36.7%
Grand Trunk	1,012.75	55.0%	1,373.25	*110.8%	439.25	44.7%	342.75	28.5%
Kenilworth	1,006.00	54.6%	1,415.00	*114.1%	395.75	40.3%	311.75	25.9%
Londonderry ¹	881.00	23.9%	1,239.75	100.0%		0.0%	713.00	59.3%
Michael Cameron	584.50	31.7%	1,207.25	97.4%		0.0%	456.00	37.9%
Oliver	562.75	30.6%	1,173.25	94.6%		0.0%	396.00	32.9%
Russ Barnes	628.50	34.1%	1,270.75	*102.5%	4.25	0.4%	361.00	30.0%
Southside	703.25	38.2%	1,316.75	*106.2%	48.25	4.9%	486.50	40.4%
Tipton	680.50	37.0%	1,238.00	99.9%		0.0%	419.50	34.9%
Westwood	494.75	26.9%	1,077.25	86.9%		0.0%	8.00	0.7%
Twin Arenas								
Callingwood	1,913.50	52.0%	2,891.75	*116.6%	1,159.50	59.0%	723.75	30.1%
Castledowns	1,575.75	42.8%	2,806.50	*113.2%	751.25	38.2%	446.50	18.6%
Clareview	1,302.25	35.4%	2,777.50	*112.0%	1,064.50	54.1%	830.00	34.5%
Kinsmen	1,894.00	51.4%	2,827.25	*114.0%	1,113.25	56.6%	825.25	34.3%
Mill Woods	1,845.25	50.1%	2,826.00	*114.0%	1,235.00	62.8%	782.00	32.5%
Single	1,841.50	41.3%	1,239.75	*100.8%	983.00	7.7%	1,203.00	32.8%
Twin	3,683.00	46.3%	2,479.50	*114.0%	1,966.00	54.2%	2,406.00	30.0%

*Ice utilization percentages beyond 100% reflect less floods than the standard (1/60 min) were required.

¹ Londonderry Arena data is based on 2004 utilization rates as the facility was closed in 2005 for upgrades.



APPENDIX G: 10-Year Capital Development by Geographical Area

The following table provides a summary by geographical arena of the capital development recommendations of the 10-Year Arena Capital Development Strategy.

Summary of Arena Capital Development Recommendations:

North Arenas

Status Quo	Upgrade Existing	Twin Existing	New	Close
Londonderry			North Central	Westwood
Glengarry			Clareview (+ leisure Ice)	Oliver
Russ Barnes				

West Arenas

Status Quo	Upgrade Existing	Twin Existing	New	Close
Castle Downs	Bill Hunter (07/08)	Grand Trunk (addition 1 ice pad)	New Lewis Farms (twin + leisure ice)	Crestwood
	Callingwood (08/09)		New Coronation (twin)	Old Coronation

Southeast Arenas

Status Quo	Upgrade Existing	Twin Existing	New	Close
Kenilworth			New South-Central (twin)	Southside
Donnan			New Meadows (twin + leisure ice)	
Michael Cameron				
Mill Woods 07/08				

Southwest Arenas

Status Quo	Upgrade Existing	Twin Existing	New	Close
Kinsmen	Confederation		Southwest Terwillegar Arena (4 - pad) (Fall - 08)	Tipton



APPENDIX H: Executive Summary of Community and Stakeholder Feedback on Recommendations

1st Round of Public Consultation (October and November 2006)

The purpose of the first consultation was to share information and consult with a variety of key stakeholder groups regarding the development of the 10-Year Arena Capital Development Strategy, proposed timeline, process, and Strategy Options. Groups involved in this first round of public consultation included:

- Arena Users Committee
- EFCL
- Edmonton Minor Hockey Association
- Adult Arena Users
- Joint Use – EPSB, ECSD
- Power Skating
- Edmonton Sport Council
- Non-Ice Users (lacrosse, ball hockey, inline hockey, roller hockey)
- Curling Sport Groups

A total of 12 stakeholder groups chose to participate in the process. Feedback from the consultation was recorded and considered in the development of the draft recommendations.

2nd Round of Public Consultation

The proposed recommendations of the 10- Year Arena Capital Development Strategy were presented to the community and stakeholders in April and May of 2007. Internal and external stakeholders, and citizens, were invited to provide feedback on the proposed recommendations for each arena in the Strategy. Various consultation activities included:

Citizen Review of Proposed Recommendations – Open Houses were hosted in five locations throughout the City and feedback was collected through surveys available at each Open House. On-line information about the proposed recommendations, and a survey were available on the City web site for city staff, community groups and citizens to review and provide input for each of the arenas in the Strategy. The total number of surveys completed was 181. This number of feedback forms allows for some quantitative interpretation of the data.

External Stakeholder Review of Proposed Recommendations – The Arena Advisory Committee reviewed and provided input into the proposed recommendations. Presentations that provided an overview of the Strategy's proposed recommendations were offered to several advisory groups and partners. Feedback from the groups was recorded at these meetings and considered in the development of the final recommendations.



These groups included:

Community Services Advisory Board	Youth Council	Aquatic Council of Edmonton
Edmonton Federation of Community Leagues	Advisory Board for Services for Persons with Disabilities	Edmonton Aboriginal Urban Affairs Committee
Edmonton Senior Coordinating Council	Edmonton Sport Council	Arena Users Committee
Edmonton Public Schools	Joint Use Agreement Sports Field and School and Recreation Working Sub-Committees	Next Gen
Edmonton Catholic Schools		

Internal Stakeholder Review – A City of Edmonton staff open house was held to provide an opportunity for input from City staff on the proposed recommendations. The Proposed Strategy was circulated to the Project Team and various City Departments. Circulation responses were used to refine the recommendations and address concerns within the proposed Strategy.

Findings from the consultation process were used to refine the recommendations presented in the 10-Year Arena Capital Development Strategy. The following represents an overall summary of the feedback:

- In general the internal and external stakeholder reviews have been supportive and interest was expressed for additional input opportunities in the next phases of development;
- Support for retaining a balanced distribution of ice sheets across the city;
- Support to close or work with partners to redevelop existing single pad arenas for alternate community recreation uses, where the life cycle costing was not favourable compared to new construction, and where sufficient land did not exist to address user’s expectations for improvements to arenas and parking. This support was contingent upon ice sheets being replaced within the same general geographic community.
- Support to increase the supply of ice sheets by twinning existing arenas (where possible) and construction of new multi-pad arenas (minimum two sheets). Stakeholders supported inclusion of ice sheets within multi-purpose recreation centres where possible, but also as standalone “specialty” facilities. There was also support for looking at alternate locations, not necessarily on parkland, in locations similar to the indoor soccer centres.
- Limited support for closing all single pad arenas, especially those that have had improvements to them or had the potential to be improved and/or twinned. The support to close and replace facilities was strongest for the former shells built in the late 1960’s and early 1970’s where the ability to make significant physical and functional improvements was limited.
- The importance of community hubs and social gathering spaces that are environmentally friendly, architecturally interesting, attractive and unique were other common themes;
- The importance of multi-use trails, public transit, and good vehicular and pedestrian access and parking for each site was identified as critical to these parks and facilities;
- Addressing the needs of seniors, children, and individuals with disabilities in the design of facilities and parks was identified as a requirement;



- Finding the balance between meeting community needs and addressing specific sport, recreation, arts and cultural needs will continue to be a challenge and require collaboration to achieve;
- There were questions and discussion regarding the timing and funding of capital development for arenas as identified in the Strategy, and encouragement to move forward on funding and implementation; and
- There was support for partnerships to be established with School Boards, not-for-profit agencies and public institutions.

Overall Support for Criteria

The majority of stakeholders (72%) indicate they like (43%) or basically like (29%) the criteria used to develop the 10-Year Arena Development Strategy. A further 16% indicate they can live with the criteria and 2% have no opinion. Six percent of stakeholders want their disagreement noted, but will support the criteria, and 4% do not support the criteria used to create the 10-Year Arena Development Strategy.

Overall Support for 10-Year Arena Development Strategy Plan

More than six-in-ten stakeholders (63%) indicate they like (39%) or basically like (25%) the 10-Year Arena Development Strategy. A further 18% indicate they can live with the criteria, 10% want their disagreement noted, but will support the criteria, and 8% do not support the criteria used to create the 10-Year Arena Development Strategy.

- Stakeholders most frequently mention the *need for additional rinks / ice time* (58%) followed by the *need for more recreation facilities* (10%), *facilities requiring updates* (9%) and *additional ice surfaces proposed being insufficient for the future* (9%) as reason for their rating.

Strength of the 10-Year Arena Development Strategy Plan

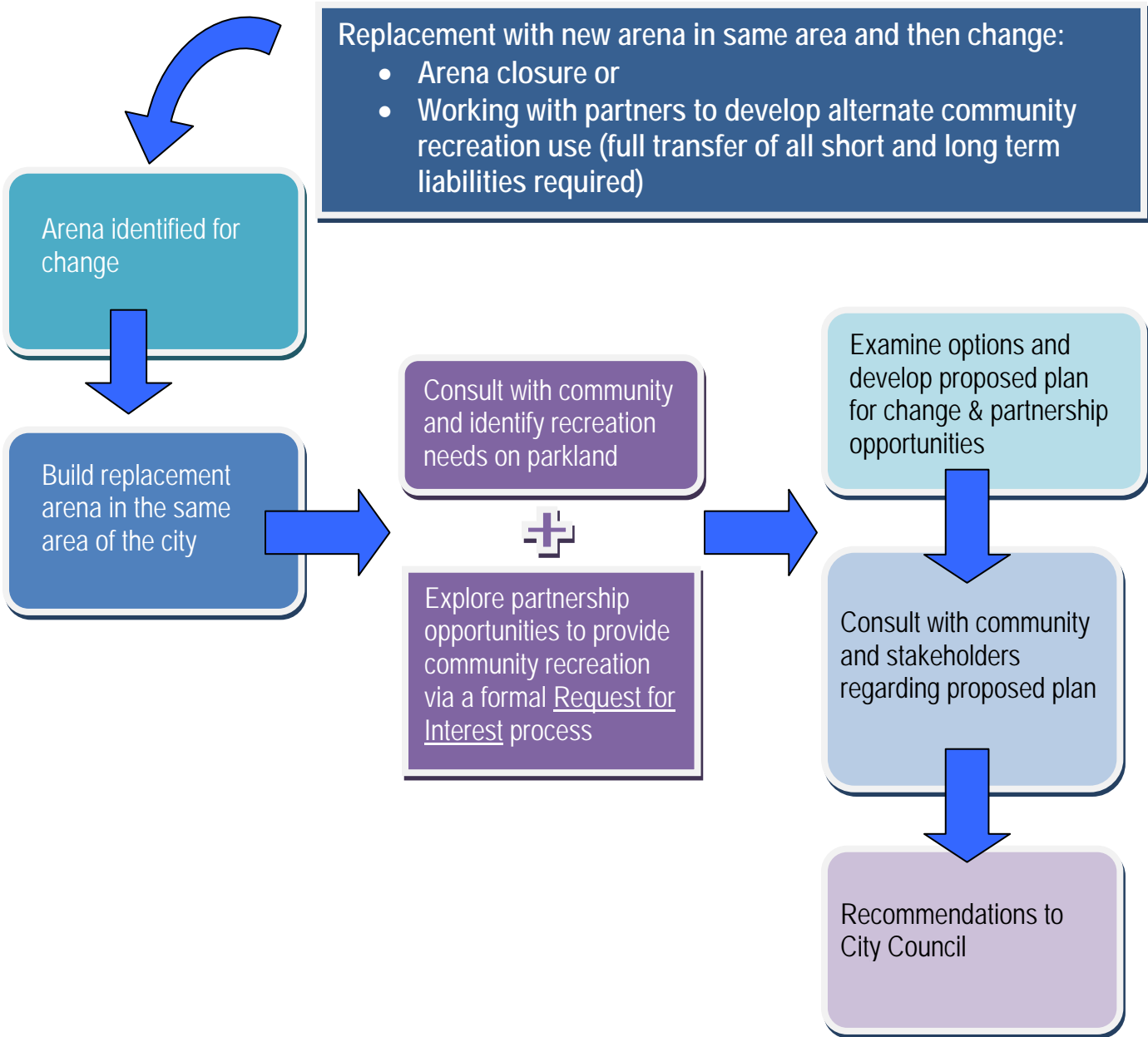
- Stakeholders most frequently mention *additional ice surfaces* (34%) as the perceived strength of the 10-Year Arena Development Strategy, followed by *upgrading facilities to support various sports / activities/increased services* (11%), *assess the entirety of needs with clear expectations and strategy* (9%), *covers all zones of the City* (8%), *better use of space / supports a variety of activities* (6%) and *emphasizes areas with most projected growth* (6%).

Weakness of the 10-Year Arena Development Strategy Plan

- Stakeholders most frequently mention *slow building process* (45%) as the perceived weakness of the 10-Year Arena Development Strategy, followed by *general need for additional ice rinks* (25%) and *the plan still falling short of existing needs* (8%)



APPENDIX I: Process For Change

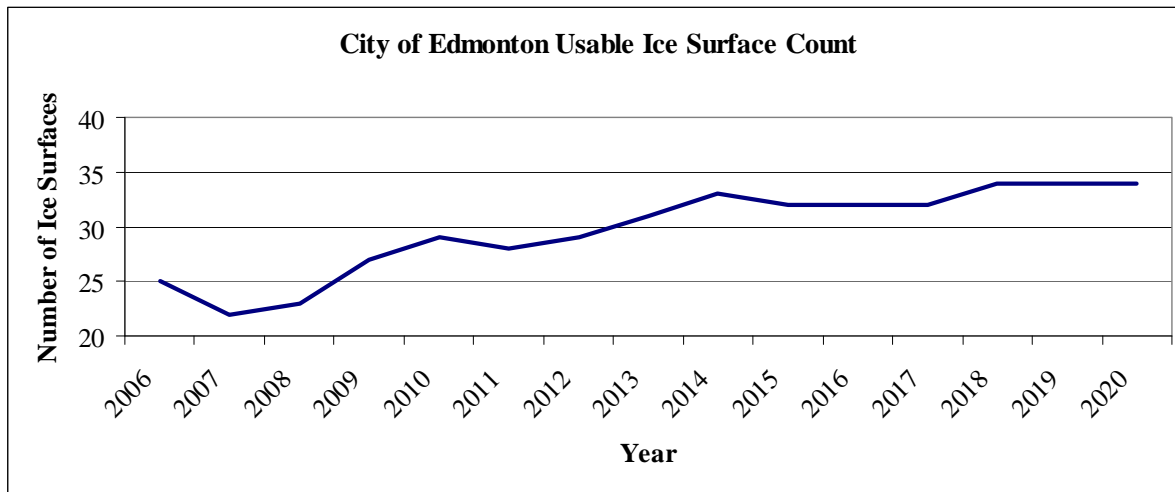


APPENDIX J: Proposed Ice Inventory

Usable Ice Surfaces by Year

The usable ice surface count by year is illustrated in Chart 2. The usable ice surface does not include ice surfaces in rinks undergoing upgrades, required maintenance, or closure for twinning in the year of renovations.

Chart 2



Ice Surface Inventory

The City of Edmonton ice surface inventory by year is illustrated in Chart 3. The ice surface inventory includes ice surfaces undergoing upgrades, required maintenance and temporary closure for twinning in the year of renovations.

Chart 3

