



# Township of Scugog Staff Report

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**Report Number:** COMS-2019-005

**Prepared by:** Craig Belfry, Manager of Recreation and Culture

**Department:** Community Services – Recreation and Culture

**Report To:** General Purpose and Administration

**Date:** March 4, 2019

**Reference:** Strategic Direction #1 – Roads and Other Infrastructure  
Strategic Direction # 4 - Municipal Services  
COMS-2018-031, Parks Recreation and Culture Strategic Master Plan Final Draft  
2018 Township of Scugog Parks, Recreation and Culture Strategic Master Plan  
COMS-2018-024, Analysis of Indoor Pool Options  
FIN-2018-025, Reserve and Reserve Fund Policy  
FIN-2019-003, 2019 DRAFT Operating and Capital Budgets

**Report Title:** **Summary of Rationale and Recommendations Concerning the Blackstock Arena and Proposed Municipal Pool**

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## **Recommendation:**

**That** Report COMS-2019-005, Summary of Rationale and Recommendations Concerning the Blackstock Arena and Proposed Municipal Pool, be received for information.

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## 1. Background

The purpose of this report is to summarize the rationale and previous recommendations provided through the 2018 Township of Scugog Parks, Recreation, and Culture Strategic Master Plan and the Analysis of Pool Options that led to the recommendation to proceed with a preliminary design for the replacement of the Blackstock Arena in 2019.

In April 2018, the Parks, Recreation, and Culture Strategic Master Plan (Master Plan) was approved for the Township of Scugog Council. The Master Plan is a municipal guiding document that provides a long-term vision, as well as goals and objectives for the provision of facilities and services relating to parks, recreation, and culture over the next decade.

The Master Plan includes 96 recommendations covering a range of considerations for the provision of indoor and outdoor recreation facilities as well as parks, open space, trails, and cultural facilities over the next 10 years.

Master Plan recommendations have been informed by a variety of inputs and are the product of a balanced assessment of the following long-term capital planning and asset management factors:

- Defined levels of service for each class or category of facility dependent on the nature and scale of use of amenities (i.e. township, community and/or neighborhood level of service as appropriate);
- Current and projected population-based and participation-based standards of provision and the implications of forecasted resident growth on current levels of service; An assessment of the capital implications of aging infrastructure and options to enhance the delivery and operation of assets through future investment and other efficiencies; and,
- Community “needs and wants” as expressed through public engagement. Community needs and wants are those that are expressed by members of the public, stakeholders and community groups. They reflect the aspirations of the community as communicated through the public engagement process associated with the Master Plan process.

A link to the Master Plan is provided at the end of this report.

## 2. Discussion:

### 2.1 Blackstock Arena Replacement

The Master Plan identifies that the highest priority with respect to capital investment for major facilities is the replacement of the single pad at the Blackstock Recreation Complex. The Blackstock Arena was first an outdoor rink constructed in the 1940s and enclosed at an unknown date. This single pad facility had refrigeration equipment added in 1960. In 1988 a foyer/ linkage area was constructed with a basement that includes a dressing room, furnace room and electrical room. The Blackstock Arena is both undersized and in poor condition. The estimated capital costs to maintain the arena in its current functional state (as an undersized, older arena) is \$4.65 million. A portion of this cost is related to the fact that the facility ice plant is a Freon based system, and the refrigerant is not being made after 2020. If this investment is not made, then the arena will reach a critical point in the next few years which will result in the closure of the arena.

As recommended within the Master Plan, the role of the Blackstock Recreation Complex should be maintained as a hub for recreation and culture within the Township. This, coupled with consideration for the principles of effective service delivery, operational efficiencies and avoidance of unnecessary capital expenditures, the existing arena at Blackstock is recommended to be decommissioned and replaced with a full-size ice pad on the same site. The Master Plan also calls for developing additional uses including a multi-purpose gymnasium and/or field house, community meeting spaces, etc. to further support a recreation hub at this location.

While there is no requirement over the plan period to provide a fourth ice pad, with anticipated population growth and based on the current evidence of arena utilization (95% of prime-time ice time at SCRC is booked, and 76% at Blackstock), as well as consideration of current standards of provision (1 ice pad per 8,647 residents), the potential development of a fourth ice pad, sometime beyond the 10-year horizon of the Master Plan, needs to be considered when looking at the Blackstock site.

Based on the above findings, when the Master Plan was presented to Council in April 2018, Council passed the following resolutions:

1. **That** the Township of Scugog Parks, Recreation, and Culture Strategic Master Plan Final Draft be approved;
2. **That** a design for a new arena in Blackstock be included in the 2019 Capital Budget and 2020 to 2024 budget forecast, if possible;

3. **That** the establishment of a reserve for construction of a new arena in Blackstock be considered through the proposed Reserve Fund Strategy;
4. **That** the Township's 2018/2019 Development Charge Study include an updated cost for the new arena, which may increase the available funds for an arena; and
5. **That** the Township pursue grant funding for the proposed new arena in Blackstock from other levels of government.

The Master Plan further expanded on these recommendations and made the following additional recommendations:

1. Over the short-term, invest only in essential maintenance for the arena at the Blackstock Recreation Complex for continued public safety;
2. Maintain existing ice pads and associated amenities at the SCRC in good condition for use by the community. In addition, this Plan recognizes that the SCRC will remain the Township's premier sports and recreation venue based on the range of uses comprised at the site, its location relative to the Port Perry Urban Area, local schools and the scale of future development land available at the complex;
3. Pursuant to the recommendation to develop a new facility at the site of the Blackstock Recreation Complex, undertake a feasibility exercise to further establish the uses, options, design, capital cost and operational business case for the new facility. This planning exercise will involve the following key elements:
  - Consult with the community at large as well as all recreation and cultural user groups to determine the overall scale of opportunity for development at the Blackstock Recreation Complex and Fairgrounds. This consultation should also include the results of the current analysis of broader site planning and recreation enhancements that can occur at the Blackstock Fairgrounds which has demonstrated that the constraints of the overall site will be relevant to the community's choice of indoor and outdoor uses that can be accommodated;
  - Undertake the necessary functional space programming, functional and concept design, capital cost analysis, site planning and operational financial planning to inform the development implementation plan;
  - Establish a capital funding strategy for the proposed development; and

- Complete both the feasibility plan and funding strategy within 18 months of the approval of this Master Plan in order to meet the recommended timeline of replacement of the Blackstock Arena within 5 years.
4. As part of the consultation process identified in Recommendation 3, the Township should initiate discussions with the Blackstock Curling Club (experiencing declining membership) and the Port Perry Curling Club to work towards both clubs utilizing the Port Perry Curling Club facility once the existing Blackstock Arena is decommissioned.
- This will reduce the significant cost and “down time” of converting the Blackstock Arena ice from a hockey pad to curling sheets and allow for improved utilization of the Port Perry Curling Club facility.

As a result of the findings and recommendations of the Master Plan and the resolutions passed by Council, the Township of Scugog’s draft 2019 Capital Budget includes a preliminary design for the replacement of the Blackstock Arena including a public consultation process and identifying servicing requirements for the facility. The preliminary design will consider potential future expansions such as meeting rooms, gymnasium, field house and/or library. This project is necessary to determine the scope of work for the project to provide better cost estimates for both capital and operating expenses in order to be able to apply for major grants.

### Indoor Pool

During the time that the Master Plan was being developed, an opportunity to collocate an indoor municipal pool as part of Stockworth Developments Inc. (Stockworth) site, at the southern end of Port Perry, was investigated by Sierra Planning and Management.

The overall pool analysis, seen as Attachment #2 to this report, examines the opportunity in the context of overall need and opportunity for indoor aquatic facilities and services to meet the needs of the residents of the Township of Scugog now and over the next 10 years.

The results of the analysis include an assessment of current usage of indoor aquatic facilities by residents of the Township, an assessment of need based on current and future population growth, and consideration of the financial availability surrounding the development of an indoor aquatic a review of the potential location options.

Generally, the expected standard for the provision of a single indoor community recreation pool (standard length of 25 metres and 6-10 lanes) is between 1 pool per 30,000 to 50,000 population. At the time of the study, the projected population for the Township was expected to grow from 21,617 to 24,997 by 2027.

As a result of the analysis on the regional supply of indoor pools within the Durham Region, as well as several other relevant municipalities, it was determined that the range of standards based on population is reasonable and does not suggest that the region is under-served by indoor pools. The results also suggested that the region of North Durham has a lower standard of service reflective of the limited number of pools. However, residents have adjusted their patterns of usage for the limitations of supply by utilizing pools in the south. Based on the responses to the public survey done as part of the Master Plan, Scugog residents use the Legends Centre Pool in Oshawa (67%), the Uxpool in Uxbridge (48%), the Whitby Civic Recreation Pool (20%), the Lindsay Recreation Complex Pool (15%) and other pools (17%).

Based on these findings, the consumption of indoor pools is regional in nature, as residents are willing to travel further afield from their own municipalities in order to access indoor pools. As the populations in these areas grow over time, and the use of traditional pools declines relative to the more modern facilities, there is reason to believe that over the long-term the development of an indoor pool in Scugog would serve to meet an unmet demand.

The Township of Uxbridge has plans to develop a new indoor aquatic centre. Should this happen in the medium term, it may influence the degree of demand for a new pool in Scugog. At present, the available research from the recent public online survey indicates that 72% of respondents identified the need for an indoor pool in Scugog. This then equates to the issue of quality of service, rather than quantity measures. Ideally, residents (based on respondents) would prefer a facility located in closer proximity.

On March 26, 2018, Council endorsed the recommendations of the Indoor Pool Analysis and the recommendations were then included in the Master Plan document. The resolutions passed by Council in March 2018, regarding an indoor pool, are provided below.

1. **That** Council support planning for a future municipal pool to be located at the Scugog Community Recreation Centre;
2. **That** a design for a municipal pool be included in the 2019 Capital Budget and 2020 to 2024 budget forecast, if possible;
3. **That** the establishment of a reserve for construction of a pool be considered through the proposed Reserve Fund Strategy;
4. **That** as an interim solution, the Township continue to work with developers for a possible lease agreement for the municipal use of a private sector pool;

5. **That** the Township's 2018/2019 Development Charge Study include an updated cost for a municipal pool which may increase the available funds for a pool; and
6. **That** the Township pursue grant funding for a future municipal pool from other levels of government.

The Master Plan further expanded on these recommendations and made the following additional recommendations:

1. In the short-term, commence planning (Feasibility Study and Business Plan) for the development of an aquatics facility, to be located at the SCRC.
2. Monitor the demand for indoor pool use and changes to the supply and utilization of aquatic facilities / pools in the region on an on-going and periodic basis as a key input to future facility planning.
3. Continue to plan over the longer term for an indoor pool on the site of the SCRC. This can include both conceptual and more detailed design planning, as well as initiation of a reserve fund to build capital contributions for the ultimate development of a pool.
4. Investigate cost sharing opportunities for a pool with potential partners, including the YMCA of Greater Toronto.

### **3. Financial Implications:**

The Master Plan identifies the need for capital investment for major facilities including the replacement of the Blackstock Arena together with potential gymnasium, etc. as well as an indoor pool. To be able to construct these facilities the Township has started planning and setting aside reserve funds for these projects. Through FIN-2018-025, Reserve and Reserve Fund Policy, approved by Council in December 2018, a new Major Facilities Reserve has been established. Based on the policy, this fund will be built using 25% of assessment due to growth, 5% of OLG Funding, 5% of the Operating Surplus and donations.

The Development Charges (DC) Background Study is currently being updated and will include updated costs and timing for a new complex at Blackstock and an indoor pool.

The capital costs for construction of a single pad in Blackstock is difficult to determine until a preliminary design is completed. At a high level the cost is expected to be between \$17 million and \$25 million. The estimated costs for additional phases for the Blackstock Complex

will depend on the facilities constructed that may include a gymnasium, fieldhouse, meeting rooms and/or a library.

At a high level a municipal pool will also depend on the facilities that are constructed but is anticipated to be in the order of \$18 million to \$30 million.

#### **4. Communication Considerations:**

The Master Plan included a significant amount of consultation with residents, facility users, Council members, staff and user groups. Some of the consultations included a public survey which received 362 responses, 2 public open houses, a user group survey which received responses from 22 user groups with representation from a variety of community, sports and leisure organizations.

Additional public consultation is planned as part of the preliminary design for the replacement of the Blackstock arena.

#### **5. Conclusion:**

As a result of the findings and recommendations of the Master Plan and the resolutions passed by Council, the Township of Scugog's draft 2019 Capital Budget includes a preliminary design for the replacement of the Blackstock Arena including a public consultation process and identifying servicing requirements for the facility. The preliminary design will consider potential future expansions such as meeting rooms, gymnasium, field house and/or library. This project is necessary to determine the scope of work for the project to provide better cost estimates for both capital and operating expenses in order to be able to apply for major grants.

It is recognized that planning for an indoor pool is also required and the first step for this will be a preliminary design that will be brought forward in future budgets.

The implementation of both a new arena in Blackstock and an indoor pool will require funding from a variety of sources including major grants from other levels of government, the Townships Major Facilities reserve fund, community fundraising and debentures.

Original Copy Signed By:

Signed and Reviewed By:

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Manager of Recreation and Culture

Carol Coleman, P.Eng.  
Director of Public Works, Parks and Recreation

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**Attachments:**

ATT-1 Parks, Recreation and Culture Strategic Master Plan  
<https://www.scugog.ca/en/township-office/Reports-Studies-and-Plans.aspx>.

ATT-2: Township of Scugog Analysis of Indoor Pool Options