Centre Wellington

Report to Council

To: Mayor Watters and Members of Council

Report: CS2024-32

Prepared By: Pat Newson, Managing Director of Community Services

Date: 15 Oct 2024

RE: Bissell Park Multi Use Pad

Recommendation:

THAT the Council of the Township of Centre Wellington endorses *Option 3: Bissell Park new outdoor refrigerated multi-use surface with a roof structure, including mechanical and storage buildings*, as outlined in Report No. CS2024-32, at an estimated total construction and design cost of $5,700,000, contingent on a successful grant application to the Community Sport and Recreation Infrastructure Fund;

AND THAT the Council of the Township of Centre Wellington endorse a grant application to the Ontario Community Sport and Recreation Fund for a request to fund 50% of the Bissell Park Multi Use Pad Project, inclusive of a new outdoor refrigerated multi-use surface with a roof structure, including mechanical and storage buildings, for the total Capital project cost of $5,700,000, and directs staff to prepare and submit the application;

AND THAT the Council of the Township of Centre Wellington directs staff to include a top up in the 2025 Draft Capital Budget in the amount of $700,000;

AND THAT Council directs staff to engage with potential community partners, service groups, and potential donors to gather commitments toward funding the budget gap between available funding and the current project deficit should the project application be successful;

AND THAT Council directs staff to return to Council for further direction and consideration of the project, should the grant application be unsuccessful.

Report:

Background

The Bissell Park Multi-Use Pad is a highly utilized recreation facility, and a valuable municipal asset, that is at end of service life. Traditionally in the winter, the pad has been used as an ice surface with volunteers building and maintaining natural ice. The

dry pad is also actively used for a variety of activities including basketball, road hockey, lacrosse, fitness, dog training classes, and other activities. What makes this multi-use pad so unique is that it is a free drop-in recreation facility for all age groups to enjoy many activities and the space/park is only reserved during special events. It has always been intended for year round activities. Unfortunately, weather trends have reduced the length of the outdoor natural ice season so natural ice is very limited during the winter months.

In 2016-2018 The Township of Centre Wellington received funds from Jack R. MacDonald foundation that was to be used for the long term positive impact in the former Village of Elora. Through a grant program, established by Council, the Elora Rockers and Elora Lions Club submitted an application to replace the Bissell Park Multi-use pad. It was scored high in priority by the Township's Community Services Advisory Committee and was awarded $350,000 of this funding toward the project by Council. The application included the pad, boards and a skating loop, with the intention for the Township to install a refrigeration system in the future. Investing in the improvements and refrigeration of the Bissell Park Multi-use pad has been in the Township's Capital Forecast since 2017.

In 2021 another community group was unable to proceed as intended with their Jack R. MacDonald funded project, and Council redirected $21,195 originally awarded to that group to the Bissell Park Multi-Use Pad replacement project.

In 2023, at the request of the Elora Rockers and Lions Club, the project was transferred to Township staff to manage and deliver the project. Council also directed staff to issue a request for proposal to hire a consultant for conceptual design and budget estimates to an upset limit of $100,000. Council further directed that a Working Group, under the Township's Healthy Communities Advisory Committee be formed, including members of the original application (Elora Rockers and Elora Lions).

In June of 2024, ATA Architects were hired at a cost of $89,670 for consulting services for the assessment of options and preparation of technical studies for the Bissell Park Multi-Use Pad. Township staff, the Consultants and the Working Group have worked to consider the multi-purpose pad structural, design options, equipment, and operational requirements.

This is a community project and facility, therefore staff have also met with Elora Riverfest and C.W. Celtic Basketball about the different design options. Both organizations were very satisfied with the designs and also shared feedback with Staff to enhance the options both for special events and basketball.

The purpose of this report is twofold:

- to present conceptual design options and high-level costs for the Bissell Park Multi-Use Pad, and to provide a staff recommendation for a preferred conceptual design option; and,

- to consider the opportunity to for an application to the Community Sport and Recreation Infrastructure Fund (CSRIF) for the Bissell Park Multi-Use Pad project.

Site Considerations and Challenges
The existing Bissell Park Multi-Use Pad is situated in a Grand River Conservation Authority (GRCA)-regulated area. The subject site contains slope erosion hazards, watercourses, and a one-zone floodplain associated with the Grand River.

At the request of the Township, GRCA technical staff completed a high-level review of draft concept designs for a new multi-use pad and has provided initial comments to help shape the project and avoid future issues during the formal GRCA permit approval process. The GRCA indicated that any proposed works occurring within the floodplain (any works lower than the floodplain elevation of 376.63 meters above sea level) would be subject to a higher level of study and may not be permitted. These comments assisted the project team in developing the various concepts to avoid changing site grades within the GRCA floodplain.

Based on GRCA's high-level review and comments, the project team decided not to pursue the option of having a skating loop around the central multi-use pad, as it would require grading within the GRCA floodplain.

Other design challenges at the site include a significant slope located between East Mill Street and the existing paved surface, and the presence of shallow bedrock. Through the development of alternatives, efforts were made to locate proposed structures and siteworks away from the slope to avoid the need for grading into the slope.

Overview of Options Considered and High-Level Costs
Township staff worked with the conceptual design team at ATA Architects to develop five (5) options for the site. This was the direction provided by Council as part of the Council Report COR2024-38. A description of each option is provided below, and schematic drawings of the options have been included as Attachment 1.

Option #1: New concrete multi-use surface without refrigeration. This option includes removing the existing structure and installing a new concrete multi-use surface with dashboards, basketball nets, and the option for other recreational activities during warm months. This option also includes site accessibility improvements such as ramps and walkways.

Option #2: New outdoor refrigerated multi-use surface with mechanical and storage buildings. This option includes Option 1, plus a refrigerated multi-use surface, a mechanical building to house refrigeration equipment and controls, and a storage building for ice resurfacing equipment. The proposed surface could be converted to other recreational uses in warmer months. This option also includes accessibility

improvements such as a new concrete path connecting the existing washrooms and gazebo to the new multi-use surface.

Option #3: New outdoor refrigerated multi-use surface with a roof structure, including mechanical and storage buildings. This option includes all items outlined in Option 2 with a roof structure covering the multi-use pad.

Option #4: New outdoor refrigerated multi-use surface with adjacent skating pad, including mechanical and storage buildings. This option includes all items outlined in Option 2 with an adjacent refrigerated pad to be used exclusively for skating in the winter months. Both pads would be converted multi-use recreational uses in warmer months.

Option #5: New outdoor refrigerated multi-use surface with adjacent skating pad, including a roof structure, and mechanical/storage buildings. This option includes all items outlined in Option 4 with a roof covering both the multi-use pad and the skating pad.

Cost Estimates

High level conceptual cost estimates have been prepared for each of the five options outlined above. The estimates include design, permitting, construction, and contingency costs. The high-level estimates are as follows:

Option #1: $677,000
Option #2: $4,000,000
Option #3: $5,700,000
Option #4: $7,400,000
Option #5: $9,000,000

Recommended Option
Based on a high-level evaluation of options, and considering the feedback from representatives of the community working group, Township staff are recommending proceeding with Option 3: New outdoor refrigerated multi-use surface with a roof structure, including mechanical and storage buildings, with accessible paths of travel.

This option provides the community with a flexible space that can be used for various cold and warm weather activities and events. Refrigerating the ice surface will extend the winter use season and result in more reliable ice conditions. The roof will shelter users from the weather elements and reduce the resources that would otherwise be required to maintain the surface, which is expected to result in long-term cost savings. This option considers usage into the future, with warmer winters, the ice will require mechanical assistance to operate in the future. The life expectancy of the pad and buildings is 30 to 40 years, and the equipment 20to30 years. Given the planning and

infrastructure required to install refrigerated pads, this is not a feature that can be added in the future to the site, without reinstalling the pad.

The high-level cost estimate for Option #3 is $5,700,000.

The high-level estimate for purchase of equipment for maintaining the multi-use pad, inclusive of ice maintenance equipment is $25,000.

The current annual operating expense for the Bissell Park is $13,400. The incremental cost for operating the Multi-use Pad with a refrigeration system is estimated at $85,000. This would increase the Bissell Park budget to $95,100 annually. These costs include utilities, staffing, and materials and maintenance. The operating costs could be offset by some in-place sponsorship such as board advertising.

Community Sport and Recreation Infrastructure Fund (CSRIF)

Background

The CSRIF, announced on April 18, 2024, provides funding to municipalities, Indigenous Communities, non-profit organizations and (for new builds only) for-profit organizations through two program streams for projects that:

- repair or upgrade existing sport and recreation facilities (Stream 1); and,
- build new and transformative sport and recreation facilities (Stream 2).

The CSRIF is a cost-shared program launched as part of the 2024 Budget: Building a Better Ontario to:

- foster healthier and more active lifestyle for families;
- make sport more accessible; and
- help more communities across the province host local, national and international sporting events and competitions.

Ontario is investing up to $200 million over 3 years to support Ontario's growing communities with new and revitalized sport and recreation facilities.

Selection of Bissell Park Project for this Fund

There are a number of criteria for this fund that are a fit for the Bissell Park Multi-Use Pad Project.

Timing – the project must be completed by March 31, 2027. This project has completed initial concept design phase and Class D costing, which provides the information needed for the application and lines up for the timing of the application submission. The project would be completed by March 31, 2027.

Stream 2 – the project would apply under the Stream 2 – New Builds/Signature New Builds category. This funds 50% of the eligible project costs, up to $10 million. This Stream provides the greatest opportunity for cost recovery for the Township. Staff recommend only applying for this project, under this stream, as the funding will be oversubscribed across the province, so it is best to focus on one application for their consideration. It is unlikely that two projects would be funded, because part of the objectives to spread the funding across the province.

Grant Overview

This stream supports major new infrastructure projects that:

- **address a demonstrated community need**, such as replacing an existing facility that has reached the end of its lifespan to meet programming demand;
- **transform infrastructure**, including the repurposing or expansion of existing structures to create net new community sport and recreation facilities;
- **are unique facilities** that do not already exist in the province/region;
- **will attract investment and economic growth** for local communities and businesses; and,
- **will attract and host large sporting events** that increase tourism.

The objective of the grant is to increase access to physical activity and address community need:

- Bissell Park is a Community Park, in walking distance for many residents, or a short bike along the trails, which connect this park to youth, families, and seniors in Centre Wellington.
- Animating Bissell Park all year, and with the location being close to the downtown, provides unique economic development opportunities for the Township and local businesses.
- Supporting opportunities for youth to self-program their physical activity and sport at a location that supports free drop-in access is a beneficial opportunity for the community. Providing alternatives to screen time with opportunities for physical activity reduces obesity and associated health risk factors for children and youth.
- Bissell Park is a vibrant park in Centre Wellington, hosting KIPP Kitchen, Community Events, and the Farmers Market. Located along the Grand River, boasts idyllic scenery and a connection to nature.
- The current Bissell Park multi-use pad is at end of service life, but is a well used community asset for many drop in, self programmed activities including basketball, lacrosse, bikes and skateboards, fitness, dog training, ball hockey, ice sports, and skating. It hosts community events such as the CW Black Community Fun Days and Riverfest. The current Multi-Use Pad is becoming unsafe and is in need of replacement for this vibrant park to continue to be a treasure in Centre Wellington
- The public washrooms and Lions Pavilion will continue to support the activities in Bissell Park and already exist adjacent to the multi-use pad.

Corporate Strategic Plan:
Create the conditions for economic prosperity
Improve the activity, health & wellness of our community
Managing growth while enhancing the community's unique character
Championing environmental stewardship
Provide innovative & sustainable governance

Financial Implications:
The opportunity for the CSRIF would provide for 50% of the construction costs, inclusive of future design work and permits.

Project Revenues (Actual and Projected)	
General Capital Reserve Contribution	28,208.40
MacDonald Grant	373,195.00
Donations	17,500.00
2025 Project top up	700,000.00
CSRIF Grant	2,850,000.00
Project Expenses (Actual and Projected)	
Expenses incurred to Date (Inclusive of Internal Project Management Costs)	(25,753.15)
Remaining Design Expenses	(79,070.58)
Remaining Internal Project Management Expenses	(10,000.00)
Maintenance Equipment	(25,000.00)
Construction Estimate	(5,700,000.00)
Budget Surplus / (Deficit)	(1,870,920.33)
Community Partnership Program Target	1,870,920.33

Staff recommend utilizing the Community Partnership Policy/Program to engage with potential community partners, service groups, and potential donors to gather commitments toward funding the budget gap.

Consultation:
ATA Architects
Adam Gilmore - Manager of Engineering
Karol Czerwonka - Capital Projects Manager
Matt Tucker - Manager of Recreation Facilities

Kasey Beirnes - Buildings and Properties Project Manager
Bissell Park Working Group

Attachments:
- 2024 10 07 Bissell Park - Site Plans - Five Study Options R1

WELLINGTON ROAD 18 / EAST MILL STREET

382
381
383
382
381
380
379
378
377.04
377.77
377
376
375.82
375.86
376.58
379.21
377.04
378.04
377.04

HYDRO BUILDING (EXISTING)

WR (EXISTING)

NEW PROPOSED ASPHALT PATH AT 4% SLOPE

CONCRETE

ASPHALT

LIONS CLUB PAVILION (EXISTING)

DOOR W=51.5"

DOOR W=51.5"

CLOSED MULTI-PURPOSE PAD
SAME SIZE AND LOCATION AS EXISTING
(NEW WITH DASHER BOARDS)

AREA=665 m²
12.0m x 35.0m

NEW PROPOSED ASPHALT PATH

NEW PROPOSED CONCRETE RAMP AT 4% SLOPE

3.2%

4.0%

1000
3000
7000
19000
2000
35000

LEGEND

- EXISTING BUILDINGS/ STRUCTURES AND PATHS
- 377 ELEVATION CONTOUR
- APPROXIMATE FLOODPLAIN (GRCA)
- REGULATION LINE (GRCA)

ATA ARCHITECTS INC.

Centre Wellington / Elora - Bissell Park

Option 1 - Site Plan

2024 10 03

0 1 2 5 (m)

SCALE 1:150

WELLINGTON ROAD 18 / EAST MILL STREET

HYDRO BUILDING (EXISTING)

NEW PROPOSED CONCRETE PATH AT 4% (30M IN LENGTH)

LANDSCAPED AREA - MAX GRADE SLOPE 1:4

379.92

379.34

CONCRETE RETAINING WALL

WR (EXISTING)

CONCRETE SEATING BENCH

CONCRETE RETAINING WALL

378.59

NEW PROPOSED ASPHALT PEDESTRIAN PATH 51M IN LENGTH WITH A 4% SLOPE (CURRENTLY 46M IN LENGTH WITH A 4.4% SLOPE, TO BE REVISED)

NEW PROPOSED ASPHALT PATH AT 4% (30.25M IN LENGTH) PEDESTRIAN WALKWAY

379.25

378.04

ASPHALT

6000

377.77

OHD

ICE PLANT (NEW)

OHD

378.04

CONCRETE

RETAINING WALL INC. FRAME AT THE TOP

378.04

DOUBLE DOOR W=103"

DOUBLE DOOR W=103"

LIONS CLUB PAVILION (EXISTING)

378.04

2000

SECURITY GATE

OHD

ICE RESURFACER BUILDING (NEW)

OHD

CLOSED MULTI-PURPOSE PAD (NEW WITH DASHER BOARDS)

AREA=665 m²

12.0m x 35.0m

10000

10000

R 3900

NEW PROPOSED ASPHALT MULTI-PURPOSE PATH AT 4% (56.5M IN LENGTH) SERVES AS TRUCK ACCESS TO THE ICE PLANT AND PEDESTRIAN WALKWAY

SECURITY GATE

OUTLINE OF ICE RESURFACER

DEEP SNOW MELT PIT (10' X 12' X 4' WITH STEEL GRATE)

35000

376

375.74

LEGEND

- EXISTING BUILDINGS/ STRUCTURES AND PATHS
- 377 ELEVATION CONTOUR
- APPROXIMATE FLOODPLAIN (GRCA)
- REGULATION LINE (GRCA)

ATA ARCHITECTS INC.

Centre Wellington / Elora - Bissell Park

Option 2 R1 - Site Plan

2024 10 04

WELLINGTON ROAD 18 / EAST MILL STREET

384
383
382
381
380
379
378
377
376

HYDRO BUILDING (EXISTING)

WR (EXISTING)

NEW PROPOSED CONCRETE PATH AT 4% (30M IN LENGTH)

OUTLINE OF ROOF ABOVE CLOSED MULTI-PURPOSE PAD

LANDSCAPED AREA - MAX GRADE SLOPE 1:4

379.92

379.34

CONCRETE RETAINING WALL

CONCRETE SEATING BENCH

CONCRETE RETAINING WALL

378.59

NEW PROPOSED ASPHALT PEDESTRIAN PATH 51M IN LENGTH WITH A 4% SLOPE (CURRENTLY 46M IN LENGTH WITH A 4.4% SLOPE, TO BE REVISED)

NEW PROPOSED ASPHALT PATH AT 4% (30.25M IN LENGTH) PEDESTRIAN WALKWAY

377.77

379.25

RETAINING WALL INC. FRAME AT THE TOP

SECURITY GATE

OHD

ICE PLANT (NEW)

ICE RESURFACER BUILDING (NEW)

378.04

DOUBLE DOOR W=103"

CLOSED MULTI-PURPOSE PAD (NEW WITH DASHER BOARDS)

AREA=665 m²
12.0m x 35.0m

CONCRETE

ASPHALT

LIONS CLUB PAVILION (EXISTING)

6000
2000
10000
35000

R 3900

NEW PROPOSED ASPHALT MULTI-PURPOSE PATH AT 4% (56.5M IN LENGTH) SERVES AS TRUCK ACCESS TO THE ICE PLANT AND PEDESTRIAN WALKWAY

SECURITY GATE

OUTLINE OF ICE RESURFACER

DEEP SNOW MELT PIT (10' X 12' X 4' WITH STEEL GRATE)

375.74

LEGEND

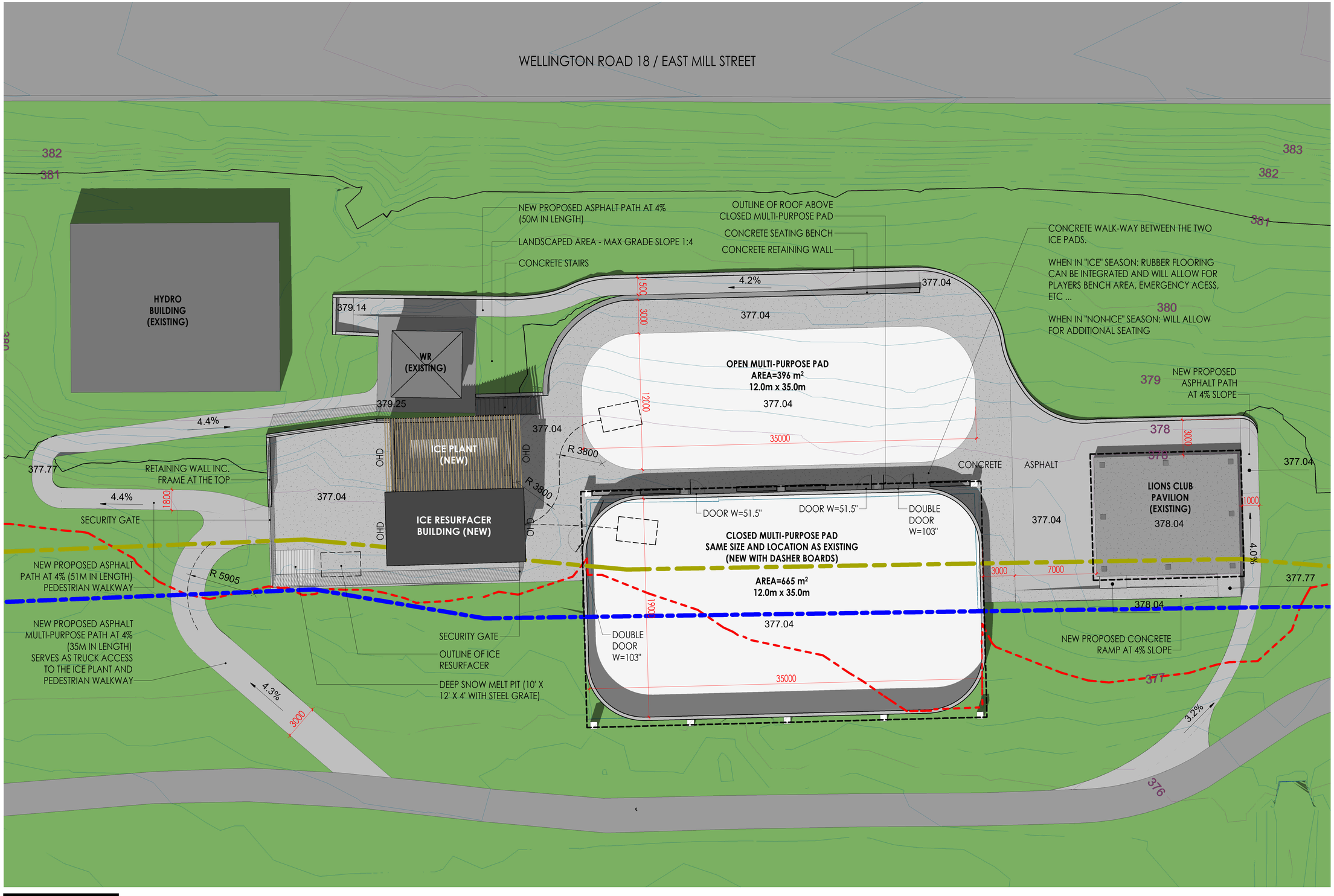
- EXISTING BUILDINGS/ STRUCTURES AND PATHS
- 377 ELEVATION CONTOUR
- APPROXIMATE FLOODPLAIN (GRCA)
- REGULATION LINE (GRCA)

ATA ARCHITECTS INC.

Centre Wellington / Elora - Bissell Park

Option 3 R1 - Site Plan

2024 10 04



ATA ARCHITECTS INC.

Centre Wellington / Elora - Bissell Park

Option 4 - Site Plan

2024 10 03

0 1 2 5 (m)

SCALE 1:150

WELLINGTON ROAD 18 / EAST MILL STREET

382
381
383
382
381
380
379
378
377
376

HYDRO BUILDING (EXISTING)

WR (EXISTING)

379.14
379.25

NEW PROPOSED ASPHALT PATH AT 4% (50M IN LENGTH)
LANDSCAPED AREA - MAX GRADE SLOPE 1:4
CONCRETE STAIRS
OUTLINE OF ROOF ABOVE CLOSED AND OPEN MULTI-PURPOSE PADS
CONCRETE SEATING BENCH
CONCRETE RETAINING WALL
CONCRETE WALK-WAY BETWEEN THE TWO ICE PADS.
WHEN IN "ICE" SEASON: RUBBER FLOORING CAN BE INTEGRATED AND WILL ALLOW FOR PLAYERS BENCH AREA, EMERGENCY ACESS, ETC ...
WHEN IN "NON-ICE" SEASON: WILL ALLOW FOR ADDITIONAL SEATING

4.2%
377.04
1500
3000
377.04

OPEN MULTI-PURPOSE PAD
AREA=396 m²
12.0m x 35.0m
377.04
12000
35000

NEW PROPOSED ASPHALT PATH AT 4% SLOPE
3000
377.04

4.4%
377.77
RETAINING WALL INC. FRAME AT THE TOP
4.4%
1800
SECURITY GATE

OHD
ICE PLANT (NEW)
OHD
377.04
R 3800
R 3800

ICE RESURFACER BUILDING (NEW)

DOOR W=51.5"
DOOR W=51.5"
DOUBLE DOOR W=103"

CLOSED MULTI-PURPOSE PAD
SAME SIZE AND LOCATION AS EXISTING
(NEW WITH DASHER BOARDS)
AREA=665 m²
12.0m x 35.0m
377.04
19000
35000

DOUBLE DOOR W=103"

CONCRETE
ASPHALT
377.04

LIONS CLUB PAVILION (EXISTING)
378.04
1000
4.0%
3000
7000
377.77
378.04

NEW PROPOSED CONCRETE RAMP AT 4% SLOPE

NEW PROPOSED ASPHALT PATH AT 4% (51M IN LENGTH) PEDESTRIAN WALKWAY
R 5905
NEW PROPOSED ASPHALT MULTI-PURPOSE PATH AT 4% (35M IN LENGTH) SERVES AS TRUCK ACCESS TO THE ICE PLANT AND PEDESTRIAN WALKWAY
4.3%
3000
SECURITY GATE
OUTLINE OF ICE RESURFACER
DEEP SNOW MELT PIT (10' X 12' X 4' WITH STEEL GRATE)
3.2%

LEGEND

- EXISTING BUILDINGS/ STRUCTURES AND PATHS
- 377 ELEVATION CONTOUR
- APPROXIMATE FLOODPLAIN (GRCA)
- REGULATION LINE (GRCA)

ATA ARCHITECTS INC.

Centre Wellington / Elora - Bissell Park

Option 5 - Site Plan

2024 10 03

0 1 2 5 (m)

SCALE 1:150