



**City of Kingston  
Report to Council  
Report Number 19-302**

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<b>To:</b>	<b>Mayor and Members of Council</b>
<b>From:</b>	<b>Peter Huigenbos, Acting Commissioner, Community Services</b>
<b>Resource Staff:</b>	<b>Lacricia Turner, Director, Recreation &amp; Leisure Services</b>
<b>Date of Meeting:</b>	<b>November 5, 2019</b>
<b>Subject:</b>	<b>Grant Submissions to Investing in Canada Infrastructure Program – Community, Culture and Recreation Stream</b>

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**Executive Summary:**

Staff are recommending that Council approve three funding applications, one as the lead applicant and two as partners to the lead applicants, to the recently announced Community, Culture and Recreation Stream of the Investing in Canada Infrastructure Program (ICIP). Approximately \$727 million will be available over the next 7-8 years, with successful applications receiving 40% federal funding and 33.33% provincial funding. Eligible applicants, including neighbouring municipalities, are encouraged to work together to assess the co-use of facilities to address service level gaps in their respective communities and to achieve a higher ranking in the grant application process.

This report recommends an application for the renovation/reconstruction of the Memorial Centre which would be led by the City of Kingston with local partners. This report also recommends that the City partner on an application led by Loyalist Township for a Sustainable Community Hub project, as well as an application led by le Conseil scolaire de district catholique de l'Est ontarien and le Conseil des écoles publiques de l'Est de l'Ontario for a community park in West Village project approved by Council in 2018 ([Report Number 18-193](#)).

The Memorial Centre is nearly 70 years old and is in need of significant asset renewal investment. With Queen's University and the United Way KFL&A as potential funding partners, staff believe a successful grant application can leverage the needed asset renewal costs to enhance recreational programming and introduce a community service hub. The renovation/reconstruction of the Memorial Centre will draw upon public and stakeholder engagement carried out in the mid-2000s, and address current and future needs of the community. Potential strategic community partners, such as Queen's University and the United Way KFL&A, will strengthen both the City's application and the delivery of the finished project. If

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the grant application is successful, an updated project visioning exercise would be undertaken involving the public, stakeholders and Council to fully scope the renovation/reconstruction of the building itself. The estimated timeline for scoping, engagement, design and construction is 2021-2025.

Similarly, Loyalist Township has an outdated, undersized aquatics facility in Amherstview (W.J. Henderson Recreation Centre) that needs substantial capital investment to continue beyond the immediate future. The five-lane pool is well used by Kingston residents as well, with 1,200 visits over the past 12 months. As part of the Sustainable Community Hub project that will see additional uses introduced at the W.J. Henderson Recreation Centre, a new 8-lane pool with a separate therapy pool and fitness centre is proposed. This is an opportunity to significantly enhance the quantity and quality of aquatics programming available to City of Kingston residents, particularly in the west end. Up to \$1.5 million from the City of Kingston is recommended to support the aquatics and fitness centre related costs. Budgeting for the up to \$1.5 million contribution to the Loyalist Township project would be incorporated into future years' budgets, likely paid over a five year period. Details of an agreement with Loyalist Township would come back to Council for approval.

The City would not be contributing to other portions of the project, such as municipal offices and ice rink upgrades. The proposed City contribution represents approximately 25% of the municipal portion of the costs to build the aquatics and fitness centre facilities and related new changing rooms if the grant funding is approved. City of Kingston residents would be able to access the new facilities at the same rates that Loyalist residents pay. The existing pool will remain in service until the new facility is completed. The City would partner with Loyalist to market current and future aquatics and fitness programming. The Loyalist Township programming will mirror the City's programming.

An alternative to investing in the Loyalist Township facility would be for the City to lease the recently closed YMCA West on Progress Avenue. A preliminary analysis of this opportunity shows that the potential for programming and public use of the existing pool is very limited compared to what the City and Loyalist currently provide. This would also require an annual cost that would require tax subsidy and would jeopardize Council's ability to achieve its tax targets for 2020 to 2023.

**Recommendation:**

**That** Council approve the submission of a grant application to the Investing in Canada Infrastructure Program – Community, Culture and Recreation Stream for a large-scale renovation/reconstruction of the Memorial Centre; and

**That** Council approve a partnership grant submission to the Investing in Canada Infrastructure Program – Community, Culture and Recreation Stream with Loyalist Township with a City of Kingston contribution of up to \$1.5 million to the Sustainable Community Hub project, subject to City of Kingston residents having access to recreation programming at the expanded facility, and staff to bring back a report to Council for its final approval; and

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**That** Council approve a partnership grant submission to the Investing in Canada Infrastructure Program – Community, Culture and Recreation Stream with le Conseil scolaire de district catholique de l'Est ontarien and le Conseil des écoles publiques de l'Est de l'Ontario for the development of a community park in West Village, which was approved by Council in 2018.

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**Authorizing Signatures:**

ORIGINAL SIGNED BY COMMISSIONER

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**Peter Huigenbos, Acting  
Commissioner, Community  
Services**

ORIGINAL SIGNED BY CHIEF ADMINISTRATIVE OFFICER

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**Lanie Hurdle, Interim Chief  
Administrative Officer**

**Consultation with the following Members of the Corporate Management Team:**

Brad Joyce, Acting Commissioner, Corporate Services	Not required
Jim Keech, President & CEO, Utilities Kingston	Not required
Desirée Kennedy, Chief Financial Officer & City Treasurer	
Sheila Kidd, Commissioner, Transportation & Public Works	

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**Options/Discussion:**

The Federal and Provincial governments recently announced the Community, Culture and Recreation Stream of the Investing in Canada Infrastructure Program (ICIP). Approximately \$727 million will be available over the next 7 - 8 years to support recreation, cultural and community hub facilities across the province. Partnership projects between eligible applicants, such as municipalities, school boards and not-for-profit organizations, will be given additional considerations in the grant application review process. Eligible applicants, including neighbouring municipalities, are encouraged to work together to assess the co-use of facilities to address service level gaps in their respective communities and to achieve a higher ranking in the grant application process.

This grant program launched in September 2019 and has a submission deadline of November 12, 2019. Eligible projects must be completed by March 31, 2027. Projects can be up to \$50 million in value, with the federal contribution of 40%, provincial contribution of 33.33% and applicant + partners contribution of 26.67%. The province has indicated it will shortlist submissions in early 2020 and the final decisions will be made by mid-2020.

Staff have been working internally and with potential partners to identify eligible projects. This report recommends that the City of Kingston applies for one project and be a partner on two other submissions by local applicants.

**Project #1 – Kingston Memorial Centre**

The Kingston Memorial Centre opened in 1951 and requires significant asset management spending over the next several years. The most recent building condition assessment report estimates that \$7.1 million (in 2016 dollars) in capital spending is required to maintain the facility in its current function. The City can leverage its required asset management spending with considerable funds from the grant program to substantially renew the Memorial Centre to better meet the needs of residents.

The renewal of the Memorial Centre would classify as an eligible large-scale renovation project under the terms of the grant application program. Staff believe a timeline for the project would see scoping, public engagement and final design occurring from 2021 to 2023 and construction in the range of 2024-2025.

The facility was originally designed for an Ontario Hockey League team which included capacity for approximately 2,800 spectators. As this is no longer its primary function, there is an opportunity to renew the ice rink function and make this space more accessible to the needs of the community beyond recreation and build on the community hub concept that is in place in other areas of the City. This includes potential youth space and seniors programming which could be developed with the support of community partners. The United Way has indicated to staff its support of a community hub and the possibility of a financial contribution to the project.

Queen's University is also interested in the project and is willing to discuss a financial contribution should the application be successful. Queen's varsity and recreational programs are significant users of the current ice pad, and they also license the use of dressing room and

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office space for their men's and women's varsity hockey programs. Staff have been discussing with Queen's the opportunity to invest in the renovation project, and Queen's has expressed interest in the athletic and recreation component, as well as the community hub aspect. Queen's has indicated that it welcomes opportunities that could develop through a partnership with the City on this project, and sees food security and mental health services as two potential areas for collaboration.

In the mid-2000s, a revitalization plan was developed for the Memorial Centre site through significant public and stakeholder engagement and the Memorial Centre Revitalization Advisory Committee. A common theme in the input received was the desire to keep the Memorial Centre site as a recreation asset, and to expand on its potential beyond recreation to serve the community. Some significant changes to the Memorial Centre site since then include, but are not limited to, the following: site fencing, a walking track, a memorial wall, a year round farmers' market, cricket field, dog park, a new outdoor aquatic park and associated change rooms, a splash pad and new playground equipment. Some of these improvements were identified in the revitalization plan, and some were identified later in response to the evolving needs of the community.

Pending a successful grant application, an updated project visioning exercise would be undertaken involving the public, stakeholders and Council to fully scope the renovation/reconstruction of the building itself.

For the purposes of the application and the deadline of November 12<sup>th</sup>, with Council's approval, staff will submit a budget estimate of approximately \$40 million. For reference, funding for a \$40 million project approved in this program would break down as follows:

Federal contribution: up to \$16 million

Provincial contribution: up to \$13.3 million

City + Partners: up to \$10.7 million

Should the application be successful, the project scope and budget will come back to Council for final approval. The large-scale renovation/reconstruction has the potential to reduce operational costs, reduce greenhouse gas emissions, and better serve current and future recreational and community service needs. The project is also an opportunity to commemorate the history of the Memorial Centre site, in accordance with the motion passed by Council in 2015:

"That Council direct staff to consider inclusion of the history of the Memorial Centre for evaluation through the Kingston Commemorations Strategy when approved by Council and based on available budgets or partnerships, grants or sponsorships; as sharing a history such as this would show how important the Centre has been and still is, and another piece of Kingston's history would be preserved."

It is important to note that the scope of the project would be reduced should the grant application not be successful.

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**Project #2 – Partnership with Loyalist Township Sustainable Community Hub**

Staff at Loyalist Township reached out to City of Kingston staff regarding their Sustainable Community Hub project. As mentioned above, applications with financial partners, such as neighbouring municipalities, will receive additional points in the scoring of their applications. Loyalist Township intends to make an application for their \$43 million project. They are seeking \$1.5 million from the City of Kingston to contribute to the municipal share of the costs to replace and expand their recreation aquatics facilities at the W.J. Henderson Recreation Centre.

According to Loyalist Township staff, approximately 1,200 user visits and program registrations for their existing pool over the past 12 months were by City of Kingston residents, which is approximately 30% of all pool visits and program registrations during that time. This is likely due to a number of factors, including the fact that the pool is a short drive from Kingston West, it is accessible by Kingston Transit, and it offers aquatics programming similar to the City of Kingston's programs.

This partnership would enhance the availability of aquatic and fitness facilities for City of Kingston residents so that they can access a larger, fully accessible pool and therapy pool, and increased programming in Amherstview.

The W.J. Henderson Recreation Centre on Amherst Drive in Amherstview is currently home to a 5-lane, 25 metre swimming pool, an NHL regulation size ice rink and the Amherstview Public Library. The Sustainable Community Hub project scope includes a building addition that would replace the 5-lane pool with an 8-lane 25 metre pool and an accompanying warm water therapy pool, a fitness centre, a walking route through the addition, a municipal office and other community functions. The 5-lane pool is intended to remain open until the new pool facilities are operational. Staff from Loyalist Township will provide more details of the proposed project at the November 5<sup>th</sup> Council meeting.

The existing pool is at its end of life and would require significant investment to continue its operation in its current capacity. In lieu of making that investment, the Township is looking to leverage the grant funding and invest its capital into new pools with significantly expanded capacity, more efficient energy use and greenhouse gas emissions reductions.

Up to \$1.5 million in financial contribution from the City of Kingston would go to support only the aquatics and fitness portion of the project's budget. Budgeting for the up to \$1.5 million contribution to the Loyalist Township project would be incorporated into future years' budgets, likely paid over a five year period. This represents approximately 25% of the Township's share of these costs if the grant application is successful. The partnership will ensure that City of Kingston residents, particularly those residing in the City's west end, have access to enhanced aquatics and fitness programming at the same rates as Loyalist Township residents. Currently, Loyalist Township offers resident and non-resident registration rates for programming. In addition to the same rates, under the new agreement, City of Kingston residents would be able to access registration at the same time as Loyalist Township residents. This will provide greater availability of programming to Kingston residents. Details of an agreement with Loyalist Township would come back to Council for approval. Under the partnership, the City and the Township would jointly market the new facility and its available programming, and Loyalist

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Township would be responsible for operating the facility and all programming. The City of Kingston would continue to operate its current facilities and they would continue to be available to Loyalist Township residents. As mentioned, the existing 5-lane pool in Amherstview will remain open and available to Kingston residents until the new pool is open, which is estimated to be in late 2022 pending the success of the grant application.

Staff will work with Loyalist Township to finalize an agreement for a City of Kingston contribution of up to \$1.5 million and bring back a report to Council for its final approval. It is anticipated that the City would make annual payments to the Township over five years, starting in 2021 or 2022, to contribute the \$1.5 million. It is also anticipated that the agreement would ensure City of Kingston residents have access to aquatics and fitness programming in the new facility for 20 years or more.

Staff have considered alternatives to recommending a financial contribution to the Loyalist Township project. The YMCA of Kingston recently closed its aquatics and fitness centre on Progress Avenue and sold the property. This closure has reduced swimming options to residents.

The Progress Avenue property is now listed for lease for potential commercial and industrial tenant(s). City staff have spoken with the listing real estate brokerage and senior staff from the YMCA to understand the status of the pool infrastructure and estimated costs if the City were to lease this building and re-open the pool for public use. Staff have been informed that the pool remains in the same condition as it was at the time of the sale by the YMCA.

According to staff at the YMCA, some required capital improvements to the pool exceeding \$300,000 were made during their ownership and more than \$100,000 in improvements are required to operate the pool in the immediate future. The City has not undertaken any review of the pool's condition, and additional future costs to keep the pool in operation are not known. The YMCA's annual utility costs were approximately \$185,000.

The property is offered at a competitive lease rate and is located centrally within the City's west end. If the City were to lease the 26,000 square foot facility for aquatics and other recreational uses, such as fitness facility and/or gymnasium and sport courts, staff estimate that the cost to rent and pay utilities would exceed \$400,000 per year.

Staff have not completed a thorough financial analysis of the potential to lease and operate a recreational facility at Progress Avenue. It is known that the pool itself is only 20 metres long, with 3 lanes and is 1 metre deep. This significantly restricts the amount and type of programming the City could provide, therefore not meeting community needs and impacting revenue potential and level of service to residents.

The City owns and operates Artillery Park Aquatic Centre, a very busy, heavily programmed facility with two pools. Even with substantial membership and program registration revenue, the annual net cost and tax subsidy to deliver recreation programming at Artillery Park exceeds \$400,000, and that does not include building-related costs such as utilities and long term asset management.



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Therefore, at a high level, it is reasonable to assume that the annual cost to the City to lease and operate an aquatics and recreation facility at Progress Avenue would be approximately \$800,000. This estimate does not include other operational costs that have not been fully considered at this time, such as property maintenance, facility cleaning and insurance. Nor does it include immediate or longer-term pool repair costs, or any tenant expenses required to renovate the space, if necessary. The facility would be an increase in service and would therefore need to be funded from increased taxation above the 1.5% operating increase target for 2020.

**Project 3 – Partnership with le Conseil scolaire de district catholique de l'Est ontarien and le Conseil des écoles publiques de l'Est de l'Ontario, West Village Neighbourhood Park**

In 2018, City Council approved a partnership with the French catholic, le Conseil scolaire de district catholique de l'Est ontarien, and the French public, le Conseil des écoles publiques de l'Est de l'Ontario, school boards ([Report Number 18-193](#)) to enter into a land sharing partnership with a future public neighbourhood park and their new secondary school sports fields which will be located in the West Village subdivision at Taylor Kidd Boulevard and Centennial Drive. The shared campus development is consistent with provincial policy planning which recognizes the benefits of community hub partnerships between boards, agencies and municipalities, and therefore also achieves a similar intent with the current ICIP Recreation Stream grant program. The benefit to the municipality is expected to include access to a larger open space system which is expected to include more amenities than would have been otherwise available in the park. In 2018, Council approved funding in an amount up to \$1,025,000. The City would partner with the two school boards to apply for grant funding for this project.

**Existing Policy/By-Law:**

The grant program guidelines require a Council resolution for lead or partner applications.

**Notice Provisions:**

Not applicable

**Accessibility Considerations:**

The Memorial Centre project and Loyalist Township project will both significantly increase accessibility to recreation and community programming by incorporating the latest standards in accessible design. The park project will be designed and constructed to the City of Kingston's Facility Accessibility Design Standards (FADS).

**Financial Considerations:**

Budgeting for the Memorial Centre project will be incorporated into the 15 year capital plan and subject to future Council approval.

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Budgeting for the up to \$1.5 million contribution to the Loyalist Township project will be incorporated into future years' budgets, likely paid over a five year period. Details of an agreement with Loyalist Township will come back to Council for approval.

Budget for the shared project with the school boards is already approved.

**Contacts:**

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**Other City of Kingston Staff Consulted:**

Troy Beharry, Partnership & Grant Development Analyst

Lana Foulds, Director, Financial Services

Luke Follwell, Director, Engineering Services

Jaclyn Grimmon, Manager, Recreation Programs, Recreation & Leisure Services

**Exhibits Attached:**

Not applicable