



File #: AR-20-14, Version: 1

TAMRMS#: B09

Outdoor Refrigerated Covered Rink

Presented by: Daniele Podlubny, Manager, Community Recreation, Recreation and Parks

RECOMMENDATION(S)

That the Community Living Standing Committee recommend to Council that no further action be taken to plan and construct an Outdoor Refrigerated Covered Rink.

That the Community Living Standing Committee recommend to Council to rescind Postponed Motions 19-044 and 19-045.

PURPOSE OF REPORT

To provide the Community Living Standing Committee (CLSC) with an update on the Outdoor Refrigerated Covered Rink (ODRCR) project to date and to recommend no further action be taken on this project due to public input and cost implications.

ALIGNMENT TO PRIORITIES IN COUNCIL'S STRATEGIC PLAN

N/A

ALIGNMENT TO LEVELS OF SERVICE DELIVERY

This facility is not currently part of the Service Inventory and represents a new service delivery.

ALIGNMENT TO COUNCIL DIRECTION OR MANDATORY STATUTORY PROVISION

On November 27, 2018 Council passed the following motions:

PM 19-044 - That one outdoor ice facility that already includes heated lace up change rooms and washrooms is refurbished and upgraded to a refrigerated ice surface with a flat hard surface for summer use, for \$875,000, funded through the capital reserve.

PM 19-045 - That the covered dome is added to the outdoor refrigerated ice rink project for \$300,000, funded through the capital reserve.

BACKGROUND AND DISCUSSION

At the direction of City Council, Administration began planning work to convert one of the existing outdoor rink facilities to a covered artificial ice surface supported with a refrigeration ice plant, concrete pad surface, lighting and board system, commonly referred to as an Outdoor Refrigerated Covered Rink (ODRCR). The budget of \$1.175M was approved through the 2019 capital budget to fund this project.

An ODRCR is intended to ensure consistency of an outdoor natural ice surface through temperature fluctuations and to enhance the length of the outdoor rink season, over that of a traditional outdoor rink. The intent of this amenity would be to serve primarily spontaneous, non-programmed users.

The potential sites identified in alignment with the motion for the location of this amenity were those facilities with existing outdoor rinks and warming shelters, specifically at: Alpine Park, Flagstone Park, Gatewood Park, Larose Park, and Willoughby Park.

In order to select the preferred site to host this amenity, park site assessment and feasibility was evaluated by Administration using 20+ criteria (including parking, safety, available utilities, other park amenities, etc.). Based on the site review and analysis, Larose Park was identified as the preferred site for the development of the ODRCR.

Public Participation

To seek understanding regarding the impacts to the neighbouring residents of developing the ODRCR at Larose Park, Administration utilized an online survey and hosted a neighbourhood meeting. Through these avenues, neighbours were invited to hear more information about the ODRCR at a conceptual level and provide their thoughts and feedback on the project.

Both engagement opportunities were shared with the approximately 100 residents that backed onto or faced the park site within 100 metres of the existing outdoor rink in November of 2019.

Thirteen individuals attended the meeting and nineteen residents completed the online survey that was used to gather feedback from those who could not attend the meeting. What was heard consistently was unfavorable community support for the placement of this amenity within Larose Park.

Administration has noted that the feedback received from the community related to two main themes:

- Perceived negative impact on the community (parking, traffic, noise, loss of off-leash area, etc.) by changing the use of a park or placement of significant infrastructure in a community park site; and
- Concerns identified regarding fiscal responsibility and the need for the project in the community overall.

Based on the feedback received through the public engagement, there is a significant risk with proceeding with this project at Larose Park or any of the community park sites originally identified for the project.

Identified potential risks and impacts:

- Dissatisfaction of adjacent park neighbors with enhanced development of the park and the change to the existing amenity;
- Change of service resulting in impacts to increased traffic, parking challenges, noise and

aesthetics of the park site, etc.

The detailed feedback of the neighbourhood meeting is included as Attachment 1: Lacombe Online Survey Results and Attachment 2: Lacombe Neighbourhood Meeting - Public Engagement Outcomes.

Financial Impact of Development

Through 2019, Administration also completed research with other municipalities that offered a similar amenity of this nature (Blackfalds, Black Diamond, Spruce Grove and Montreal) to better understand the site requirements and development costs.

Through this municipal review, costs estimates for similar/comparable projects ranged anywhere from \$1.5M to more than \$3.0M. These development costs include demolition, site preparation, groundwork, utility connections, outdoor rink infrastructure and dome materials and construction.

Administration has received a quote from a potential vendor of approximately \$850,000. The quotation includes the supply and installation of the outdoor rink surface and the rink boards. It does not include the costs associated with lighting, site excavation and ground work, landscaping, utility connections, dome construction, etc. The costs for these additional requirements would be confirmed through detailed design and construction tendering.

Through the municipal review and discussions with potential vendors, it has been noted that the \$1.175M funded for this project development may be insufficient.

Moving Forward

Administration has compiled a number of options for the CLSC's consideration in order to continue to advance the ODRCR project.

Option 1: Align this project to future park development projects

- Positives
 - ODRCR development can be aligned to a future neighbourhood park development charter in an area with less residential impact or prior to residential build out.
 - This amenity could be considered in the development of city wide parks such as Millennium Park or a major recreation destination such as the Community Amenity site.
- Negatives
 - A project delay would occur until a suitable project/site is aligned for the construction of this amenity.

Option 2: Plan for the location of the ODRCR at Servus Place

- Opportunities
 - There are no residential neighbors within 100m of the site.
 - This site has sufficient parking to support this development.
 - There are several operational efficiencies of locating the ODRCR near an existing facility, including, security, maintenance and additional on-site services.
 - This amenity would compliment the existing services and facilities at Servus Place.
 - This amenity could be a stand-alone facility offered as a free amenity separate from the Servus

Place admission fees.

- Challenges
 - Development of the ODRCR infrastructure at Servus Place will limit the future ability for expansion at Servus Place.
 - This site is not one of the sites identified in the original Council direction.

Option 3: Proceed with the development of the ODRCR amenity at Larose Park.

- Positives
 - This was the preferred community site location from the five community sites outlined through site assessment.
- Negatives
 - Significant community opposition exists to the placement of this amenity at Larose Park.
 - This recreation facility could become a major destination in the community and may not be an appropriate use of a community site, as it could result in increased traffic, parking and noise issues

Option 4: That no further action be taken regard building the ODRCR and reinvest the dedicated funds into other capital projects. *Recommended Option*

- Positives
 - Other capital projects can be completed with this returned funding
- Negatives
 - Some residents might be disappointed that the development of an ODRCR would not occur.

STAKEHOLDER COMMUNICATIONS OR ENGAGEMENT

Administration consulted with municipalities that offer outdoor refrigerated covered rinks, specifically Black Diamond and Blackfalds, to gather information on requirements and learnings of construction and operation of the facilities. This information was used to assist in developing the categories used in the assessment tool.

Administration also hosted an online survey and neighbourhood meeting for the residents that backed onto or faced the park site within 100 metres of the outdoor rink in November of 2019.

IMPLICATIONS OF RECOMMENDATION(S)

Financial:

If PM 19-044 and PM 19-045 are rescinded then the \$1.175M Pay-As-You-Go funds would be uncommitted within the Capital Reserve.

These funds could be used for other capital projects, including, RMR, Growth and capital shortfall.

Legal / Risk:

None at this time

Program or Service:

Since it is recommended that the project not advance, there would be no changes to the existing program or standards of service.

Organizational:

None at this time

ALTERNATIVES AND IMPLICATIONS CONSIDERED

1. That Administration align this project to future park development projects.
2. That Administration explore the development of the Outdoor Refrigerated Covered Rink Project at Servus Place.
3. That Administration proceed with the development of the ODRCCR amenity at Larose Park.
4. That Administration proceed based on specific direction from Council.

Report Date: February 10, 2020

Author(s): Daniele Podlubny

Committee/Department: Recreation & Parks

Deputy Chief Administrative Officer: Kerry Hilts

Chief Administrative Officer: Kevin Scoble

Report for Proposed Outdoor Refrigerated Covered Rink at Larose Park

Response Counts

Completion Rate:	100%	<div></div>	
	Complete	<div></div>	20

Totals: 20

1. What do you like about locating the rink at this site?

ResponseID Response

1	test
2	nope
3	Parking ...
4	Waste of money
5	Great area and site to have the covered rink. Lots of kids.
6	Already being used for this activity
7	I am not opposed to the rink or the location, however I like the rink the way it is.
8	I do not like this location
9	No problem eith location
10	It serves a large neighborhood that could use it. Has good parking and a change room
11	It seems a perfect location, and a good temporary solution to the problem of insufficient ice surfaces in St. Albert
12	Nothing. T raffic is already a nightmare. No parking most times due to events at Church or clubhouse as well as Daycare that use up all rink parking as well as street parking including parking on top of crosswalks and blocking driveways. This area would not be able to accommodate another "attraction". With the economy going from bad to in the toilet WHY is this even moving forward? It should be scrapped and the money utilized for basic services rather than this nice to have. IF sports groups claim they NEED it than they can raise the money . PLEASE SCRAP THIS FRIVOULOUS PROJECT . If you can not or will not realize that the taxpayer credit cards are full, than choose a location which does not have the existing parking and traffic congestion that this site has nor the MANY small children from the daycare that utilize this area and are already at risk from all the traffic.
14	please do not build this at all.
15	Good location. Terrible idea
16	I do not have anything positive to say about the option of this site, I think this site is not appropriate.
17	NOTHING Leave the space as it is please It should be for families!!!
18	Nothing at all! I am not impressed!

ResponseID	Response
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19	The rink seems to be centered for lots of people, as witnessed by all the kids and adults who use the rink in the winter
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20	NOTHING!
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2. What concerns do you have about locating the rink at this site?

ResponseID	Response
1	test
2	there is too much traffic on Larose Dr already
3	The increased cost of access for wonderfun... or wonderfun competing with historically internal facilities for ice time
4	Waste of money
5	None
6	None
7	My number one concern is the loss of the secure off-leash dog area. Secondly, I would be concerned about parking. Although it wouldn't affect me directly it seems like the area would occasionally be overwhelmed. Third concern would be cost. Not just build cost but servicing, maintenance, and policing the facility.
8	It is already very high traffic area It is already over crowded with community events such as soccer, guides, AA, skating , city vehicles It should be put in a area that does not already have an ice rink so we can have more in the city -do not take away an amenity to add a different one It will ruin the off leash area that many people use in the neighbourhood Pedal heads bike camp uses the rink every summer for the whole summer to help kids learn to bike on grass for Safety they can't do it on cement
9	None
10	Cost
11	I have no concerns about the location of the rink
12	See answer to question 1. No parking as it is on street or at rink due to church and clubhouse events and daycare...etc. read answer to question 1
14	I do not want his , what a waste of my taxes
15	Nothing wrong with the location but a waste of money. We need another real rink that hockey and to ringette can use for games

ResponseID Response

16 This area of Iacombe is heavily saturated already has an issue with traffic, noise, foot traffic and most importantly safety. 1. The residents living on or near Larose Drive already have 2 schools. Living on the same street or not far down from a school means more traffic, more caution needed for pedestrians, more buses, more foot traffic/loitering/littering. 2. The residents, in addition to mentioned above also have the traffic and business of the church. The church fills up the near by road ways for not only the weekend masses but there are 3rd party activities/meetings that go on most day/evenings. 3. The residents in addition to mentioned above have the day care. The daycare has the drop off and pick up of all the children in the facility ranging from 1yrs old to approx 5yrs old. There is a constant coming and going. They also have the buses that transport the children to and from other institutions while they are in-care and there is also the issue with staff parking. The staff of Sigis do not use the parking lot in front of the building as it is not deep enough to have more than 1 lane of traffic so the parents must use it for the drop off and pick up needs that go on all day. This means that the city streets are full for 1 to 3 blocks on both sides of Larose Drive with resident and Sigis parking every day. 4. The residents in addition to mentioned above live on a public bus route. This adds noise to the neighborhood and backs up traffic at times given the school buses from 2 schools and the many parents coming and going as quickly as possible from the daycare. 5. The residents in addition to mentioned above have the addition of a cell phone tower added a few years ago. There have been residents who felt this affected them when they tried to sell their home. 6. The residents in addition to mentioned above have the boys and girls club which creates a lot of extra traffic and parking for 1 to 3 blocks on both sides of Larose Drive. 7. The residents near that location in addition to mentioned above already have the soccer fields that create extra traffic and parking for 1 to 5 blocks on both sides of Larose Drive. 8. Most importantly, the residents of this area where this is being proposed already have issues with safety. We have daily issues with traffic parked on both sides of the road, then we add traffic from 3 near by schools, bus route traffic, the small children from Sigis trying to go for walks on the street or cross the street, church traffic/parking, Sigis traffic/parking, boys and girls club parking and traffic, normal neighbourhood traffic, near by sporting event parking.....this is a VERY BUSY PLACE!! There are huge site line concerns on certain spots of Larose. This road was not made for 4 lanes of traffic but that is what we deal with. Parking on both sides and then 2 way traffic in the middle and lots of it! There are parts of the street where by the time a pedestrian and car could see each other there is not enough time to stop, especially in the winter. We have been involved in or witnessed so many close calls of cars almost hitting people that it is really upsetting. Our street is already a road where our children cannot play in their own front yard, we have accepted that. Adding 1 more amendment or resource to this area would be a safety hazard and would further impact the neighbourhood and the value of the near by homes in a negative way. This area cannot tolerate anything more!! Adding this building in the proposed Larose location would be further putting children and the residents in harm's way and imposing an inconvenience we can afford.

17 No more access for families and kids learning to skate Please leave the space as it is!!!

18 Parking Taxes (Poor home owners & a city that can't live within a budget and spend spend spend). Traffic Loss of Park Noise More City debt

19 Perhaps may be limited if it gets very busy.

ResponseID Response

20 INCREASED TRAFFIC WHEN WE ALREADY HAVE TRAFFIC/PARKING ISSUES, POTENTIAL FOR VANDALISM INCREASING IN THE NEIGHBOURHOOD, INCREASED LIGHT AND NOISE POLLUTION, LOSING BEAUTIFUL MATURE TREES, ESTHETICS OF BUILDING A LARGE INDUSTRIAL STYLE STRUCTURE IN A BEAUTIFUL NEIGHBOURHOOD, ELIMINATING PARK VIEWS, THE FACT THAT THE CITY HAS NOT DISCLOSED ANY DETAILS OF THE USE OF THE BUILDING OR EXACT LOCATION OF IT, UNNECESSARY USE OF CITY OF ST. ALBERT MONEY, WE ALREADY HAVE 2 WONDERFUL RINKS AVAILABLE DURING THE WINTER FOR SKATING/HOCKEY AND AVAILABLE DURING THE SUMMER FOR OTHER USES, AND THE LIST GOES ON...

3. What are some potential solutions to the concerns you've noted above?

ResponseID	Response
1	test
2	Look in a new area of the city.
3	Not sure ...
4	Save tax
5	There are no issues.
7	<p>For me 'secure' off-leash is key. Loss of the current facility would be a huge quality of life hit for me personally and for others I have spoken with. People from other neighborhoods (North Ridge and Deer Ridge) are regulars at Larose Rink because according to them it's nicer than facilities in their neighborhoods. The area behind the pump station could be fenced, or as I suggested a few years ago, fence an area of the park on Larose between Longview and Lamartine along the paved trail. That park area is sadly under-utilized. Realistically these suggestions are costly and wouldn't fit the budget, but any additional secure (fenced) off-leash dog area would be compensation for loss of this amenity. I also suggest a short-term temporary fence be erected dividing the fenced off-leash area at Lacombe Lake park just above the mid gate. Lower section for any dogs/owners comfortable with the volume and size of the dogs and people who like to gather and mingle there, and the top section for smaller/shy dogs and people who wish to have a little more relaxed setting and not be overwhelmed. Comparing the cost to the fences surrounding the baseball diamonds across the park from the rinks at approximately \$300 per month, this proposal would only require about 100M of temporary Fast Fence. \$150 to install, \$150 for removal, and \$75 per month to rent. \$500-600 for a 3-4 month feasibility study to see how much interest/usage it would generate seems pretty reasonable and would make up for the loss to dog people when the rink goes in.</p>
8	Lacombe park is totally underutilized only having soccer Relocate the rink elsewhere to create more rinks in the city
9	None
10	Sponsorships
12	<p>This about your tax base who have been hit with cutbacks and many lay offs. Think about how ridiculous the timing of this is. Realizing money was put aside for it the economic climate has drastically changed. Give your collective heads a shake if you feel this should still go ahead</p>
14	Do not build it.
15	Build an indoor rink

ResponseID Response

16	For this area, there is not a solution. This area is too saturated.
17	Put it in a different location Perhaps at Lacombe lake or a different area of the city without an established rink
18	There are none! This area continues to have an increase in traffic & use and this project only adds to the issues.
19	Keep the parking lot in front of Lacombe Reservoir cleared as best you can, so people wont be forced to park on the street.
20	MOVE THIS TO AN AREA THAT IS MORE SUITABLE FOR A FACILITY LIKE THIS. NOT A LOCATION THAT IS ALREADY CONGESTED WITH EVENTS/TRAFFIC/BUILDINGS/PARKING, ETC.

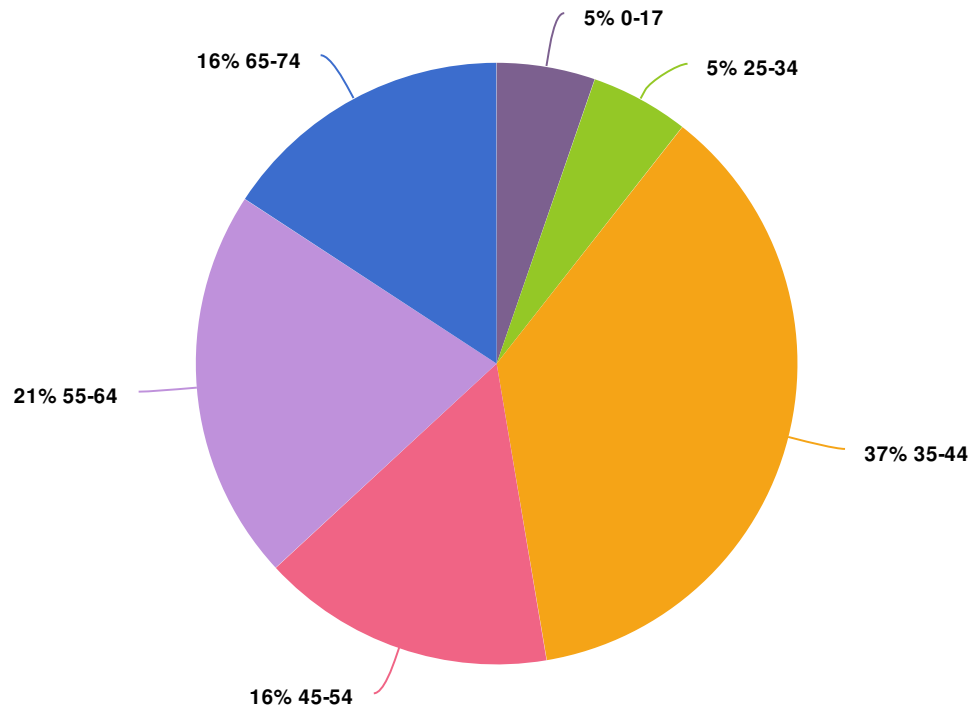
4. Do you/your family use outdoor rinks for skating?

ResponseID	Response
1	test
2	yes.
3	Yes
4	Not anymore
5	All winter. We love the outdoor rinks.
6	No
7	Yes occasionally
8	Yes and I like the outdoor rink We use it all year long as an off leash are and place for kids to play in the summer If the rink was cemented we wouldn't be able to Also my kids spend summer riding bikes safely in rink
9	No
10	We will. Growing family
11	No
12	Yes
14	yes.
15	Yes
16	Sometimes.
17	Yes
18	No
19	Yes, our grown up kids and grandchildren aged 4,6,10 and 16 use the rink and love going there.
20	YES...ALL WINTER LONG, YEAR AFTER YEAR!

5. Would you/your family use the outdoor refrigerated covered rink?

ResponseID	Response
1	test
2	No
3	We would as ice time at indoor for skating or simple drop in is almost non existent.. would prefer flagstone park though..
4	No
5	YES
6	No
7	Perhaps, but probably not. We enjoy open air skating. With the great number of bright sunny days we are blessed with, a covered ice surface just wouldn't be the same.
8	No
9	No
10	Yes
11	No
12	NEVER
14	no, . I do not have enough room left in my budget for more taxes. Are you kidding me?
15	Maybe
16	Maybe
17	NO the rink that is there is fine and good for kinda to learn to skate or older kids to play with friends If I want a covered rink I'll go to Servus place
18	No
19	Absolutely.
20	NO, THE WHOLE POINT OF OUT DOOR SKATING IS BEING OUT DOORS...AND IT'S A MORE COMMUNITY ACTIVITY OUTSIDE.

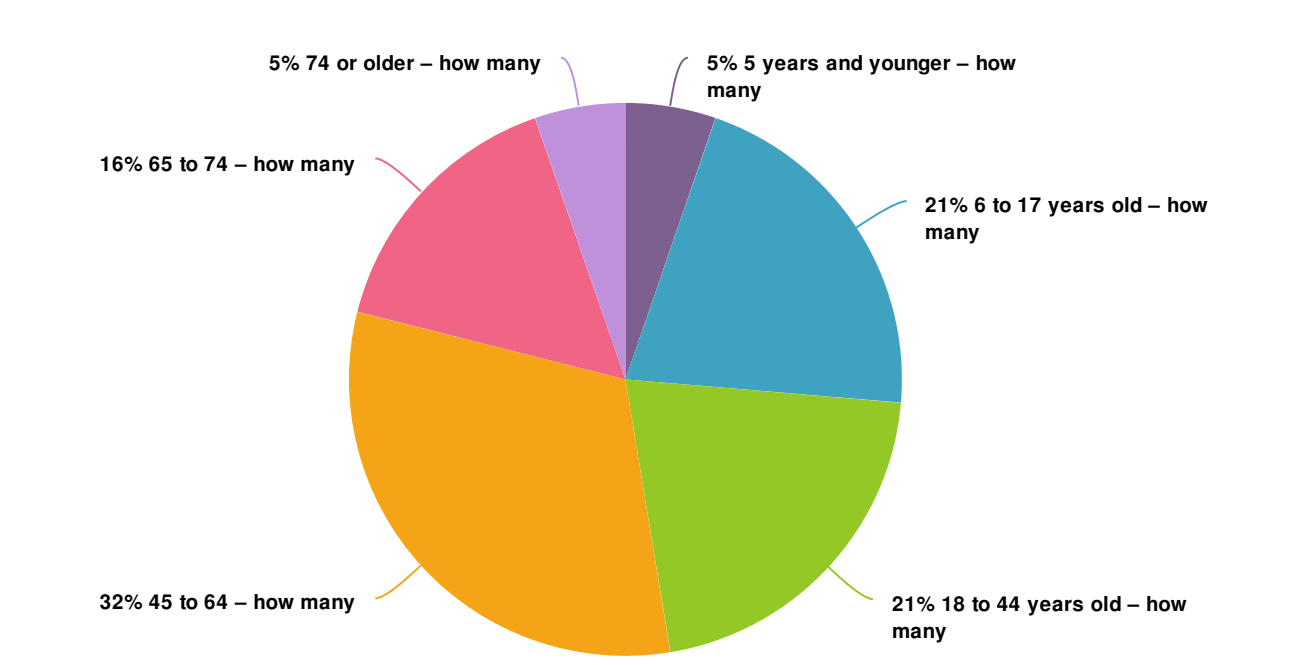
6. Which of the following age groups do you fit into?



Value		Percent	Responses
0-17	<div><div style="width: 5.3%;"></div></div>	5.3%	1
25-34	<div><div style="width: 5.3%;"></div></div>	5.3%	1
35-44	<div><div style="width: 36.8%;"></div></div>	36.8%	7
45-54	<div><div style="width: 15.8%;"></div></div>	15.8%	3
55-64	<div><div style="width: 21.1%;"></div></div>	21.1%	4
65-74	<div><div style="width: 15.8%;"></div></div>	15.8%	3

Totals: 19

7. Including yourself, how many people in each of the following age groups live in your household?



Value		Percent	Responses
5 years and younger – how many	<div><div></div></div>	5.3%	1
6 to 17 years old – how many	<div><div></div></div>	21.1%	4
18 to 44 years old – how many	<div><div></div></div>	21.1%	4
45 to 64 – how many	<div><div></div></div>	31.6%	6
65 to 74 – how many	<div><div></div></div>	15.8%	3
74 or older – how many	<div><div></div></div>	5.3%	1

Totals: 19

5 years and younger – how many	Count
1	1
Totals	1

6 to 17 years old – how many	Count
2	2
1	1
3	1
Totals	4

18 to 44 years old – how many	Count
2	4
Totals	4

45 to 64 – how many	Count
2	3
0	1
1	1
One	1
Totals	6

65 to 74 – how many	Count
2	2
Totals	2

74 or older – how many	Count
1	1
Totals	1

Don't Know/Refused – how many	Count
Totals	0

Public Feedback

Please write your comments on the sticky notes and put them on the board.

As a neighbour to the park, what are the benefits of having this amenity in Larose Park?

“Sell rink board storage to advertising to generate revenue.”

“Covered facility increases ice safety (eg) NE Corner Melts”

“Increased facility usage.”

“Better ice quality will help.”

“Opens earlier in the season!”

“Excellent idea will extend the ice service for the year. Will help getting extra ice. “

Public Feedback

Please write your comments on the sticky notes and put them on the board.

As a neighbour to the park, what are your concerns about having this amenity in Larose Park? Please share any ideas that might address your concerns.

Concerns	Ideas
<div>“Worried about rink time being booked up as revenue and free ice time limited.”</div> <div>“Concern: Losing secure off leash dog run. Community gathering. Community cares about the space and looks after it and each other.”</div> <div>“I object strongly to this project.”</div> <div>“The cost is not Justifiable.”</div> <div>“Concerns: increased traffic. Parking not adequate. Ice plant noise—how many decibels? Ice plant location. Deviation from the original intended use to hockey ice rentals causing more area congestion.”</div> <div>“Traffic + crowd. Noise—Need control. Potential criminal activity—Need monitoring. Need tree buffer to block view of arena. Must maintain surrounding park.”</div> <div>“Cost”</div> <div>“Why increase the burden on the home owner? Waste of money!”</div> <div>“Traffic safety: speeding. High volume: school buses, student drop-off, transit, buses, jay walking”</div> <div>“Taxes! Parking! Traffic! Loss of Park! Noise!”</div> <div>“More traffic, speed, parking”</div> <div>“Parking lot as is will not be adequate for increased usage of facility.”</div> <div>“Parking issues”</div> <div>“Parking is a significant issue. As is parking violations occur every weekday on Larose Drive.”</div> <div>“We will lose an off leash areas leading to more abuse of the on leash area within Larose Park will increase. Behind schools.”</div>	<div>“Increase enforcement of dog on leash bylaw and dropping pick up required”</div> <div>“enforce 1.5m parking bylaw from edges of driveways”</div> <div>“Create a parking lot”</div> <div>“An additional secure off lease area might mitigate some of loss. Perhaps a 3 or 4 month test division of Lacombe Lake Park”</div> <div>“Traffic safety: Reduce Larose Drive speed limit to 40 kmph”</div>