

NO: R035

COUNCIL DATE: February 22, 2021

REGULAR COUNCIL

TO: **Mayor & Council** DATE: **February 16, 2021**

FROM: **General Manager, Parks, Recreation & Culture** FILE: **1850-01**
General Manager, Finance

SUBJECT: **Cloverdale Athletic Park Covered Multi Sport Facility – Funding Request**

RECOMMENDATION

The Parks, Recreation & Culture Department and the Finance Departments recommend that Council:

1. Receive this report for information;
2. Support the proposed project to cover and improve the existing lacrosse box and expand parking at Cloverdale Athletic Park as generally described in this report to facilitate the Cloverdale Community Multi Sport Groups' application for funding from other levels of government; and
3. Support Option 1 as generally described in this report to consider the provision of 1/3 funding during the 2022 Five-Year (2022-2026) Financial Plan process towards the proposed project to cover and improve the existing lacrosse box and expand parking at Cloverdale Athletic Park subject to the Cloverdale Community Multi Sport Group receiving 2/3 funding from other levels of government.

INTENT

The purpose of this report is to provide Council with additional information related to the Cloverdale Community Multi Sport Group who presented to Council on January 25, 2021, to seek support for the project and support for considering 1/3 funding for the project during the 2022 Five-Year (2022-2026) Financial Plan process.

BACKGROUND

Project Proposal

On January 25, 2021, the Cloverdale Community Multi Sport Group (the "CCMSG") provided a presentation to Council on a covered multi-sport facility project for Cloverdale Athletic Park, a copy of which is provided as Appendix "1". The CCMSG represents more than 5,000 members across the sports of ball hockey (Surrey Minor Ball Hockey), lacrosse (Surrey Lacrosse Association), field hockey (India Field Hockey Club) and soccer (Surrey United Soccer Club).

CCMSG's proposed project is to construct a cover over the existing lacrosse box at Cloverdale Athletic Park using the current infrastructure, land footprint and services. The project would provide a pressed concrete surface, sound dampening considerations and facility securement to prevent vandalism and protect the surface.

CCMSG states that the project would improve the safety of the facility's surface, reduce cancellations due to adverse weather conditions, allow for additional space for pre-season player evaluations, provide year-round use, provide a less expensive option compared to private facilities, and allow for less usage of similar facilities in neighbouring communities.

CCMSG's estimate for the proposed project was \$1,050,000.

Cloverdale Athletic Park

Cloverdale Athletic Park ("CAP") is a busy 20.4 hectare (50.4 acre) community park located at 64 Avenue and 168 Street. The park is home to many existing amenities including three artificial turf fields, two FIFA regulation grass soccer fields, one gravel field, and five ball diamonds (including a batting cage). The park also has two fieldhouses (including washrooms, changerooms, community rooms, concessions and storage), a spray park, a playground, a bike park, four lit tennis courts, a basketball court, one lit lacrosse box, picnic facilities, and four parking lots with a capacity of 459 stalls. A map showing the location of the park facilities is attached as Appendix "II" to this report.

The Park facilities, including the grass and synthetic turf fields, along with the 5 ball diamonds and sports box are utilized extensively year around for soccer, football, softball and box lacrosse practices, games, and tournaments. In addition, the many passive amenities within the park, provide for a full user experience, and therefore, has become a popular location for special events and tournament play. Major international tournaments include the annual Canada Cup Woman's International Fastpitch tournament and the annual international SX Cup for youth soccer.

Covered Multi-Sport Facilities

Covered multi-sport facilities are becoming more common in parks across Metro Vancouver. The delegation cited recent projects in Langley, Port Moody, Nanaimo, and Ladner. There is also a covered lacrosse/ball hockey facility in Coquitlam. Surrey recently partnered with Coastal Football Club in delivering a covered artificial turf field in South Surrey Athletic Park.

Parks, Recreation & Culture Strategic Plan

In 2018, the Parks, Recreation & Culture Strategic Plan 2018-2027 (the "Plan") identified the priority projects for the City over the next ten years. The Plan does not specifically identify new covered athletic facilities as an area of need. However, it does include the following two objectives that relate to this proposal:

Objective P6.1 – Develop more partnerships with sports associations. To better utilize existing facilities and amenities, and to explore opportunities to better fund and manage sports fields; and

Objective P6.4 – Expand athletic amenities in Cloverdale Athletic Park and Newton Athletic Park. Develop additional athletic and field capacity in two of our busiest athletic parks.

DISCUSSION

Design Considerations

Covered Facility

The drawings provided by CCMSG of the proposed facility are attractive and feasible. The location of the lacrosse box is in a high visibility location in Cloverdale Athletic Park. It is important that the facility be attractive and visually permeable in such a high-profile location.

There is a perception that covering an existing sport facility is relatively easy and inexpensive. However, it has been the experience of City staff involved in both the covered soccer facility at South Surrey Athletic Park and the covered tennis courts at the Surrey Tennis Centre that the costs are significant and the permitting on fabric structures is complicated. On these projects, capital costs were in the range of \$3 million and permitting was difficult due to concerns regarding flammability of the fabric structures. It is highly recommended that the covering structure be constructed from non-flammable materials such as metal.

Parking

Parking has been identified as an area of concern for adjacent residents and visitors to Cloverdale Athletic Park. Currently parking is concentrated on the west side of the park. As a result, park users accessing fields on the east and north of the park are parking in adjacent neighbourhoods or using parking in the west parking lots. While users of a new covered multi-sport facility would not use parking in the eastern park, it would be beneficial to develop new parking in the east and/or north of the park to reduce parking demand in existing parking lots. Planning, design and construction of an appropriate parking facility is recommended to be completed as part of the proposed project.

Washrooms/Changerooms

Existing washroom and changerroom facilities at Cloverdale Athletic Park have sufficient capacity to absorb the additional usage anticipated from covering the lacrosse box.

Access Considerations

Covering the existing lacrosse box will lead to a significant increase in the amount of time the facility will be useable throughout the year. Currently, when the surface is wet it is mostly unused due to concerns about slipping. Lacrosse and ball hockey will greatly benefit from a covered surface as they are currently limited in their access to dry floor from October to April, which are the wettest months.

CCMSG is well organized and has determined the amount of access each group will require throughout the year. All groups anticipate that there will be a benefit to their membership by keeping players and spectators dry through any season. This will likely increase registration and retention in their programs. More work will be required to determine an equitable distribution of access to the different groups.

In addition, general community access is an important consideration should this project proceed. Currently, the lacrosse box can be used by the general public when not booked by sport user groups. Determining the appropriate amount of general community access will be necessary as not all children and youth participate in formal programs. Allowing space for informal sports is an important part of having a healthy community.

Cost Estimate

Staff have completed a review of the scope for the proposed project. The following table outlines the estimated cost to cover and upgrade the existing lacrosse box and expand parking at the park.

Description	Estimated cost
Cover structure and associated foundations and roofing	\$1,600,000.00
Resurfacing of the sport surface	\$60,000.00
New boards, backstops, and players benches/timekeeper box	\$180,000.00
New lighting and upgraded servicing including hydro	\$85,000.00
New spectator bleachers	\$75,000.00
Parking lot expansion	\$1,000,000.00
Total Estimated Cost	\$3,000,000.00

City Investment in Sports Facilities

It should be noted that a number of projects have recently been completed and/or are underway that highlight the ongoing investments the City has made, and is making, for the sports of soccer, field hockey, lacrosse and ball hockey. These include the North Surrey Sport & Ice Complex; the replacement of the carpets at both Tamanawis Park field hockey fields; the new artificial turf field at Cloverdale Athletic Park; the upcoming Cloverdale Sport & Ice Complex; and the upcoming new artificial turf fields at Newton Athletic Park and South Surrey Athletic Park.

While the above projects are not specifically providing covered outdoor space, they certainly have improved and/or increased the capacity and availability of facilities for these sports throughout the City.

Funding

There is currently no funding identified in the City's 2021 Five-Year (2021-2025) Capital Plan for this proposed project.

CCMSG has identified the opportunity to apply for funding from other levels of government. For a grant application to be successful, the City would need to contribute funding of at least 1/3 which would be approximately \$1,000,000. CCMSG would be responsible for developing and submitting any grant funding application. Further, the level of exclusive access would vary depending on the amount of funding brought forward by the group.

Staff reviewed the following options to support the proposed project:

Option 1 – Bring Project Forward for Consideration (staff recommend)

Under this option, staff propose to bring this project forward for Council consideration during the upcoming annual budget cycle for the 2022 Five-Year (2022-2026) Financial Plan – Capital Program to make funding available for 1/3 of the project cost in 2022 for the proposed project.

- *Pro:* Existing 2021 projects proceed as planned and provides sufficient time for CCMSG to advocate for addition 2/3 funding.
- *Con:* Funding not available until 2022.

Option 2 – Utilize Existing Approved 2021 Funding

Under this option, staff propose to review the existing 2021 Five-Year (2021-2025) Financial Plan – Capital Program and reprioritize existing 2021 projects to make funding available for 1/3 of the project cost in 2021 for the proposed project.

- *Pro:* Funding available immediately.
- *Con:* Existing 2021 project(s) are postponed/cancelled and uncertainty as to whether or not a grant opportunity will be available to CCMSG that requires City funding in 2021.

Option 3 – CCMSG to Provide Balance of Funding

Under this option, staff propose that the City support the project in principle to facilitate CCMSG's grant funding application and fundraising initiatives and that CCMSG fundraise for the balance of the funding required. Once funding is secured, the City would support the delivery of the project in the park.

- *Pro:* City not required to provide funding for the project.
- *Con:* Community access to the proposed facility may be greatly restricted as CCMSG may expect exclusive access to the new facility.

SUSTAINABILITY CONSIDERATIONS

This proposed project supports the objectives of the City's Sustainability Charter 2.0. In particular, this project relates to Sustainability Charter 2.0 themes of Health and Wellness a Built Environment and Neighbourhoods. Specifically, the project supports the following Desired Outcomes ("DO"):

- Wellness and Recreation DOo6: Residents participate in a wide range of recreation and leisure opportunities;

- Wellness and Recreation DOo7: Residents enjoy a high level of physical, social and mental wellness; and
- Neighbourhoods and Urban Design DOo8: The build environment enhances quality of life, happiness and well-being.

CONCLUSION

Based on the above discussion, the Parks, Recreation & Culture and the Finance Departments recommend that Council support Option 1 to bring this project forward for consideration during the upcoming 2022 budget cycle to provide 1/3 funding subject to the CCMSG receiving 2/3 funding from other levels of government for a project to cover the lacrosse box and expand parking at Cloverdale Athletic Park.

Laurie Cavan
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Parks, Recreation & Culture

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General Manager
Finance

Appendix "I" – Cloverdale Community Multi Sport Group Presentation
Appendix "II" – Cloverdale Athletic Park Map

Covered Multi Sport Facility

Cloverdale Athletic Park, City of Surrey

Cloverdale Community Multi Sport Group
January 25, 2021

Cloverdale Community Multi Sport Group (CCMSG)

5000+ collective, multicultural youth sports members:

- Surrey Minor Ball Hockey 800 members
- Surrey Lacrosse Association 400 - 600 members
- India Field Hockey Club 900 members
- Surrey United Soccer Club 2700 members



The Project



This project's primary focus is to construct a cover over the existing Cloverdale Athletic Park lacrosse box using the current infrastructure, land footprint and services **to provide a covered, outdoor, multi-sport facility within the City of Surrey.**



The Project

Neighbouring communities have these facilities in place or underway. Langley has one, Delta has approved the construction of two.

- Surface (flooring)
 - pressed concrete as Preston Arena
- Locked facility option
 - vandalism prevention
 - surface protection
- Sound dampening considerations
- Project costs for this project, based on a *Class 4 estimate* are 1.05M
(estimate provided by Metal Building Group)

Project Opportunities

What Issues Does the Project Address?

- Sports participation by youth is correlated with lower gang and crime participation. Sports keeps these children engaged, active, busy within positive environments that leave very little opportunity for become engaged in early gang or criminal activity that leads to much larger problems in their teenage and adult years.
- Today's parents are not parents that readily place their kids in sports that are outdoors, potentially in the rain or even the snow.
- Outdoor sports have been identified as being a safer environment throughout the COVID-19 pandemic.
- This centralized location is extremely popular and serves a diverse, multi cultural community with varying economic status; bringing community members together and providing space for them to gather and find similarities to draw on and build relationships over rather than focusing on what makes us all different.

Project Opportunities

What Issues Does the Project Address?

Immediately addresses the ability for CCMSG groups to run more complete programming including:

- Improved safety of the facility's surface
- Cancellation reduction related to unfavourable weather conditions
- Allocation of additional space for pre-season evaluation which results in:
 - Balanced teams that contribute to keeping players engaged, challenged and remaining interested in the sport
 - Balanced leagues that contribute further to enjoyment and ultimately the retention of players at all levels and ages
 - Membership retention
- Year-round use of an existing facility; prime time allocations have been considered by the members of CCMSG
- Less usage of expensive, private facilities or facilities in neighbouring communities

Project Opportunities

What Issues Does the Project Address?

- Opportunity to provide 6+ youth sports organizations that call this park home an immediate, long term and cost-effective facility improvement further promoting inclusiveness & community
- Provides families with added opportunities for participation in multiple sports at one location, which lessens:
 - the overall carbon footprint due to less travel between sporting locations
 - pressure for parents to have to restrict what their children can participate in due to logistical issues of being at different facilities at the same time
 - the pressure of youth athletes to choose one sport due to logistical challenges (events in 2 different locations)
 - many of the CCMGS members are members in two or more sports organizations that call this park “home”
- Opportunity to deter migration of Surrey’s youth sport participants to neighbouring communities

Strengths of the Project

- Cost-effective
- COVID safe
- Shovel-ready opportunity - the land footprint of the current Cloverdale Athletic Park lacrosse box and sporting area is large enough and suitable for the construction of the proposed project as confirmed by the City of Surrey Parks staff
- Maintains the City of Surrey's relevance and leadership among neighbouring communities offering similar space(s) by adding this project to its envied collection of sports facilities and parks
- Opportunity to create a community sports hub, which promotes and supports multicultural participation within various culturally popular sports

Why Cloverdale Athletic Park?

- Ideal for multi-sport community hub:
 - artificial and grass soccer fields
 - basketball court
 - lacrosse box
 - tennis courts
 - Cricket pitch
 - BMX park
 - Softball diamonds
 - Football field
- Has an existing lacrosse box in place
- The CCMSG includes organizations that believe themselves to be stewards of Cloverdale Athletic Park and are committed to supporting the City of Surrey in making this project a reality – no other location will be supported by such a large user group
- CAP is most requested and centralized location easy to travel to compared to alternative locations that experience heavy traffic during prime time programming

Request to the City

- Acknowledge the benefits of youth sport in preventing and lowering youth crime and gang activity
- Pass a motion in support of a business case number, providing the mechanism to lobby financial support from other levels of government
- Add to City's 5-year plan - prepare to contribute to the overall costs of the project
- Agree to begin project within criteria of successful grant (vary but typically 24 months)
- Work with the CCMSG in finalizing this project plan and directly benefit from the experience and commitment of these community members and their organizations consisting of 5,000 members and their families
- Support the need and benefits of this facility being made available within the City of Surrey
- Support the proposed location of project (Cloverdale Athletic Park)

Thank you

Cloverdale Athletic Park Facilities Map

