

Deputy City Manager's Office Report to
Foothills Athletic Park Redevelopment Advisory Committee
2019 May 10

ISC: UNRESTRICTED
FRA2019-0628

Program Overview and Update

EXECUTIVE SUMMARY

This report provides Council with a status update on the Foothills Athletic Park and an overview of stakeholder work completed to date. Since being established in February 2019, the Foothills Athletic Park Redevelopment Advisory Committee (FAPRAC) has gathered considerable information and determined that the Foothills Fieldhouse project specifically, is well-advanced and positioned to proceed further.

Stakeholder collaboration will play a role in the successful redevelopment at Foothills Athletic Park. In addition to formal committee and working group meetings, several discussions have occurred among the following key stakeholders: University of Calgary, McMahon Stadium Society, Sport Calgary and The City. These discussions have been constructive but also raise questions related to involvement levels, timing, and funding. This report highlights key stakeholder interests and identifies that further discussions and commitments are necessary.

A FAPRAC working group has also prepared a detailed Work Plan to guide the committee, and it serves to inform Council and Calgarians of proposed upcoming work. Start-up funding is required for this plan and a budget proposal is included in this report for Council consideration. The working group supports this start-up investment funding request because it may leverage additional partner funding, promote economic development, improve the McMahon Stadium experience, and ultimately create a centre of excellence for sport in Calgary.

ADMINISTRATION RECOMMENDATION:

That Foothills Athletic Park Redevelopment Advisory Committee recommends that Council:

1. Receive this overview and update for information;
2. Endorse the proposed Foothills Athletic Park Redevelopment Advisory Committee Work Plan contained in Attachment 2; and
3. Approve a new capital budget request within the Recreation business unit for \$19 million in 2019-2020 (funded by off-site levies) for the Foothills Fieldhouse Project and \$775 thousand in 2019-2020 (funded by Pay-As-You-Go held within program 888-capital budget savings) for the Foothills Park Redevelopment Program, as outlined in Attachment 10.

RECOMMENDATION OF THE FOOTHILLS ATHLETIC PARK REDEVELOPMENT ADVISORY COMMITTEE, DATED 2019 MAY 10:

That the Administration Recommendations contained in Report FRA2019-0628 be adopted.

PREVIOUS COUNCIL DIRECTION / POLICY

On 2019 April 29, Council approved C2019-0525 Major Capital Projects Reserve. The purpose of this reserve is to provide a funding source for four Long-Term capital projects, with included BMO Centre expansion, Event Centre, one phase of Arts Commons and a Multisport Fieldhouse.

On 2019 February 25, Council approved C2019-0274 Foothills Athletic Park Redevelopment Assessment Committee terms of reference, with the first scheduled meeting of the Committee on 2019 March 19.

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On 2019 January 28, Council received C2019-0135 Consideration of Unfunded Long-Term Projects. The Foothills Multisport Fieldhouse was identified as one of the four major unfunded projects for Council consideration and Council formed the Foothills Athletic Park Redevelopment Advisory Committee.

On 2013 April 22, Council approved CPS2013-0351 Foothills Fieldhouse – Progress Update, received for information potential funding options that support the development of a fieldhouse and approved in principle, the revised location for the Foothills Fieldhouse.

On 2010 July 19, Council approved CPS2010-47 Foothills and Glenmore Athletic Park Concept Plan and directed Administration, subject to available funding, to proceed in the planning process for Foothills and Glenmore Athletic Parks.

BACKGROUND

The Foothills Athletic Park Redevelopment Advisory Committee (FAPRAC) held its first meeting on 2019 March 19. At that meeting, the committee reviewed a proposed Guiding Principles and Working Group report (FRA2019-0371), approved a working group structure, and directed Administration to prepare a work plan.

The committee also identified other immediate tasks to be completed, including:

- Revising the guiding principles and terms of reference;
- Assembling a work team;
- Establishing a proposed funding plan and budget; and
- Preparing an engagement strategy.

These tasks form part of the overall FAPRAC Work Plan. A working group was convened in late April and it endorsed the draft Work Plan. The committee's intent is to forward the Work Plan and a corresponding start-up budget request to Council for endorsement and funding approval.

Throughout April 2019, Administration participated in one-on-one key stakeholder meetings to gather and share information, and to discuss each organization's issues, motivations and approach. All stakeholders have well-established and involved relationships. There is a general feeling that the redevelopment of Foothills Athletic Park presents a unique opportunity for each organization and all Calgarians.

Fieldhouse History and Insights

The first concepts for a fieldhouse in Calgary date back over 50 years. In 1967, the Amateur Sports Council prepared an Indoor Amateur Sports Centre Feasibility Study. Over the decades, several other studies and concepts were proposed by various sport groups and organizations, however plans were deemed not feasible at the time or were put on hold.

In more recent times, a multisport fieldhouse has been identified as a top priority in several City strategic plans, including the 10-Year Strategic Plan for Sport Facility Development and Enhancement (2008) and the Culture, Parks and Recreation Infrastructure Investment Plan (CPRIIP 2013-2022).

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The City formally developed plans for a multisport fieldhouse at Foothills Athletic Park in 2010. Internal programming components of the fieldhouse have been developed, based on extensive stakeholder engagement and currently include a 400-meter indoor track (eight lanes, with associated throwing/jumping areas), a FIFA regulation-size soccer infield, basketball/volleyball courts and associated support/sport spaces. Concepts prepared to date also include provisions for permanent and temporary seating. The fieldhouse would allow Calgary to support recreational and world-class athletes, provide a year-round training facility and host national and international sporting events.

In 2013, the discontinuation of the Calgary Vipers baseball lease allowed The City to re-assess the siting of the fieldhouse within Foothills Athletic Park. At that time, Council approved a fieldhouse footprint on the eastern part of the athletic park, where the existing baseball stadium is located, to minimize the impacts on existing amenities and allow for a staging area during construction.

In 2016, the Foothills Fieldhouse concept was tested and re-examined when The City received the CalgaryNEXT proposal from Calgary Sport and Entertainment Corporation. The proposal combined a football stadium and a fieldhouse in the West Village community. Due diligence investigations, completed at the time by The City, included architectural test fits and a costing exercise. It was determined that while a football-track and field hybrid facility could be constructed, the scale and cost of the fieldhouse would grow significantly, and the operation and original intent of the fieldhouse would change considerably.

The most recent fieldhouse and Foothills Athletic Park investigations were conducted at part of the Calgary 2026 Olympic Bid exploration. Through this latest exercise, The City learned more about the Foothills Fieldhouse design and was also able to update the costing study. The proposed building placement in the eastern portion of the athletic park was validated and the overall site layout reviewed and endorsed by a new group of design professionals.

The Foothills Athletic Park and Fieldhouse have been extensively studied over the past decade, from several different and emerging perspectives. Whether the impetus has been community recreation, competitive athletics, new proposals, or major international events, all analyses have concluded that Foothills Athletic Park is the right location and that the Foothills Fieldhouse, as envisioned to date, would benefit Calgarians.

INVESTIGATION: ALTERNATIVES AND ANALYSIS

FAPRAC Mandate

The Committee mandate is to assess the redevelopment potential of the lands located at Foothills Athletic Park and McMahon Stadium and report back to Council. The Committee will also pursue:

new and various options for a funding framework and partnership opportunities, recommend potential locations of a multisport Fieldhouse, and investigate the viability and longevity of McMahon Stadium in meeting the needs of the community and long-term recreational goals of The City.

The Committee has the following advisory responsibilities:

- Creating a community vision and plan for long-term redevelopment;

Approval(s): Brad Stevens concurs with this report. Author: Campbell Berry
City Clerk's: D. Williams

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- Reviewing existing policies, infrastructure, and ownership/lease arrangements;
- Conducting an analysis to identify strengths, weaknesses, opportunities and threats;
- Identifying, engaging and working with key internal and external stakeholders; and
- Pursuing new and various financial options for developing a funding framework with potential funding partnerships.

The committee terms of reference are provided in Attachment 1.

Project Overview

Upon review of the terms of reference, the committee determined that there are two distinct parts to the FAPRAC mandate. Firstly, the committee must consider the advancement of the Foothills Fieldhouse. Secondly, the committee must assess the redevelopment potential of the Foothills Athletic Park and adjacent McMahon Stadium site. Based on this direction, the committee has prepared a Work Plan that advances both tasks concurrently, as distinct but related work streams.

The Work Plan will provide FAPRAC members, Council, and citizens a clear understanding of the steps, timing, and decisions required for redevelopment planning and fieldhouse construction at Foothills Athletic Park. The Work Plan is intended to guide FAPRAC in the 2019-2020 period.

A high-level project schedule is included in the Work Plan, indicating major activities and milestones through design and construction of the fieldhouse and the master planning for the greater site. It will take an approximate four and a half years to complete the Fieldhouse, and an approximate 18 months to complete the Park Redevelopment Master Plan.

The Work Plan is provided in Attachment 2.

Fieldhouse Project

Several initial tasks have already been completed for the Foothills Fieldhouse project, including the major undertaking of the Concept Plan. This plan was completed in February 2019 and includes updated site and cost information for the proposed fieldhouse.

The motivation behind the fieldhouse concept was the desire for a high-quality indoor competition track and field venue, suitable to host events sanctioned by the International Association of Athletics Federations (IAAF, the governing body for track and field events). It is to accommodate up to 10,000 spectators for national and international meets. To ensure full utilization of this highly specialized venue for a specific group of athletes and other participants, additional recreation components which serve the broader community were included.

Previous studies had clearly indicated a significant community demand for indoor field space (thus the term “fieldhouse”) and gymnasiums. The current conceptual design includes a 400-meter track, fitness and weight training areas and 1,800 permanent seats, with capacity for 8,200 temporary spectator seats. Because the need for 10,000 seats would occur relatively infrequently for track and field events, the space for the temporary seating structure will accommodate a series of eight gymnasium courts. Within the 400-meter track itself, an artificial turf of FIFA regulation size is proposed to provide the “fieldhouse” function. The identified

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demand for these added recreation components became the larger justification for the Foothills facility, while the construction of an indoor track and field facility capable of hosting national and international competitions would provide an exceptional venue found nowhere else in Canada.

Importantly, the proposed venue at Foothills Athletic Park is much more than the typical “fieldhouse” serving soccer and other field sport participants. This facility is envisioned as part of the high-quality competition facilities to be built as part of the redevelopment of the Foothills Athletic Park, including a 50-meter pool and twin ice arenas, each with spectator capacity.

The concept plan identifies opportunities and provides documentation in support of the completion of a standalone fieldhouse as the first phase of the Foothills Athletic Park Redevelopment.

The Foothills Fieldhouse Concept Plan Update is provided in Attachment 3.

Four tasks are proposed for the fieldhouse in 2019-2020. Functional programming that determines overall project scope must be completed to understand how The City and the University of Calgary might partner on the fieldhouse. Then, accommodation programming must be initiated to determine if the needs of all key stakeholders can be met. Following these programming activities, concept plans will be prepared for elements such as building layout, parking, and facility systems. Additionally, a public-private partnership evaluation screen must be completed, as required by City policy.

Park Redevelopment Program

The Foothills Athletic Park Redevelopment program is at the initiation stage. The formation of FAPRAC permits an investigation into the broader potential of the site. The committee will go beyond the fieldhouse and will examine how this major facility fits within a greater context.

The development of a fieldhouse and other potential athletic facilities (e.g. 50-meter pool, twin arenas) gives rise to other development opportunities. The Foothills Athletic Park is a 51-acre site, owned by The City of Calgary. Immediately to the south, the McMahon Stadium lands comprise a 42-acre site, owned by the University of Calgary.

A detailed redevelopment strategy is scheduled to be reviewed by FAPRAC in July 2019. The strategy will outline necessary due diligence investigations (e.g. market feasibility, economic impact studies), preliminary stakeholder consultations, initial planning analyses (e.g. transportation, parking, servicing, urban design), and engagement activities to culminate in a master plan for the area.

In March 2019, FAPRAC reviewed an Overview and Background report, that included useful locational context. This report is provided in Attachment 4.

Stakeholder Engagement, Research and Communication

The Foothills Athletic Park Redevelopment Advisory Committee is comprised of primary stakeholders, including representatives from The City, the University of Calgary, the McMahon Stadium Society, and Sport Calgary. At this early stage, each organization has prepared background and overview presentations highlighting issues and opportunities for collaboration.

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University of Calgary

The University has identified many program elements that are common to both its needs and City requirements. These elements include: outdoor track upgrades, community courts, a climbing wall, public clinics, weight rooms, studios, meeting spaces, a twin arena, a 50-metre competition pool, and a 25-metre practice pool. In addition, the University has highlighted mutually beneficial elements including: competition courts (with spectator seating), concourse upgrades to McMahon Stadium, and a coaching centre of excellence.

The University has expressed interest in partnering with The City on the design and development of the fieldhouse, rather than being involved simply as a user group or “renter” of space. One advantage of a such a partnership arrangement, could be the leveraging of outside grants or the philanthropic community to support capital, operating or program needs. Additional discussions are required to determine the amount and timing of funding that could be leveraged.

A University of Calgary Overview and Background presentation is provided in Attachment 5 and a University prepared briefing on synergies is provided in Attachment 6.

McMahon Stadium Society

FAPRAC recognizes the longstanding relationship between the McMahon Stadium Society, the University of Calgary, and The City. The Society manages and operates the stadium on behalf of the owner, the University of Calgary. The facility is governed by three agreements. A Head Lease between the Society and the University that specifies the Society is responsible for all costs and for generating sufficient revenues to cover costs. A sub-lease between the Society and the Stampeder Football Club outlines that the football club must pay a flat annual rent. Finally, the Society and The City have an operating agreement stating that The City provides an annual operating grant. A McMahon Stadium Information Summary is provided in Attachment 7.

The McMahon Stadium Society completed a detailed structural and mechanical assessment in 2015. It was determined that the stadium is structurally sound. The preventative maintenance measures proposed in the assessment report were deemed likely to extend the useable life expectancy of the facility to a 20 to 25-year timeframe. The bulk of the items identified in the report have been addressed. Future deferred maintenance issues are expected to be adequately dealt with assuming current funding levels continue.

The last major infusion of capital improvement dollars into the stadium was a \$15 million Provincial grant in 2007. These funds were used for renovating ageing infrastructure related to Society administration, Stampeder Football Club facilities and University of Calgary Dino Football facilities.

In 2012, the Society commissioned a detailed study of redevelopment concepts. Four phases of redevelopment were contemplated in the study. The Society has indicated an interest in proceeding with Phase 1, which would focus on concourse renovations including, new and enhanced washrooms, concessions, circulation and improved accessibility. The estimated cost of these renovations is \$25 million; however, a funding source has not been identified. The 2012 McMahon Stadium Redevelopment Concepts Final Report is provided in Attachment 8.

Sport Calgary

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Sport Calgary has expressed interest in hosting fieldhouse community engagement sessions for the over 395,000 sport registrants that comprise the local amateur sport community. Working closely with Calgary Recreation, Sport Calgary is a Civic Partner that represents over 200 member sport organizations.

Its research has shown there is significant unmet demand for sports that could be serviced with a multisport fieldhouse. This unmet demand has led to strong grassroots support for a multisport fieldhouse within the local amateur sport community. These sport organizations should be engaged throughout the research and design phases of the project to ensure long-term viability and sustainability. Sport Calgary noted that of the top 21 identified sport activities in Calgary, at least 14 would be served with a multisport fieldhouse. The differing needs of these multisport groups must be considered.

For many years, Sport Calgary has consistently stated in its public advocacy that a multisport fieldhouse must provide affordable and accessible sport opportunities for Calgary's growing and increasingly diverse population. The proposed location at Foothills Athletic Park is within a twenty minute drive of every ward in the city. Calgary is the only major Canadian city without a multisport fieldhouse and it is crucial that a multisport fieldhouse is seen as a facility for everyone.

Sport Calgary affirms that the Foothills Athletic Park design and amenities, as currently proposed by The City, generally align with the expressed needs of identified sport groups and community uses across all amateur sport in Calgary. An appropriately designed and operated multisport fieldhouse would allow the city to attract new provincial, national, and international sport tourism events, in partnership with the University of Calgary, and McMahon Stadium Society.

Sport Calgary has worked closely with the grassroots Calgary Multisport Fieldhouse Society to develop a more detailed backgrounder, which is provided in Attachment 9.

Strategic Alignment

City Policy

The Fieldhouse Project and the Park Redevelopment Program align with the 2019-2022 Service Plans and Budgets in the following ways.

A city of safe and inspiring neighbourhoods. This area would become a community hub that leverages existing partnerships and City facilities. It would also contribute to the economic, social and cultural needs of communities and integrate facilities.

A healthy and green city. The fieldhouse and redevelopment program would provide recreation opportunities that are accessible, affordable and inclusive. It would create public spaces that connect people.

A well-run city. The fieldhouse and redevelopment program would intentionally invest in infrastructure and assets that support our service delivery and contribute to the quality of life for Calgarians.

Community Partners

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Based on initial discussions, there appears to be substantial alignment among The City, the University of Calgary, and the McMahon Stadium Society. Each organization is prepared to consider each others' program needs. At this stage, all parties want to investigate which organization is best positioned to leverage and drive capital funding, operating support and utilization.

Social, Environmental, Economic (External)

Consistent with the findings of previous reports on Unfunded Long-Term Projects, the Foothills Fieldhouse and Foothills Athletic Park redevelopment is anticipated have a positive economic impact including local employment creation and gross domestic product growth. A Foothills Athletic Park economic impact analysis is proposed as part of the project's due diligence investigation.

Financial Capacity

Current and Future Operating Budget:

There are no current and future operating budget impacts associated with this report. Operating budget impacts will be identified in upcoming reports, when full capital funding is secured.

Current and Future Capital Budget:

Start-up funding of \$19 million is required for the next stage of Foothills Fieldhouse design and is proposed to be funded by off-site levies. Funding of \$775 thousand is required for the master planning associated with the Park Redevelopment Program. This component is proposed to be funded by Pay-As-You-Go held within program 888-capital budget savings. Any budget savings on this request will be relinquished and an update will be provided to Committee.

The fieldhouse design budget is proposed in two stages. Following functional and accommodation programming, if it's determined that a partnership between The City with the University of Calgary is viable, the Foothills Fieldhouse project would proceed to detailed design.

The start-up funding proposal is provided in Attachment 10.

Risk Assessment

If start-up funding for fieldhouse design is not secured at this time, opportunities to partner with the University of Calgary and leverage additional funding may be lost. If the park redevelopment program is not funded at this time, there is a risk that the design of the Foothills Fieldhouse may not fit the surrounding urban context and a comprehensive plan for the area will not be achieved.

If off-site levies are used to fund the Foothills Fieldhouse design, and construction does not proceed, repayment to the levy account will be required. Additionally, if the amount of levy funding is proportionately greater than the benefit the fieldhouse can assign to new population growth, repayment of the difference to the levy account will be required. If repayment is required, a funding source will have to be found, as currently no funding source is identified for this risk.

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REASON(S) FOR RECOMMENDATION(S):

The Foothills Athletic Park Redevelopment Advisory Committee terms of reference specify that the committee provide Council with quarterly status updates. This is the first update report.

The Work Plan outlined in this report will be an important guide for the committee and it demonstrates that the program is open, responsive, accountable and transparent.

The start-up funding requested, is a good investment for the following reasons:

- Determines if a partnership between The City and the University of Calgary is feasible;
- Advances City/University collaboration and may leverage new funding opportunities; and
- Verifies if McMahon Stadium Society, Sport Calgary and other stakeholder needs can be met.

Start-up funding will also advance the building and development program and may lead to:

- Increased sport tourism and visitor spending;
- The development of barrier-free and inclusive facilities;
- The promotion of competitive sport; and
- Additional affordable recreational opportunities.

The Foothills Fieldhouse and the Foothills Athletic Park Redevelopment Master Plan will produce a sport centre of excellence that is a driver of both economic growth and community development.

ATTACHMENT(S)

1. Foothills Athletic Park Redevelopment Assessment Committee Term of Reference
2. Proposed Foothills Athletic Park Redevelopment Advisory Committee Work Plan
3. Foothills Fieldhouse Concept Plan Update
4. Foothills Fieldhouse Overview and Background
5. University of Calgary Overview – Foothills Athletic Park Redevelopment
6. University of Calgary Briefing – Synergies
7. McMahon Stadium Information Summary
8. McMahon Stadium Redevelopment Concepts Final Report
9. Sport Calgary / Calgary Multisport Fieldhouse Society Backgrounder
10. Proposed Foothills Fieldhouse and Park Redevelopment Program Start-up Funding