municipality of central manitoulin - recreation infrastructure review

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3RDLINE STUDIO PERKINS&WILL SIERRA PLANNING

index

1 executive summary 3
2 introduction 7
3 community profile 9
.1 Historic Population Change 9
.2 Age Profile 9
.3 Projected Population Change 10
4 existing recreational infrastructure 12
.1 Arenas – Local and Regional Supply 12
.2 Arenas – Current Standard of Provision 12
.3 Arenas – Functional Characteristics 13
.4 Community Halls, Sports Fields, Water Access Points 14
.5 Community Halls – Standards of Provisions + Utilization Rates 15
.6 Community Halls - Functional Characteristics 15
5 utilization rates 16
.1 Introduction 16
.2 Utilization: Providence Bay War Memorial Community Arena (Providence Bay Arena) 16
.3 Utilization: J.H. Burt Memorial Arena in Mindemoya (Mindemoya Arena) 17
.4 Utilization: Community Halls 18
6 financial operations review 19
7 public engagement 20
.1 Public Survey 20
.2 Public Engagement Sessions 21
8 existing recreational programming 25
9 expected growth / renewal / programming goals 27
10 infrastructure renewal options 28
.1 assumptions 28
.2 Preferred Option Development – a new arena + multi purpose centre (MURC) 36
11 Financial Considerations of Arena Options 41
.1 Financial Operations Review 41
.2 Revenue Constraints 41
.3 How Do We Generate Better Revenues? 41
.4 Capital Costs 42
.5 Operating Savings 43
.6 Operating Model 44
.7 Funding Model 46
.8 What It All Means 47
12 next steps 48
13 appendix 49
.1 public survey data 49

1 executive summary

The Municipality of Central Manitoulin is a resilient, self-reliant, motivated and healthy community. It has built its' infrastructure, in no small part, by the sweat of its' brow, and the goodwill of community patrons, large and small.

The community needs:

- a place to play hockey and skate,
- a place to support a wide variety of community groups and activities (service groups, hospital auxiliary, community associations, rec committees, euchre clubs, arts groups, nature club, fair boards, quilters guild, tai chi, horticulture, women's institute, baseballers, public health, sunset music, yoga, line dancing, childcare programming, cycling, pickle ball club, etc.,
- a financially stable path for facility renewal,
- the continued support of all community members as a path to move forward is defined and a consensus is developed.

Aging recreational infrastructure is expensive to operate, maintain and is not responsive to the community profile. A bold new recreational renewal strategy is required that fits the community's strategic objectives.

- provide places where the community can be together to celebrate, play, and support one another,
- create a venue that is affordable, sustainable and designed to support desired four season, multi-generational activities for visitors and residents.

Recreation infrastructure needs to change support community growth projections, a changing / aging demographic, a growing tourist population, new recreational demands from all ages in order to support community growth and well being. Given the community profile and the nature of the existing recreational infrastructure a clear plan is required to manage limited capital and operational funds at the same time facilities are renewed.

The development plans described explore options to close existing facilities in favor of one central, arena / multipurpose facility located in Mindemoya. Funds used to operate multiple aging, inadequate facilities will be directed to one new facility designed to accommodate contemporary user needs. User fees will be adjusted to industry standard levels. The attraction of a new, well programmed facility will increase utilization rate and revenues significantly. Financial obligations and risks from capital repairs scheduled at the two existing arenas will be avoided.

This report reviewed and assessed the following aspects of the community.

the existing infrastructure: The arenas are prohibitive to repair. Both buildings require significant capital investment, in excess of $10M each in the next 25 years. Both buildings are programmatically deficient and do not provide adequate functioning systems or spaces required at a minimum to support use as an indoor ice pad. Neither arena is equipped with significant supporting functional areas; multipurpose room adequate change rooms, public viewing spaces, etc..

historic and projected community growth:

- Based on the 2021 Census, the community had a population of 2,235. From 2016 the community grew by 7.2%. There are 1,050 households.
- The community is expected to grow to 2,625 people by 2035 and to 2,816 people by 2045. (These estimates are based on the Ministry of Finance Projections for Manitoulin District.)
- The population is ageing:
  - The median age is 58.4 years, which is higher than in the Manitoulin District (51.6) and significantly higher than the Ontario's average (41.6).

- In 2021, older adults age cohort represented 37% (an increase of 9% from 2011) of the total population and children and youth (0-19 years of age) - 14% (decreased by 2% since 2011).

- **the community profile**: Census data depicts a rural community that may be attracting retirees from other parts of the province and strong population growth despites its small size. It is an active community with 65% of survey respondents active in recreational groups / clubs, 88% of respondents using community halls. The profile would suggest a change / growing demographic skewing to those age 58 years +. The median total income per household is $70,000 / annum.

The census does not capture tourist data. The community experiences significant tourist activities through the spring, summer and fall seasons, estimated to increase the population to almost 9,000 (by 400%) during these time periods.

- opinions of the public collected in person at engagement sessions and with a community survey:
  - Almost all (95%) of the respondent to the survey confirmed members of their household used municipal recreational facilities.
  - When asked about their levels of satisfaction, respondents confirmed that they were generally satisfied with outdoor municipal recreation facilities, community halls and museums
  - The public survey indicates the level of satisfaction at Mindemoya and Providence Bay Arenas were generally poor; users were unsatisfied with the quality of amenities and support systems.
  - The majority of survey respondents (52%) agreed that a future replacement arena should be planned and an additional 14% were undecided.
  - When asked about their preference on future planning option 50% of respondents supported a new facility or a new facility in partnership with others. Another 34% of respondents sought to maintain one of the existing facility or invest in both existing facilities.
  - Respondents (63%) were supportive of a partnership but only if it created a facility in Central Manitoulin. If located outside the municipality support dropped to 36%.
  - When asked what the top five investments priorities were for the next ten years, investments in the existing arena narrowly outranked a new arena option.

Community engagement captured broader and more nuanced responses. When viewed relative to the existing arena venues it was evident that the existing arena ice pad functions failed as well as almost all other spaces failed to support other functional activities in a reasonable way. Engagement session discussions were characterized by discussions about numerous other activities that needed to be planned, expanded, created and /or and accommodated in an arena venue that is flexible, accessible, supportive, intertwined with programs across seasons and that occur indoors and on land and water in the adjacent outdoors.
Notably, the identity of the arena venues and some community halls are fiercely associated with the memories / community legacy of the people that built them and contributed to their indomitable presence.

- standards of provision, service delivery and utilization rates:

The municipality has an arena for every 1,120 people, easily one of the lowest persons / arena in Northern Ontario. Sudbury's rate is almost 10 times higher.
Central Manitoulin operates 2 of the 7 arenas located on Manitoulin Island.
The utilization rate for both arenas is extremely low; **At Mindemoya only 51% of the prime-time ice (22.5hrs/wk) is booked**. At Providence Bay the rate drops to **15% (7.5 hrs/ week).**
Utilization rates in other municipalities range from 75-100% and include more available ice time throughout the week to users.

Central Manitoulin's ice rental rates appear to range between $50-$75/hour. Comparable rates from other municipalities are $100-$235 hour.

While the municipality provides a very high service rate to the community for ice pads, the utilization and rental fee rates for the arenas are extremely low, evidenced by the ice bookings, and small rental revenues earned yearly by these venues.

- **operational realities:** Functional challenges related to the maintenance of the ice surface, low demand for use, low rental rates, distance between venues and limited staffing makes operating the arenas a significant challenge for the municipality and contributes to yearly operating losses.

The arenas generate $42,879 / annum and cost $272,345/ annum to operate. The culminative net loss per annum is -$229,466 (2025). The value of capital work related to building repairs has not been included as a cost in this summary.

Facility	Revenue 2025	Total O&M Costs incl. Labour	Deficit 2025
Providence Bay Arena	$11,957	$128,985	-$117,028
Mindemoya Arena	$30,922	$143,360	-$112,438
Both Arenas	$42,879	$272,345	-$229,466

The existing recovery is not financially sustainable.

Finally, the report identifies recreational programming goals and seeks to achieve these goals by recommending options for new recreational infrastructure renewal options related to the arenas and articulates financial paths to achieve these options. Each of the options assumes that;

- Providence Bay Arena
  Close Providence Bay Arena and direct funds that support operation to new centralized arena + multipurpose spaces in Mindemoya.

- Community Halls
  Complete a detailed review of all recreational programming at the community halls. Create, expand and enhance programming at these locations to align with community needs and groups. Review and adjust user fees to balance cost recovery and municipal contributions to operations.

- Other Recreational Facilities
  Manage facilities to be near cost neutral. Operating costs shall more closely reflect cost required to operate and maintain the facilities. An appropriate funding contribution can be considered.

- Mindemoya Arena Options
  Replace the Mindemoya Arena with a new single pad, all season, multi purpose recreation complex aligned with community needs.

  The study explored a range of alternatives: from renovating and expanding the existing arena to working with other municipalities / first nations to partner in the development of a joint project.

  Redevelopment of the arena in Mindemoya assumes that additional land will be acquired at the existing arena site to accommodate the work described without having to remove the School House, Mindemoya Community Hall, Municipal Building or existing ball fields.

It is assumed that user fees will be increased to industry standard levels.

Multipurpose programming: The new recreation centre will be designed with flexible meeting / activities / fitness spaces, gyms, indoor track is included in all but one option and will strengthen this new recreational hub located in the centre of the community.

Doing nothing, i.e., only maintaining the existing arena in Mindemoya is an unreasonable and damaging community strategy. The required costs to repair and maintain an arena that does not adequately support recreational functions are significant and better directed to achieve a new arena solution.

The approach preferred by Council was a **new partnership model that creates new multi-use recreation centre (murc) at a new site**. This approach would combine resources of 2 – 5 partners and would provide an exceptional, enhanced recreation program, and could be located central to the partners communities.

While Council was pursing partners to support the preferred option, it was requested that the **'new arena with multipurpose spaces'** be developed to articulate the idea in at the Mindemoya site. A functional program and concept plans for **a new 71,800sf, $68.3M multi use recreation centre** have been developed as a concluding outcome of the study.

Important next steps in the project include the following.

1 **Get Council to confirm commitment to the replace the arena with a new single pad, all season, multi purpose recreation complex aligned with community needs.**

2 Close the arena in Providence Bay. Develop strategies to save operating costs and increase revenues to support the immediate development of the project.
3 Develop a strong internal team and engage the design / planning team to assist the municipality in managing the project delivery; refine recreational plans, operating and financing plans as project information is refined and contextual funding information becomes available.
4 Seek and develop partnerships with adjacent municipalities and first nations.
5 Pursue additional property acquisition of the Mindemoya site to support long term 'municipal campus' at this location.
6 Share your vision and project opportunities with the community. Build a consensus that renewal is fundamental to ensuring long term community growth and viability.
7 Meet with your provincial MPP and federal MP to share the vision and collaborate on strategies that will open funding doors the other level of government.
8 Continue to develop recreational strategies / infrastructure / business cases that support community programming, increase tourism, and diversify recreational opportunities for residents.

2 introduction

In the late fall of 2024, our team was asked to complete a recreational infrastructure review of Central Manitoulin focused on renewal options for the arenas located in Mindemoya and Providence Bay. Building condition assessments of the existing 80+/- year old buildings and evaluations of recent damage to the Mindemoya Arena have identified significant repair and maintenance costs for both facilities.

Recreational needs are broad and wide ranging. There are numerous facilities in the community – we visited them all. However, the focus of this study and the efforts of our team, MCM staff and council are focussed on the arenas and supporting program spaces. There are other recreational spaces and recreational opportunities that warrant additional study. We encourage Council and the Municipality to consider these aspects of the community in future work.

In 2014 the municipality reviewed three renovation options for the Mindemoya Arena, prepared by Tulloch Engineering. The renovation options explored the provision of barrier free access to the main lobby and second floor multi purpose room, universal washrooms, additional dressing rooms with showers and a reconfigured concessions area. The work sacrificed fan viewing area located at the south end of the ice surface. Budget for the project was $7M. Work was not completed. **The capital costs of the additional features, while desirable to users, were not funded by the municipality**.

A 2019 Recreational Center Feasibility Report, authored by a municipal led committee, developed a strategy that included the flowing aspects.

- Closure and demolition of the Mindemoya Arena, the Providence Bay Arena, the Mindemoya School House and the Mindemoya Community Hall.
- A new, contemporary arena facility including an NHL sized ice surface / supporting space, spectator seating for 300, a community hall / gymnasium to accommodate 1000 persons, multipurpose rooms and an indoor walking track.
- The report made the argument that closure of three facilities would save operational and capital costs scheduled and would then offset costs of the capital construction of a new more efficient recreational facility over its lifetime.
- Collected feedback from user groups, in 2019, indicated the existing facilities did not meet their needs, vis a vis program area; changerooms, showers, spectator seating, ability to provide ice in the shoulder seasons, barrier free accessibility, storage, special event spaces for 500-1000 persons, kitchen, stage and related supporting spaces.
- The report concluded that a new recreational centre would attract additional users and provided community members of better quality of life.
- Projected cost was estimated at $11-$15M in 2019.

The project did not move forward. The municipality was unable to obtain funding from other levels of governments to complete the project.

The proposed site disappeared to accommodate work by FOMOS. A number of community members objected to the demolition of existing the Mindemoya School House and organized a group called 'Frends of the Mindemoya Old School' (FOMOS) to save, repair and renovate this existing building. In 2022 the municipality developed a conditional lease agreement for the facility with the 'Friends of the Mindemoya School House'. A 2023 report by ERA identified 'character defining elements' of the building worthy of recognition. FOMOS seeks to create a viable seniors / arts / culture hub at this location and have been actively fundraising, assessing and repairing the existing building.

In 2023, an adhoc, community initiated, Recreation Infrastructure Committee (RIC) developed the 'Five Points Recreation Centre' concept; a 53,000gsf, 2 storey multi use centre having an NHL ice pad + supporting program spaces, spectator viewing for 400 persons and multipurpose spaces for 500 persons (10,000sf). The project displaced one the baseball fields (field B) to occupy the site immediately north of the Mindemoya Old School. The project's functional programming did not provide a diverse range of multipurpose / gym / track

spaces that would support recreational opportunities in the community and suggested an unreasonably low construction value of $8M for the first phase of the project.

Condition of the existing buildings have worsened.
The municipality completed building conditional assessments (BCAs) of the arena and community halls to support maintenance and operational planning in the fall of 2024. The BCAs indicate that the arenas (Province Bay and Mindemoya) are in **poor / very poor condition** with capital maintenance requirements of $11.55M over the next 10 years.

Community Halls (Mindemoya, Providence Bay, Sandfield, Spring Bay) building conditions vary from **excellent to poor condition** with capital maintenance requirements of $2.16M over the next 10 years. Cost include HVAC and barrier free upgrades required at Mindemoya Hall.

The current study builds on these ideas and assessments and has collected data, consulted with the staff and the citizens, and create, options, functional programs, concept plans, costing analysis and next steps summaries to facilitate the development of a new facility for the community.

3 community profile

.1 Historic Population Change

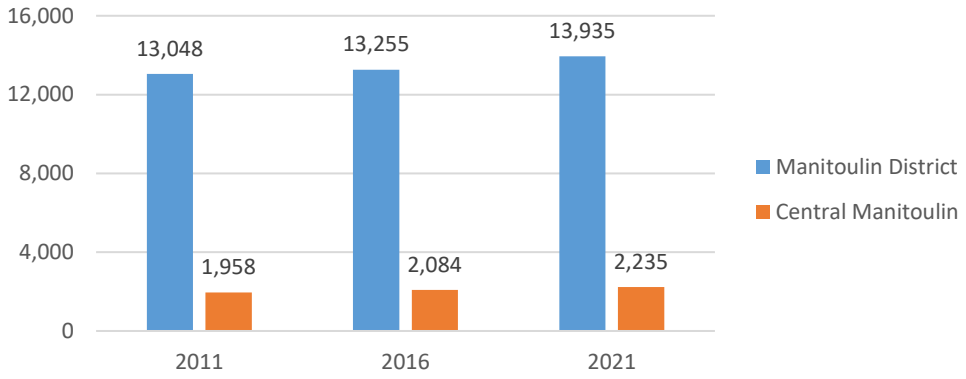
Central Manitoulin is the second largest Census Subdivision within the Manitoulin District Census Division. In 2021, Central Manitoulin population of (2,235) represented 16% of the Manitoulin District Population.

Exhibit 1. 2021 Population: Central Manitoulin CSD Population as a Share of Manitoulin District Census Division

		% Manitoulin District Total Population 2021	2021 Population
Manitoulin District (census division)		100%	13,935
Census Subdivisions			
1.	**Northeastern Manitoulin and the Islands**	19.0%	2,641
2.	**Central Manitoulin**	16.0%	2,235
3.	**Assiginack**	7.2%	1,008
4.	**Gore Bay**	5.8%	808
6.	**Billings**	5.4%	753
5.	**Gordon/Barrie Island (municipality)**	4.4%	613
Other CSDs (pop. under 600 in 2021 and First Nations*		42.2%	5,877

SPM, Data Source: Statistics Canda, Census Profile, 2021 Census of Population.
Between 2011 and 2021, the overall Manitoulin District population increased by 6.8% (or +887 population). Central Manitoulin population increased by 14% growth (+277 population), contributing over 32% to the total growth, over the 10-year period.

Exhibit 2. 10-year Population Change: Central Manitoulin Compared to Manitoulin District, 2011-2021



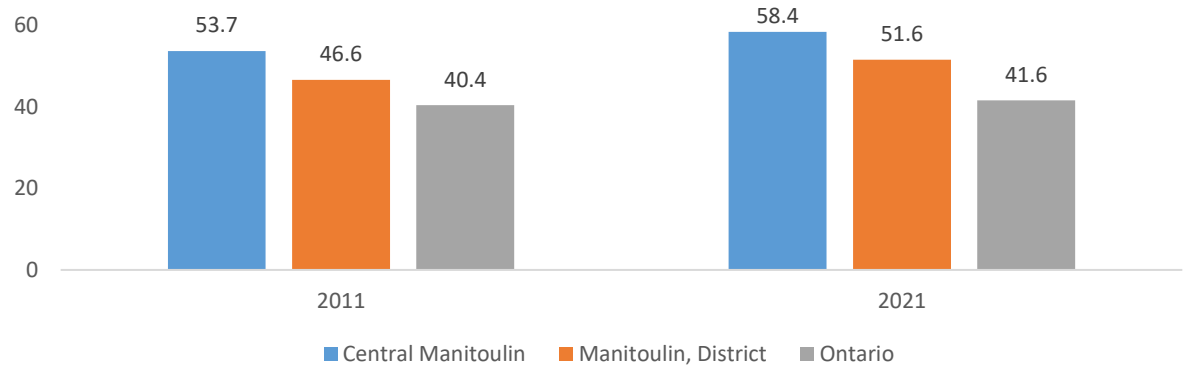
Population (2011-2021)	2011 pop	2016 pop	2021 pop	10 year change 2011-2021	
				%	Persons
Manitoulin District (census division)	13,048	13,255	13,935	6.8%	887
Central Manitoulin	1,958	2,084	2,235	14.1%	+277

SPM, Data Source: Statistics Canda Census Data, 2011-2021.

.2 Age Profile

Central Manitoulin population is aging.

Median age in Central Manitoulin was higher than in Manitoulin District and Ontario both in 2011 and 2021.



Between 2011 and 2021, the older adult age cohort increased by 9%, while adult population (40-64 years of age) decreased by 6% and children and youth (0-19 years of age) decreased by 2% (as shown in the exhibit below). The younger adult population (20-39 years of age) did not change significantly.

	2011		**2021**		**10-year Pop. Change**	
	Persons	Share, %	Persons	Share, %	Persons	Share Change
0-9 y.o.	135	7%	125	6%	-10	1% Decreased
10-19 y.o.	185	9%	180	8%	-5	1% Decreased
20-39 y.o.	270	14%	310	14%	40	Unchanged
40-64 y.o.	810	42%	795	36%	-15	6% Decreased
65+	550	28%	820	37%	270	9% Increase

.3 Projected Population Change

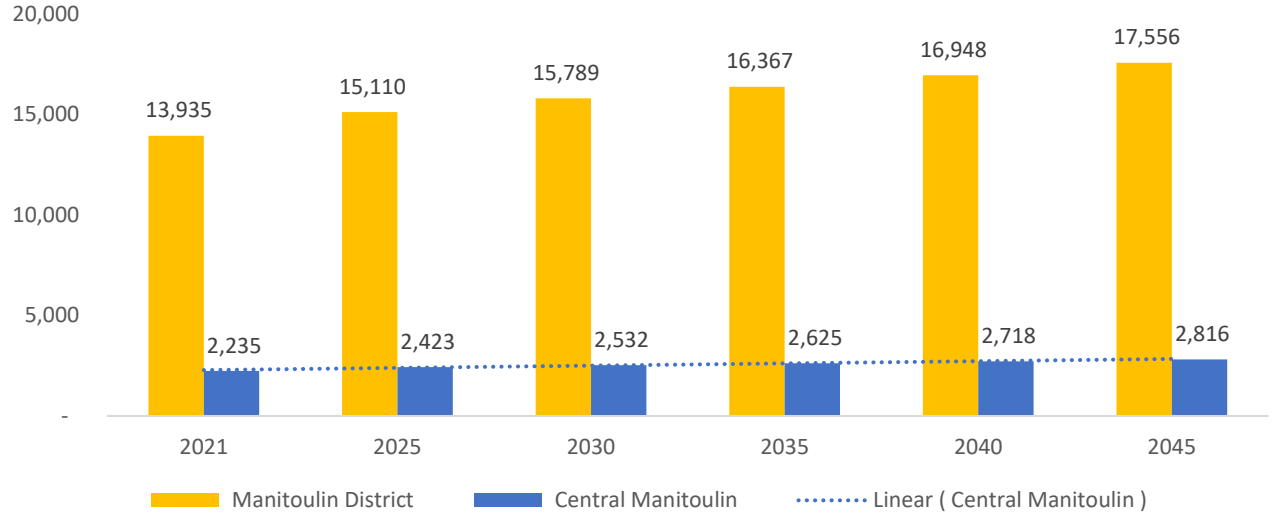
The Ministry of Finance (MoF) provides population projections the Census Division (CD) level for 2024-2051. In the next 20 years, the Manitoulin District population is projected to grow, reaching the population of 17,556 by 2045.

The future Central Manitoulin population was then estimated based on these MoF projections and the estimated historic share of Central Manitoulin population as percentage of Manitoulin District.

Over the next 10 years (2025-2035), the population of Central Manitoulin is estimated to grow by 8% (+202 persons) – reaching the population of 2,625.

Over the next 20 years (2025-2045), the population is estimated to grow by 16.2% (or +392 persons) - reaching 2,816.

Exhibit 3. Projected Population Change: Central Manitoulin Compared to Manitoulin District: 2021 Census Population and Projections 2025-2045



		PROJECTIONS 2025-2045						
	2021 Census	2025	2035	2045	10-year change 2025-2035		20-year change 2035-2045	
Central Manitoulin	2,235	2,423	2,625	2,816	8.3%	202	16.2%	391
Manitoulin District	13,935	15,110	16,376	17,556	8.3%	1,257	16.2%	2,446

SPM, Data Source: Manitoulin District - Ministry of Finance, Table: 49_census_divisions_mof_population_projections_2024-2051.xlsx; Central Manitoulin, SPM Estimates based on 2021 Census Data for Central Manitoulin.

4 existing recreational infrastructure

.1 Arenas – Local and Regional Supply

Manitoulin Island is home to seven (7) single pad indoor ice facilities.
Central Manitoulin features two (2) arenas; Mindemoya Arena and Providence Bay Arena. The other 5 ice facilities are within a 30-45min drive from Mindemoya.

Exhibit. Current Supply of Arena in Central Manitoulin and Manitoulin District

Source: Sierra Planning and Management

.2 Arenas – Current Standard of Provision

The Municipality of Central Manitoulin currently offers a high level of indoor ice access, with one ice pad serving every 1,212 residents. These estimates are based on the estimated 2025 population of 2,423 (Ministry of Finance Projections 2024-2051). This higher service level reflects historic investment in ice facilities and the enduring popularity of ice sports within the community of Central Manitoulin.
Given the regional nature of arena usage, it is relevant to assess long-term needs for the region. The Municipality of Central Manitoulin is part of a larger regional network of indoor ice facilities within the Manitoulin District. Based on the 2025 population of 15,110, the Manitoulin Island's 7 single-pad arenas provide the regional standard of 1 ice pad per 2,159 residents.
Both the local and regional level of access to indoor facilities is high, compared to the nearby municipalities of Greater Sudbury and North Bay and North Bay. Level of service in these municipalities is of 1 ice pad per 10,000 population. Details of the current local and regional indoor ice supply and standards of provision are provided in the following table.

Exhibit. Existing Arena Supply and Current Standard if Ice Provisions in Central Manitoulin and the region.

	2021 Census Population	Number of Facilities	Level of Service (# facilities per population)
Central Manitoulin	2,423	2	**1 ice pad per 1,212 population**
Manitoulin Island (Manitoulin District)	15,110	7	**1 ice pad per 2,159 population**

Exhibit. Standard of Provision in the Nearby Municipalities, Comparison

	2021 Census Population	Number of Facilities	Level of Service (# facilities per population)
Greater Sudbury	166,004	16	**1 ice pad per 10,400 pop.**
North Bay	52,662	5	**1 ice pad per 10,500 pop.**

Source: Sierra Planning and Management

.3 Arenas – Functional Characteristics

Functional spaces within both arenas generally do not support uses.

- The surface is not large enough. Where an NHL sized ice surface is 200' x 85', the ice surface of Mindemoya is 175' x 70'+/- and the ice surface of Providence Bay is even smaller; 165' x60' +/-.

At the Mindemoya Arena

- Dressing rooms are too small and are not equipped with showers.
- Number of change rooms is limited for players and officials.
- The arena is not barrier free accessible; a barrier free path does not allow the public to access viewing spaces, changerooms, of the ice surface; bf / universal washroom are not present, barrier entrance, barrier free viewing positions in spectator seating areas, bf counter at concessions.
- Viewing spaces at Mindemoya are inadequate to support public demand and provides spaces for a very limited number of people from a viewpoint, at two levels, at the end of the rink only.
- The ice plant is incapable of maintaining the ice when winter conditions are not present. Putting the ice in requires cold (i.e., minimum 5 to 0 degree C or colder) outdoor conditions. Springtime site drainage floods the building and ruins ice conditions. The existing building envelop does not provide adequate protection from the elements, causing ice to melt and limits the duration of the skating season. The ice plant capacity is inadequate and cannot provide the required cooling.
- Public lobby area is inadequate and cannot hold the amount of people required. Location of the dressing room and public lobby spaces conflict requiring circulation of the public and skaters to cross when accessing various program areas, creating dangerous, conflicting circulation paths between people wearing skates and others.
- Number and size of public washrooms is inadequate. A universal washroom is not provided.
- Limited multipurpose spaces.
- Concessions are limited and difficult to access.
- Storage spaces are too small.

The overall condition of the existing arena buildings is poor / very poor as defined by Building Condition Assessments completed by Accent Building Services Inc in October 2024. A significant amount of work is required to repair and maintain the existing building.

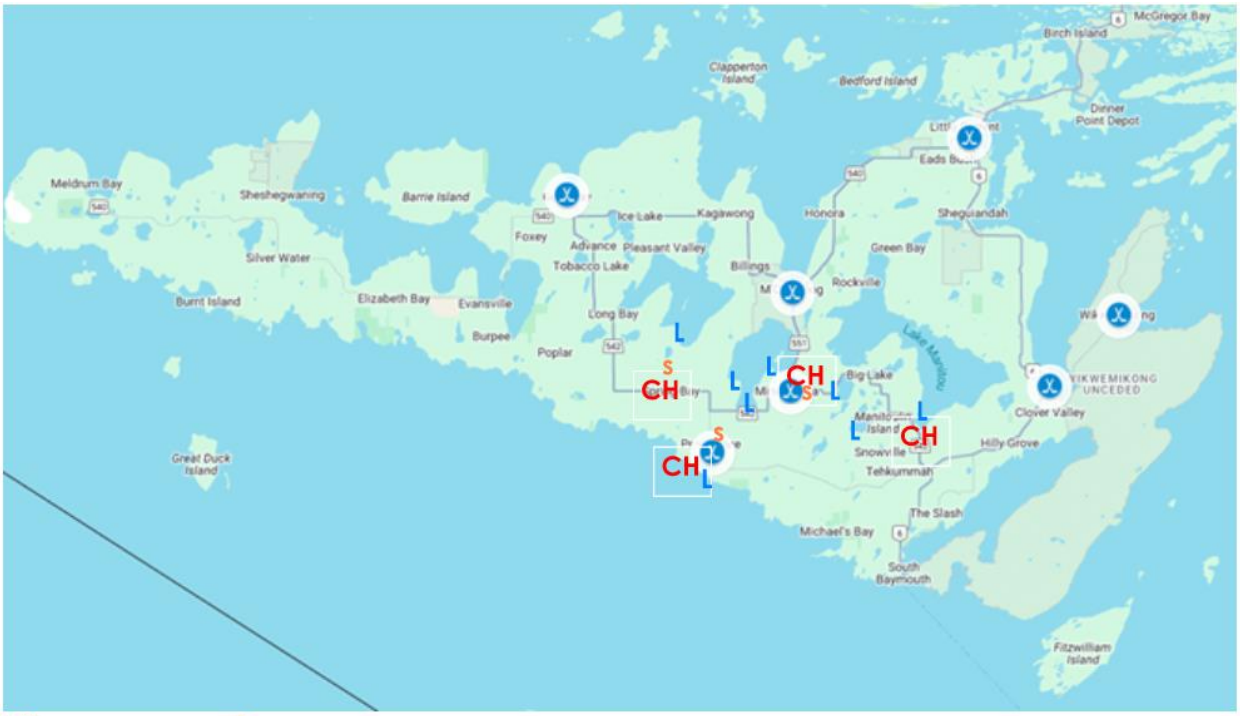
The configuration of the existing spaces does not allow these spaces to support users of changerooms and the ice surface so that they can enjoy the use of the facility. Circulation paths that link the changeroom and the ice surface conflict with spectator and lobby spaces. The crossover creates areas where conflict and injury can occur given the nature of the sport and the equipment used. In addition, spaces are not configured to accommodate spectators and provide a meaningful connection between spectator areas and the ice surface for viewing. The age and nature of construction does not provide or permit a good visual connection between the lobby / spectator spaces and the playing surface at the ice pad. The resulting configuration does not provide a contemporary user arena experience.

.4 Community Halls, Sports Fields, Water Access Points

There are a number of community halls, sports fields and water access points with the Municipality of Central Manitoulin. The focus of the study was to review the existing community halls. Each of the following halls was visited and reviewed as part of the work.

hall name	gross floor area (sf)	year of construction	condition	scheduled repairs costs (10 year)
Providence Bay Community Hall	7,225sf	1965, 1978	poor - Jan 2024	$0.947M
Mindemoya Community Hall	8,300sf	1950	good* – Jan 2022 (*based on repairs only)	$0.191M repairs* $0.248M boilers $0.650M bf access
Sandfield Hall	1,900sf	2010	good – Jan 2023	$12,000
Spring Bay Hall	1,600sf	1964	excellent – Jan 2023	$10,500
	19,025sf			**$2.06M**

Exhibit. Current Supply of Community Halls, Sports Fields + Water Access Points in Central Manitoulin



.5 Community Halls – Standards of Provisions + Utilization Rates

The community halls are generally in good condition but have common conditions and deficiency challenges that include the following.

1. Systems will age rapidly. Construction materials and methods are generally the most economical residential type. As a result, these systems and subject rapid deterioration and wear and do not provide durable or long-life outcomes when compared directly to more robust commercial or institutions building components and systems.
2. All of the halls have building envelop that do not comply with current energy efficiency requirements described by the OBC. As a result, these places are less comfortable to occupant and cost more to operate each year.
3. HVAC systems generally not energy efficient and do not provide adequate fresh air as required by the OBC.
4. Generally, the halls do not contain fire alarm systems that would detect fires or unsafe conditions and provide early warning to occupants. The OBC requires fire alarm systems in building of Assembly occupancy where a school / daycare use accommodates 40 or more children, or other assembly uses that accommodates more than 150 persons.

.6 Community Halls - Functional Characteristics

The community halls have common functional deficiencies that include the following.

1. Hall have varying degrees of barrier free accessibility at entrances, washroom counters, kitchens, stages, fountains, etc. In all cases, there are items that do support OBC accessible requirements, best practices and increased demands from user groups.
2. There is a significant lack of storage spaces required to support the numerous user groups that rent / use the community halls.
3. Hall are separated by significant distances. Staff operations are challenging as a result as a significant amount of time is spent travelling between halls to provide access, lock / secure facilities, maintain infrastructure, etc.
4. The Providence Bay Community Hall is the Emergency Evacuation Centre for the facility. It is designed to accommodate less than 250 persons and provide adequate space to accommodate displacement persons as a result of an emergency event in the community. The facility provides accessible spaces for food preparation, washrooms, cots for overnight accommodation, has a back up generator and enhanced communication systems. In the event the Providence Bay Hall is closed are repurposed, consideration must be given to relocating this function to address sequential construction and final location within the community.
5. The existing halls cannot accommodate large, special events for 500-1000 persons.

5 utilization rates

.1 Introduction

A desired utilization rate for ice pads in the community is between 70-90% of the prime-time availability. A new facility will achieve this prime-time utilization.

Utilization rate analysis of community halls is not a relevant metric in rural municipalities.

.2 Utilization: Providence Bay War Memorial Community Arena (Providence Bay Arena)

The winter operating season at the Providence Bay Arena is from December to March.
The arena is operational 82 hours per week, 6 days a week (closed on Monday).
Based on a typical week's schedule, provided by the Municipality, ice is rented/used from 8am to 11pm (as shown below). The Municipality offers ice rental time and recreational programing at the Providence Bay Arena (including learn to skate, sponge puck and public skating. Regular user groups include Mixed Hockey and Devar Hockey. The initial analysis focused on the typical week schedule. Based on that schedule, Prime Time was estimated at 50 hours per week. As the schedule below shows on a typical week the arena is used for municipal programs on Saturdays and rented on weekday evening.

Exhibit. Providence Bay Arena Utilization Based on a Typical Week's Schedule

	Hours Booked	Total Available Prime Time Hours	
Typical Week (All Hours)	7.5	82	**9%**
Typical Week Prime Time	7.5	50	**15%**

SPM, Data Source: Municipality of Central Manitoulin, 2023 and 2024.

In addition to regular rentals, the Providence Bay Arena has hosted special events, including the Pearson Brother Memorial, the Bradly McAllister sportsman 4 on 4 hockey, tournaments, etc.
The typical week may not include some of the less regular ice rentals and these events.
Ice utilization was further analyzed based on the number of rented hours in 2023 and 2024, provided by the Municipality of Central Manitoulin.
The data was estimated based on the 13-week period (December to March) in 2023 and 2024.
The majority of bookings were during Prime-Time hours, and municipal programs are offered on Sunday (Prime Time Hours).
Adding all rentals, including special events, and municipal programs resulted in the following estimates.
The resulting overall ice utilization was estimated at 14% of total available hours in 2024 and at 17% of total available hours in 2024.
The resulting Prime Time utilization was estimated at 25% of total available hours in 2024 and at 29% of total available hours in 2024.

The utilization is shown in the table below.

Exhibit. Providence Bay Arena Utilization, December -March, 2023 and 2024

	Hours Booked	Total Available Hours		Assumptions
2023	151	1,066	**14%**	All Hours (82hrs/week)
2024	183	1,066	**17%**	
Prime Time	**Booked PT Hrs**	**Total PT Hrs**		
2023 PT	162	650	**25%**	PT (50hrs/week)
2024 PT	191	650	**29%**	

Prime Time Hours (4pm-11pm+Saturday): **50 hrs / week**

Booked: 7.5 hours

Prime Time Est. 15%

Providence Bay Arena Ice Schedule 2023/24

Sunday	Monday	Tuesday	Wednesday	Thursday	Friday	Saturday
	CLOSED					
SPRC Learn to Skate 12-1:00	CLOSED					
SPRC Public Skate 1:00 - 3:00	CLOSED					
SPRC Sponge Puck 3-5:00	CLOSED					
	CLOSED					
	CLOSED	Mixed Hockey 8:00 - 9:00 PM		Dewar Hockey 8:30 - 10:00 PM		
	CLOSED					

Hours of operations	8am-11pm		8am-11pm	8am-11pm	8am-1pm / 4- 11pm	8am-11pm	8am-11pm	TOTAL
HOURS of available ice time	14	CLOSED	14	14	11	14	14	82
HOURS of Rented ice time	5		1	0	1.5	0	0	7.5
Unused Ice Time	9		13	14	12	14	14	76

Note: Thursday - ice maintenance day/equipment blade changes - required 3 hours to complete
SPM Note: The above utilization estimate is based on the typical schedule provided above.

.3 Utilization: J.H. Burt Memorial Arena in Mindemoya (Mindemoya Arena)

The winter operating season at the JH Burt Memorial Arena is from the first week in November until the beginning of March.
The Mindemoya Arena is operational 78 hours per week, 6 days a week (closed on Sunday and closes at 6pm on Saturday).
Based on a typical week's schedule, provided by the Municipality, ice is rented/used from 9am to 10pm. (The schedule is provided below).
The Municipality offers ice rental time and recreational programing at the Mindemoya Arena (including learn to skate, sponge puck and public skating).
Regular user groups include Minor Hockey, Lakers Hockey, and Hackers Hockey at the Mindemoya Arena.
The initial analysis focused on the typical week schedule provided by the Municipality of Central Manitoulin.
Based on the typical week schedule, Prime Time was estimated at 44 hours per week.
As the schedule below shows on a typical week the arena is used for municipal programs on Saturdays and rented on weekday evening.
Based on a typical week at the Mindemoya Arena the level of utilization was estimated at 29% of total available hours and 51% of Prime-Time hours.

Exhibit. Providence Bay Arena Utilization Based on a Typical Week's Schedule

	Hours Booked	Total Available Prime Time Hours	
Typical Week (All Hours)	22.5	78	**29%**
Typical Week Prime Time	22.5	44	**51%**

SPM, Data Source: Municipality of Central Manitoulin, 2023 and 2024.

Next, the ice utilization was analyzed based on the rented hours in 2023 and 2024, provided by the Municipality of Central Manitoulin.
The rental hours were summed up with the municipal programming hours.
The majority of bookings and municipal programs were during Prime-Time hours.
The estimates were based on a 17 week-period (November to March) in 2023 and 2024, when the arena was operational.
The resulting overall ice utilization was estimated at 27% of total available hours in 2024 and at 25% of total available hours in 2024.
The resulting Prime Time utilization was estimated at 44% of total available hours in 2023 and at 41% of total available hours in 2023.
The utilization is shown in the table below.

Exhibit. Providence Bay Arena Utilization, December-March, 2023 and 2024

Total Hours	Hours Booked	Total Available Hours		
2023	363	1,326	**27%**	All Hours (82hrs/week)
2024	334.5	1,326	**25%**	
Prime Time	**Booked PT Hrs**	**Total PT Hrs**		
2023 PT	331	748	**44%**	PT (44hrs/week)
2024 PT	305	748	**41%**	

SPM, Data Source: Municipality of Central Manitoulin, 2023 and 2024.

Mindemoya Arena: Typical Week Ice Schedule

Prime Time Hrs (4-10pm + Saturday):
44 hrs /week

Hours Booked:
Minor hockey – 17 hrs / week
Other uses – 5.5 hrs (Saturday) / week

TOTAL: 22.5

Prime Time Est. 51%

Sunday	Monday	Tuesday	Wednesday	Thursday	Friday
CLOSED	Ice for rent 4:10-5:30 pm	Ice for rent 4:10-5:30 pm		Ice for rent 4:10-5:30 pm	Ice for rent 4:10-5:30 pm
CLOSED	Ice for rent 5:40-6:30 pm	Ice for rent 5:40-6:30 pm		Ice for rent 5:40-6:30 pm	Ice for rent 5:40-6:30 pm
	MINDEMOYA THUNDER MINOR HOCKEY				
CLOSED	U15 Practice 6:40 - 8:00 PM	U11 GAME 6:40 - 8:00 PM	U7 Game 6:00 - 7:00 PM	U11 Practice 6:40 - 8:00 PM	U15 Game 6:40 - 8:00 PM
CLOSED	U18 Practice 8:10 - 9:30 PM	U13 GAME 8:10 - 9:30 PM	U9 Game 7:10 - 8:30 PM	U13 Practice 8:10 - 9:30 PM	U18 Game 8:10 - 9:30 PM
CLOSED			Hackers 8:40-10:00		

Saturday
Ice for rent 9:10-10:00 am
Mindemoya Thunder U9 Practice 10:10-11:30am
U7 11:40 - 12:30 Pm
Ice for rent 1:00-2:00 pm
Municipal sponsored Recreation Program
Sponge Puck 2:00 -3:00 pm
Family Skating 3:00 - 4:30 pm
Ice for rent 4:30-5:30 pm
Arena Closed 6pm

.4 Utilization: Community Halls
Utilization of community hall is low, but not a key metric in deteriming the value of these facilties. The survey and community consultation have indicated that there are many groups, organizations, community members that actively use these facilties. **Developing enhanced recreational programming and a contemporary fee strategy to activate these facilties is required.**

6 financial operations review

The following table indicates the extent of yearly losses resulting from the operation of the arena and 3 of the community halls noted below. Scheduled capital projects related to each of the facilities are not included in the summary below.

Facility	Revenue 2025	Total O&M Costs incl. Labour	Deficit 2025
Providence Bay Arena	$11,957	$128,985	-$117,028
Mindemoya Arena	$30,922	$143,360	-$112,438
All Arenas	$42,879	$272,345	-$229,466
Mindemoya Community Hall	$26,403	$71,860	-$45,457
Province Bay Community Hall	$3,200	$45,380	-$42,180
Spring Bay Community Hall	$2,138	$41,500	-$39,363
Sandfield Community Hall	$2,100 *	$40,000 *	-$37,900 *
All Halls	$33,841	$198,740	-$164,900
Totals	**$76,720**	**$471,085**	**-$394,366**

* Estimated 2026 budgets.

operational realities:
There are numerous operational challenges at the existing arenas including the following.

1 Spring site drainage runs into the building at the north end of the arena. The water floods the north end of the arena, ruining the artificial ice within the arena, overwhelming the cooling system capacity. The end result is the ice must be removed from the building, ending the skating season.
2 The building envelop does not provide adequate thermal separation from the exterior. When conditions warm during the shoulder seasons the ice plant is unable to keep the slab cold enough to maintain the ice pad. The result is a shorten season, dependant on cold exterior temperatures
3 Demand for ice during primetime is low. As noted in sections 5.2 and 5.3 utilization rates are extremely low for both arenas. Where optimum utilization rates are 75%+ of primetime, the utilization rate for Mindemoya is 15% and Providence Bay is 51% of primetime.
4 Rental rates are low. Where costs per hours of arena time is Sudbury is $100-235/hr, costs to rent the ice in Mindemoya or Providence Bay is much lower, typically between $50-75/hr.
5 Distance between the facilities and limited staffing makes it difficult to operate both facilities effectively. A significant amount of 'dead' time is spent travelling between venues to operate facility given limited utilization.
6 Limited dressing room number, size and support aspects – i.e., showers, washrooms, make conditions challenging in normal usage and especially when tournament play presents additional program demands as a result of more players, more teams and continuous use.
7 Limited lobby, spectator, concession and washroom spaces challenge the viability of accommodating tournament plan because the spaces cannot handle the volumes of people present at the events.

These functional challenges related to the maintenance of the ice surface, low demand for use, low rental rates, distance between venues and limited staffing makes operating the arenas a significant challenge for the municipality and contributes to yearly operating losses.

7 public engagement

.1 Public Survey

An online public survey was held on April 29 – May 31, 2025. Out of total 322 survey participants 83% (n=268) were Central Manitoulin residents, and the remaining 17% (n=54) were visitors to Central Manitoulin from other Manitoulin Island municipalities and Greater Sudbury.
Survey participants from Central Manitoulin were from Mindemoya (46%), Spring Bay (24%) and Providence Bay (15%), Big Lake (9%), Sandfield and other combined (7%), as shown below.

Exhibit #: Survey Participants from Central Manitoulin

ANSWER CHOICES	RESPONSES, %	RESPONSES, Counts
Mindemoya	46%	121
Spring Bay	24%	63
Providence Bay	15%	40
Big Lake	9%	24
Sandfield	4%	11
Other	3%	9
TOTAL		268

Source: Sierra Planning and Management

Key findings from the survey include the following statements.

1 The majority of survey respondents (83%) live in Central Manitoulin were year around residents (93%) and were property owners (85%)
2 Taken together survey participants' households comprise 1,056 persons. Most of the respondents were adults (47%) between the ages of 18-64.
3 Almost all (95%) of the respondent to the survey confirmed members of their household used municipal recreational facilities.
4 When asked about their levels of satisfaction, respondents confirmed that they were generally satisfied with outdoor municipal recreation facilities, community halls and museums
5 The public survey indicates the level of satisfaction at Mindemoya and Providence Bay Arenas were generally poor; users were unsatisfied with the quality of amenities and support systems.
6 The majority of survey respondents (52%) agreed that a future replacement arena should be planned and an additional 14% were undecided.
7 When asked about their preference on future planning option 50% of respondents supported a new facility or a new facility in partnership with others. Another 34% of respondents sought to maintain one of the existing facility or invest in both existing facilities.
8 Respondents (63%) were supportive of a partnership but only if it created a facility in Central Manitoulin. If located outside the municipality support dropped to 36%.
9 When asked what the top five investments priorities were for the next ten years, investments in the existing arena narrowly outranked a new arena option.

Additional data from the survey can be found in Appendix A.

.2 Public Engagement Sessions

In person community engagement sessions were held in Providence Bay on 2025 04 09 and in Mindemoya on 2025 05 07. Each session was attended by approximately 50-60 community members, Municipality of Central Manitoulin staff and led by members of the project consulting team.

From the in-person public engagement and the public surveys a wealth of information was gathered. The input ranged from detailed observations to broader expressions of future goals. For the purposes of this report, the authors have assembled the findings into two significant themes.

Celebrate + Focus: residents are very proud of their regional amenities and unique setting in Ontario. They seek a strategy that celebrates the quality of life in this area by focusing best use of existing infrastructure and maximizing the assets of the natural environment.

Challenges: the opportunity for public input allows everyone to contribute meaningful observations on the challenges they see in the current delivery of recreational and cultural services.

The analysis of programming, growth and goals in sections 9 to 13 will help bridge the gap between these two streams of public input.

celebrate + focus

- Tourism is extensive – how can the municipality promote, facilitate and develop revenue streams from seasonal visitors that come to the community? Could the tourist season be extended to be through all seasons?

- A place where deep maple forests, sand dune beaches, rolling fields of corn, sparkling turquoise lakes meet. Where community activities open doors to unique landscapes and recreational opportunities.

- Largest recreation asset is our lakes; that range from the big water of Lake Huron to the turquoise waters of Lake Mindemoya, sand dune beaches, multiple lake access points.
- Extensive existing indoor and outdoor recreational infrastructure; arenas, hall, parks, performance venue. museum, discovery centre, etc. are embedded in locations throughout the municipality.
- Festival and concert venue culture is active and dynamic – how can the municipality support this vibrant event-based scene.
    - concert series – blue grass in the country, sunset music series
    - Providence Bay Agricultural Fair
    - fall fair
    - craft show / market – summer / fall
    - tournaments; hockey, baseball
    - homecoming weekend+ ribfest
    - wild west show
    - flower show
    - horse show?
- Facilities have a strong community use, support, memory and legacy that springs from historic construction, repair and use events.
- Celebrate the people, culture, memories of the community.
- Small venue community halls support events like the following.
    - stag and dows
    - weddings
    - celebration of life events / funerals
    - potluck dinners
    - exercise classes, yoga
    - various activity + service groups meetings
    - marshal arts classes
    - quilters' guild
    - horticultural society

- A growing cycling culture has been established in the community and seeks ways to grow.
- Museums – Holds, records and displays the community's cultural history and memories.
- Discovery Centre – Promotes and displays unique aspects of the beach landscape / biology to the public.
- Ball Fields – a sports venue that support yearly tournaments and weekly games, league play for youth and adults.

challenges

- Need a Providence Bay masterplan to address functional needs, repairs / expansion of boardwalk, ensuring board walk is barrier free accessible, washrooms, beach clean up, addition of other desired infrastructure, links to community, housing, hotels, campgrounds.
- Can facility rental procedures and requirements be streamlined? Consider cost, insurance, booking procedures, scheduling, maintenance, operations.
- Deferred costs of maintenance / required / emergency repairs of infrastructure are significant – especially at arenas. Values indicate some facilities are prohibitive to repair.
- Limited opportunities for tourist / public to get on the water via; sailing, other windsports, other watercraft; paddle boards, kayaks, canoes.
- Arena
    - Ice surface sizes are too small and don't meet standard size of 200'x85'. Providence Bay is 40% smaller, Mindemoya is 23% smaller. The faster game (i.e., ages 16/17) in smaller playing surfaces leads to more incidental contact and conflict.
    - Changeroom are too small, no showers in changeroom at Mindemoya.

- Community memory, cultural equity in the facilities versus economic/functional reality of the aging infrastructure. How to balance facility repair versus facility renewal / replacement. What legacy elements can be used to facilitate renewal where required?
- The community needs other recreational opportunities other than hockey – what are the options and where are venues for the following.
    - soccer
    - football
    - basketball
    - skateboarding, scooters, bikes
    - trail running / nordic skiing – skate + traditional
    - snowshoeing
    - climbing
    - ice fishing
    - horse riding
- Tourist season overwhelms existing recreational infrastructure making venues inaccessible.
- How can tourist season be extended until the end of September? How could a fall / winter tourist season be promoted?
- Need more places for people to stay in Providence Bay – finding accommodation to support concerts and events is a problem
- No park in Spring Bay!
- No indoor pool in the community – how do we get one?
- Many of the facilities are not barrier free accessible, entrances, interior paths, floor levels, washrooms, kitchens.
- How can trails be planned through the community for snowmobiles, quads, motocross bikes, mountain biking, road bikes, hiking, walking. What infrastructure needs to be established to support these new recreational activities; rain / shade shelters, washrooms, bottle filling stations, trail mapping, wayfinding signage, garbage containers.
- Diverse demographics and needs; retirees, tourists, young families make diverse community that demands a variety of recreational perspectives.
- No pickle ball venues in community – need lines and nets to adjust tennis courts – could building a program very easily.
- All lakes in the community are not accessible via public beach and boat launches – review and confirm same.
- Lake water quality is dropping and endangering the public. A water quality management plan is not in place for community lakes.
- Storage space demanded by community groups is challenging and generally unavailable.

- Museums – do not have enough display space for curated items.
- Ball Field venue is Mindemoya needs support space including – accessible washrooms, tournament organizational / banquet spaces, equipment storage spaces.
- No space available for Christmas Market?
- What is strategy for emergency planning? What venue is used (province bay arena)?
- How can a long term recreational strategy focusses on the following.
    - barrier free accessibility
    - emergency preparedness
    - continuity of recreational services
    - promotion of mental and physic health of the community
    - developing a broad range of four-season recreational opportunities for the community

- Usage rates of arena are low and do not appear to justify the operation of two ice pads. Other facilities have variable usage rates that are also low. What impact does usage, facility location, operating cost have – should some facilities be abandoned to focus resources.

- What is the financial plan for the development of new recreational infrastructure? How can new facilities be funded and operated in a sustainable way?

- Current operations of all venues are challenging and unsustainable.
    - New booking systems are in process to streamline online booking / insurance requirements for the public and staff.
    - Numerous facilities, travel distance and limited staff make operating facilities difficult with current resources.
    - Rental rates are low. A strategic approach to user fees needs to be developed. A broad assessment of cost recovery would guide development of a comprehensive rental rate schedule and the design of the grant program for qualifying user groups.

8 existing recreational programming

Existing recreational programming is supported in arenas located in Providence Bay + Mindemoya and four community halls located in Mindemoya, Sandfield, Spring Bay and Providence Bay. This commentary is not inclusive of programming / infrastructure of other recreational facility type – sports fields, museum, interpretive centres, water access points, etc.

The six facilities; arenas (2) and the community halls (4) offer approximately 63,800gsf of program area at 5 different sites. Most of the recreational programming is completed by community groups. The group types range widely and include the following.

- Service Clubs – Lions Clubs of Central Manitoulin, Providence Bay / Spring Bay
- Mindemoya Hospital Auxiliary
- Big Lake Community Association
- Manitou Merry Makers
- Central Manitoulin Historical Society
- Welcome Centre
- Providence Bay / Spring Bay Rec Committee
- Mindemoya + Providence Bay Curling Clubs
- Freshwater Community Church
- St Francis of Assisi Anglican Church
- Trinity United Church
- Our Lady of Canada Roman Catholic Church
- Spring Bay Pentecostal Church
- Providence Bay Community of Christ
- Mindemoya Thunder Minor Hockey
- Lakers Sportsman Hockey
- Hackers Hockey
- Olde Timers Hockey
- Darren Dewar Mens Hockey
- Eurche Clubs (3)
- Manitoulin Fine Arts Association
- Prov Fair Board/Prov Ag Society
- Manitoulin Family Resources
- Manitoulin Nature Club
- Central Manitoulin Public School
- Manitoulin Secondary School
- Campbell Horticulture Society
- Twilight Club Quilting
- Quilters Guild
- Tai Chi
- Manitoulin Family Resources
- MFR - Food Security Programs
- Mindemoya Youth Softball Tournament
- Kids Baseball
- Twilight Club
- Big Lake Women's Institute
- Bluegrass in the Country
- Public Health
- Adult Mixed Ball
- Pearson Cup
- Manitoulin Island Cycling Advocates – Passage Ride

- Pickle Ball Group
- Tae Kwon Doe
- Mom and Tot's Group
- Friends of Mindemoya Old School
- Noojmowin-Teg Wellness
- Line Dancing
- Canada Day - DC
- Trails Committee
- Discovery Centre Board
- Providence Bay Community Centre Board
- Beautification Committee
- Council Sub-Committees and Board
- The Sunset Music Series

Recreational programming developed by the municipality is much more limited and includes the following.

- Ice Skating – Community programming / free skating is scheduled during the winter season at both arenas. Enhanced programming is provided during the Christmas season and Mark Break.
- Swimming Lessons – Swimming lessons at beaches at Lake Mindemoya are provided in July and August of each year.
- Kids Summer Fun Program – A kids' activity program, for ages 5 and up, runs 40 hours / week for the months of July and August.
- Seniors Exercise Class – A 1 hour exercise class than is run twice weekly.
- Seniors Knowledge Sharing – A program for seniors that runs 2-hour sessions twice a month.
- Seniors Chair Yoga – A yoga program that runs a 1-hour session weekly.
- Senior Drop-in Sessions - Social programming that runs 2-hour sessions, weekly.

Additional programming by the municipality is underway.

Ther is significant room to develop new, creative programming aligned with community needs. A expanded programming team will be required to lead the development of new recreational programming for the proposed MURC. A new facility will require active recreational programming / programmers to operate, manage and activate spaces in the building.

Survey results and community consultation indicate that community demand for enhance recreational programming is present. Addressing this demand, creating new, unique recreational program for residents and tourists is a significant and important economic development strategy. New programs, facilities, and venues will attract and retain users and residents to the community.

9 expected growth / renewal / programming goals

Despite the extensive list noted in the previous section, the ability to accommodate active / passive programming (fitness spaces for example) is very low in the community.

As demonstrated in previous sections,

- **the community is growing,**
- **the population is aging,**
- **existing spaces / buildings require significant renewal,**
- **there is a significant tourist population seasonally.**

New spaces and space adjacencies are required to support growth.

More demand for program activity should be expected as facilities are renewed and new spaces provided to host activities previously impossible to accommodate or provide to the community.

Current recreation innovation demonstrate synergies between varying types of activity indoor and outdoor activity spaces supported by common / shared support spaces; lobby, café , changerooms, storage, parking, etc. The resulting facility is multi-use, accessible, sustainable, four season, inclusive and accommodate a wide variety of functions events with varying degrees of accommodating simultaneous events. The result is an active, public community hub animated by a variety of ages, activities and programs.

This facility type is a magnet for a wide demographic of users.

The site and facility are also a magnet for program (facility) growth over time. Common additional functional programs often include an aquatics facility, a library, childcare, before / after school youth programs, outdoor rinks, skate paths, walking, hiking, ski trails and of course sports fields.

The recommended programming goals include the following.

- Provide flexible indoor play spaces that can accommodate an ice pad, pickle ball, and supported with dressing rooms for multiple teams, officials, etc.
- Develop supporting administration spaces for staff required to operate the facility.
- Provide fitness facilities, changing rooms, fitness spaces with work-out equipment.
- Provide multipurpose spaces that support active and passive program activities.
- Provide gymnasium spaces for basketball, pickle ball, volleyball, badminton, dry land training.
- Provide indoor track facilities to support fitness and dryland training programs.
- Develop storage spaces for community groups.
- Develop public spaces; lobby, spectator viewing, café to support passive participation in events and activities.
- Develop a community hall with storage, server spaces that can support dining and special events.
- Develop a series of flexible spaces that will support multiple events happening simultaneously at the facility; a hockey games at the ice pad, a club programming in the multipurpose rooms, youth league games of basketball or senior league pickle ball in the gym, individual fitness activities in the fitness room, a team completing dryland training on the indoor track, spectators viewing events at the facility.
- Develop a series of spaces that accommodate special events (i.e., receptions, dinners, a fall/Christmas /spring / summer fair, and sporting tournaments (i.e. baseball, hockey, basketball, etc.).
- Develop the facility as a hub central to and / or immediately adjacent to active outdoors recreational activities, i.e., playing field, trails, playgrounds, park spaces.

10 infrastructure renewal options

.1 assumptions

The summarized findings of the public engagement were tested and filtered through an analysis of existing programming, growth, operational realities, and future programming goals. The goal was to find possibilities that would address public aspirations and can be supported by actual metrics and data.

The following infrastructure renewal options emerged from this work and discussions with staff and council. They were carefully tailored to offer different programming possibilities at a range of investment levels and time frames.

Finally, the report identifies recreational programming goals and seeks to achieve these goals by recommending options for new recreational infrastructure renewal options related to the arenas and articulates financial paths to achieve these options. Each of the options assumes the following.

- Providence Bay Arena
  Close Providence Bay Arena and direct funds that support operation to new centralized arena + multipurpose spaces in Mindemoya.

- Community Halls
  Complete a detailed review of all recreational programming at the community halls. Create, expand and enhance programming at these locations to align with community needs and groups. Review and adjust user fees to balance cost recovery and municipal contributions to operations.

- Other Recreational Facilities
  Manage facilities to be cost neutral. Operating costs shall not generally exceed user fees.

- The proposed recreational facility shall be focused in Mindemoya, a community central to the municipality at site of the Municipal Offices, Ball Fields, Library, Old School House and the existing Arena, 6020 Highway 542.

Mindemoya Arena Options
The following options explore a range of alternatives: from renovating and expanding the existing arena to working with other municipalities / first nations to partner in the development of a joint project.

- It is assumed that user fees will be increased to industry standard levels.
- Multipurpose programming: flexible meeting / activities / fitness spaces, gyms, indoor track are included in all but one option and will strengthen this new recreational hub located in the centre of the community.
- Redevelopment of the arena in Mindemoya assumes that additional land will be acquired at the existing arena site to accommodate the work described without having to remove the School House, Mindemoya Community Hall, Municipal Building or existing ball fields.

Doing nothing, i.e., only maintaining the existing arena in Mindemoya is an unreasonable and damaging community strategy because of the number of repairs required to maintain the building and the poor functional qualities of the existing building. Even with repairs the facility could not reasonably provide the expected sizes, capacities and qualities required by the community.

mindemoya arena options
Five options were review during the study. Preliminary programming, costing and concept plans were developed for each as part of a high-level review. The five options included the following approaches.

- renovated arena with multipurpose expansion.

- new arena with multipurpose spaces
- new phased multipurpose spaces + arena replacement
- new partnerships create new multi-use recreation centre (murc) at a new site.
- new arena without multipurpose spaces

The following pages articulated characteristics of each of the options.

The approach preferred by Council was a **new partnership model that creates new multi-use recreation centre (murc) at a new site**. This approach would combine resources of 2 – 5 partners and would provide an exceptional, enhanced recreation program, and could be located central to the partners communities.

While Council was pursing partners to support the preferred option, it was requested that the **'new arena with multipurpose spaces'** be developed to articulate the idea in at the Mindemoya site.

The next section of the report refines the concept in more detail. Exploration of this concept was requested because it delivered comprehensive programming for ice pad and multipurpose functions that would significantly enhance and attract community activities and the approach could easily be expanded / modified to suite the partnership model if and when a viable partners memorandum of understanding MOU was struck.

.1 renovated arena with multipurpose expansion.

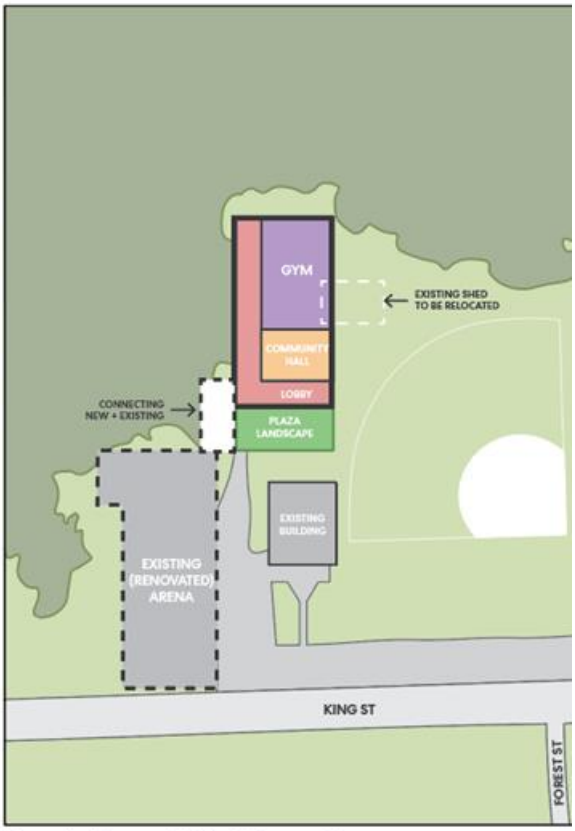
Complete a renovation of the existing arena. Work scope shall include the renovation of the existing 24,400sf arena and the addition of 35,600 sf. **Total gross floor area of the project is estimated at 60,000sf.** The work shall be extensive and generally include the following aspects.

- Provide a new building envelope; roof, wall, windows, doors; to upgrade the assemblies to current OBC minimum standards.
- Provide new finishes throughout the building.
- Repair, reinforce existing foundation system and superstructure where required.
- Provide new ice plant and floor assembly at ice surface, size remain the same (smaller than nhl size)
- Renovate the site to divert storm water from the building.
- Upgrade and replace existing mechanical and electrical systems; plumbing, hvac, fire protection, lighting, power, communications, security.
- Provide new supporting spaces; public viewing, dressing rooms, public washrooms, administrative offices, maintenance spaces, mechanical, electrical rooms.
- Provide new multipurpose rooms / gym / indoor track.

Project cost for a Renovated Mindemoya Arena is **$52M.**

component	renovated arena with mp expansion		unit rate $/sf	subtotal $
arena level 1	24,430	sf	350	8,550,326
arena level 2-200 seats				
arena level 2- 500 seats	7,000	sf	467	3,271,800
arena level 2- 1000 seats				
gym	9,800	sf	781	7,652,820
track	4,176	sf	781	3,261,038
multi-purpose rooms	2,400	sf	695	1,668,960
admin	3,574	sf	633	2,261,270
lobby	3,000	sf	618	1,852,500
washrooms	1,000	sf	618	617,500
subtotal	**55,380**	**sf**		**29,136,215**
gross up 15%	4,643	sf	685	3,180,113
demolition of existing building				
sitework	60,022	sf	40	2,400,880
total building hard costs	**60,022**	**sf**	**578**	**34,717,207**
soft costs including FF+E, consulting + PM, permitting, legal, accounting - 25%				8,679,302
TOTAL				43,396,509
project contingency - design + costing 15%				6,509,476
project contengency - construction - 5%				2,169,825
GRAND TOTAL			$868	**$52,075,811**

ice surface 176' x 71'



Renovated Arena with Multi-Purpose Room Expansion

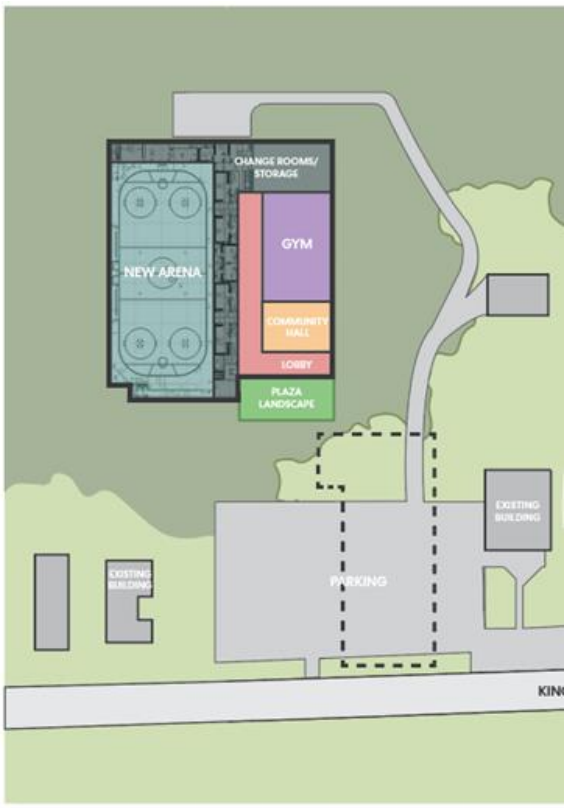
0 30 60 90 120 150 FT N

.2 new arena + multipurpose centre (MURC)

Meet the challenges of offering ice hockey and other programs at Mindemoya Arena through a significant redevelopment program undertaken by the municipality that includes a new NHL sized ice surface, dressing rooms, public viewing spaces for 500 persons, public washrooms, admin, maintenance spaces, gym / multipurpose rooms / indoor track, having an estimated gross floor area of **67,600sf.** Project cost for a new Mindemoya Arena is **$62.1M.**

component	new arena + mp spaces		unit rate $/sf	subtotal $
arena level 1	32,000	sf	467	14,956,800
arena level 2-200 seats				
arena level 2- 500 seats	7,000		467	3,271,800
arena level 2- 1000 seats				
gym	9,800	sf	781	7,652,820
track	4,176	sf	781	3,261,038
multi-purpose rooms	2,400	sf	695	1,668,960
admin	3,574	sf	633	2,261,270
lobby	3,000	sf	618	1,852,500
washrooms	1,000	sf	618	617,500
subtotal	**62,950**	**sf**		**35,542,688**
gross up 15%	4,643	sf	685	3,180,113
demolition of existing building				
sitework	67,593	sf	40	2,703,700
total building hard costs	**67,593**	**sf**	**613**	**41,426,501**
soft costs including FF+E, consulting + PM, permitting, legal, accounting - 25%				10,356,625
TOTAL				51,783,126
project contingency - design + costing 15%				7,767,469
project contengency - construction - 5%				2,589,156
GRAND TOTAL			$919	**$62,139,751**

ice surface 200' x 85'



New Arena + Multi-Purpose Spaces

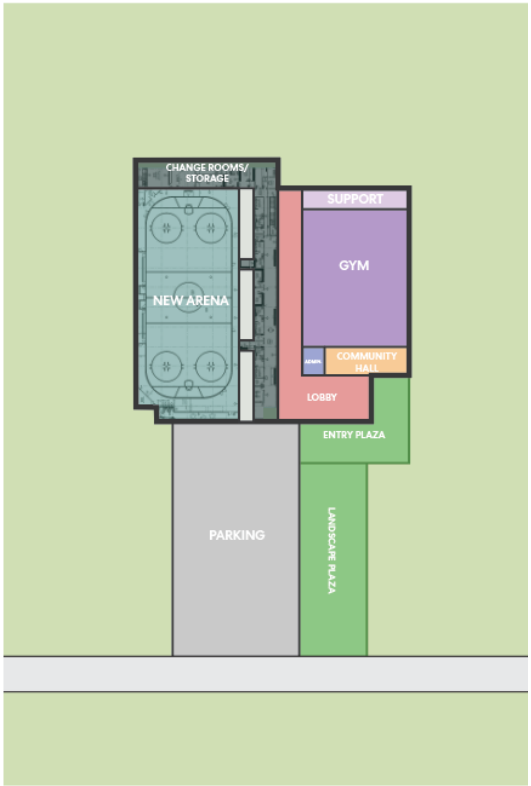
0 30 60 90 120 150 FT N

.3 new partnerships create a new multi-use recreation centre (murc) at a new site

Explore partnerships with one or two other municipal bodies to develop a broader, more ambitious multi use centre that would provide arena programs augmented by other sports, culture and learning services. The program shall include a new NHL sized ice surface, dressing rooms, public viewing spaces for 1000 persons, public washrooms, admin, maintenance spaces, double gym / multipurpose rooms / indoor track, having a gross floor area of 78,200sf.
Project cost for a new multi-use recreation centre is **$71.3M.**

component	new partnership creates a new murc	unit rate $/sf	subtotal $
arena level 1	32,000 sf	467	14,956,800
arena level 2-200 seats			
arena level 2- 500 seats			0
arena level 2- 1000 seats	14,000 sf	467	6,543,600
gym	9,800 sf	781	7,652,820
track	4,176 sf	781	3,261,038
multi-purpose rooms	3,600 sf	695	2,503,440
admin	3,574 sf	633	2,261,270
lobby	4,000 sf	618	2,470,000
washrooms	1,000 sf	618	617,500
subtotal	**72,150 sf**		**40,266,468**
gross up 15%	6,023 sf	685	4,125,413
demolition of existing building			
sitework	78,173 sf	40	3,126,900
total building hard costs	**78,173 sf**	**608**	**47,518,781**
soft costs including FF+E, consulting + PM, permitting, legal, accounting - 25%			11,879,695
TOTAL			59,398,476
project contingency - design + costing 15%			8,909,771
project contengency - construction - 5%			2,969,924
GRAND TOTAL		$912	**$71,278,171**

ice surface 200' x 85'



New Partnerships Create a New Multi Use Rec. Center at a New Site

0 30 60 90 120 160 FT N

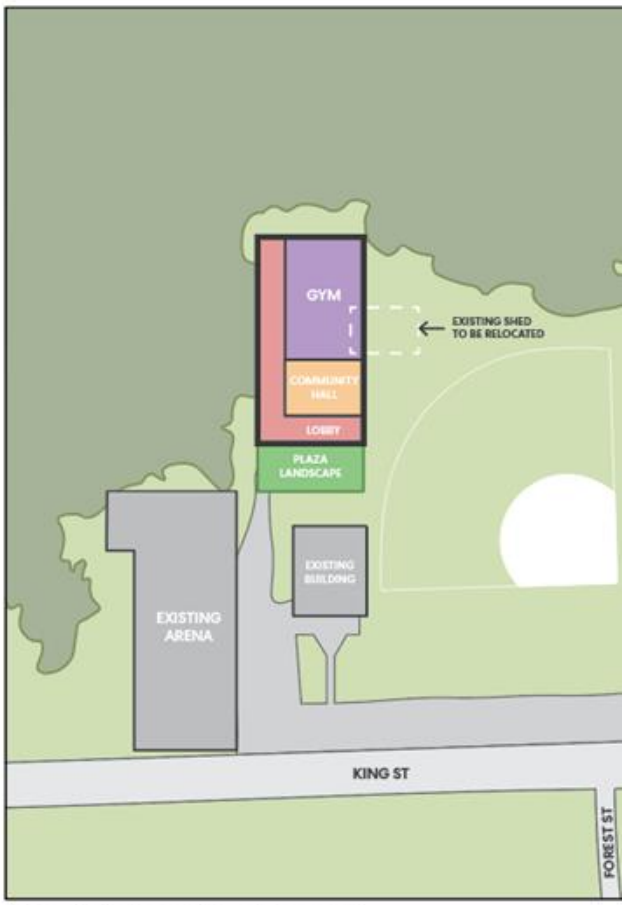
.4 new phased multipurpose spaces + arena replacement

In recognition that Option A and B would require significant investment, this option offers a more measured approach. Begin the upgrade of Mindemoya Arena site through strategic construction of needed space for gathering and activities that support the current arena use. The program elements would include a gym, indoor track, multipurpose rooms, having a gross floor area of **21,600sf .** This would be a master plan approach that would enable the eventual construction of a new single pad arena; and additional **46,000sf** (3550m2).

Project cost for **phase 1 - new multipurpose spaces, is $25.3M.**

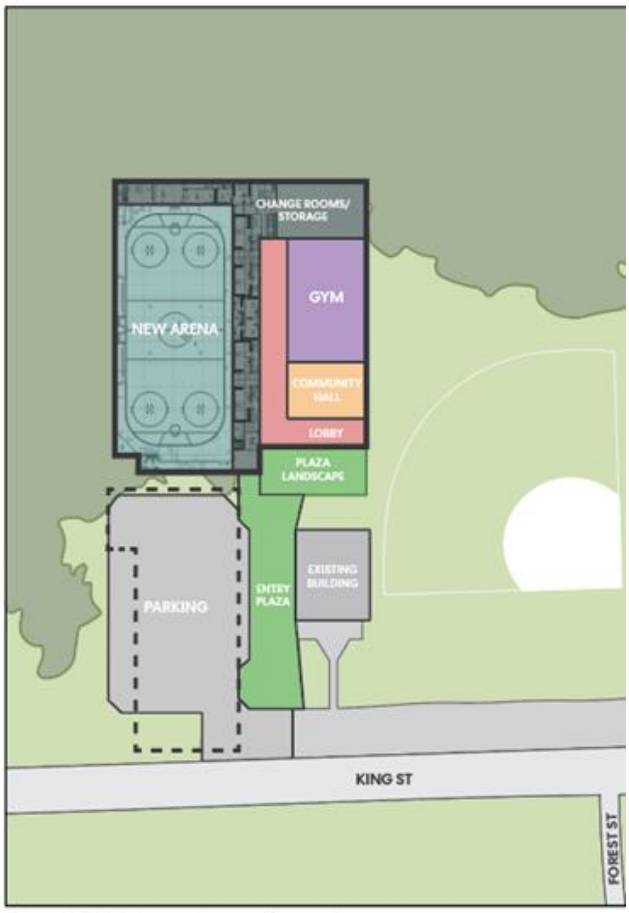
Project costs related to **phase 2, the addition of the ice pad, is dependent when phase 2 is being completed, in 2025 dollars, the project cost is $36.8M.**

component	phase 1 new phased mp spaces + arena replacement		unit rate $/sf	subtotal $	phase 2 new phased mp spaces + arena replacement		unit rate $/sf	subtotal $
arena level 1					32,000	sf	467	14,956,800
arena level 2-200 seats								
arena level 2- 500 seats					7,000	sf	467	3,271,800
arena level 2- 1000 seats								
gym	9,800	sf	781	7,652,820				
track	4,176	sf	781	3,261,038				
multi-purpose rooms	2,400	sf	695	1,668,960				
admin	1,430	sf	633	904,508	2,144	sf	633	1,356,762
lobby		sf		0	3,000	sf	618	1,852,500
washrooms	1,000	sf	618	617,500				
subtotal	**18,806**	**sf**		**14,104,826**	**44,144**	**sf**		**21,437,862**
gross up 15%	2,821	sf	685	1,932,275	1,822	sf	685	1,247,837
demolition of existing building								
sitework	21,626	sf	40	865,058	45,966	sf	40	1,838,642
total building hard costs	**21,626**	**sf**	**782**	**16,902,159**	**45,966**	**sf**	**534**	**24,524,341**
soft costs including FF+E, consulting + PM, permitting, legal, accounting - 25%				4,225,540				6,131,085
TOTAL				21,127,699				30,655,427
project contingency - design + costing 15%				3,169,155				4,598,314
project contengency - construction - 5%				1,056,385				1,532,771
GRAND TOTAL			$1,172	**$25,353,239**			$800	**$36,786,512**
					ice surface 200' x 85'			



Phase 1 Mindemoya Arena Renewal + Replacement

0 30 60 90 120 150 FT N



Phase 2 Mindemoya Arena Renewal + Replacement

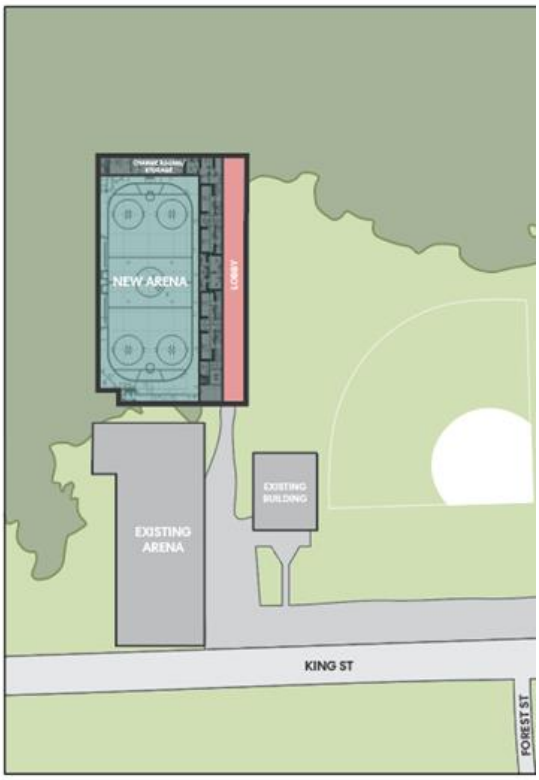
0 30 60 90 120 150 FT N

.5 new arena with minimal support spaces

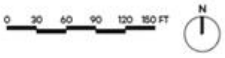
Meet the challenges of offering ice hockey and other programs at Mindemoya Arena through a minimal redevelopment program undertaken by the municipality that includes a new NHL sized ice surface, dressing rooms, public viewing spaces for 200 persons, public washrooms, admin, maintenance spaces, having an estimated gross floor area of **39,200sf.** Project cost for a new Mindemoya Arena with minimal support spaces is **$31M.**

new arena, no mp spaces	unit rate $/sf	subtotal $	**component**
32,000 sf	467	14,956,800	arena level 1
3,500 sf	467	1,635,900	arena level 2-200 seats
			arena level 2- 500 seats
			arena level 2- 1000 seats
0 sf	781	0	gym
0 sf	781	0	track
0 sf	695	0	multi-purpose rooms
500 sf	633	316,350	admin
1,500 sf	618	926,250	lobby
750 sf	618	463,125	washrooms
38,250 sf		**18,298,425**	**subtotal**
938 sf	685	642,188	gross up 15%
24,430 sf	15	366,450	demolition of existing building
34,430 sf	40	1,377,200	sitework
39,188 sf	**528**	**20,684,263**	**total building hard costs**
		5,171,066	soft costs including FF+E, consulting + PM, permitting, legal, accounting - 25%
		25,855,328	TOTAL
		3,878,299	project contingency - design + costing 15%
		1,292,766	project contengency - construction - 5%
	$792	**$31,026,394**	GRAND TOTAL

ice surface 200' x 85'



New Arena with Minimal Support Spaces



.2 Preferred Option Development – a new arena + multi purpose centre (MURC)

.1 functional program

The following section lays out a function program for the facility that act as a starting point for the development of the MURC. It balances the multitude a program venues with passive public spaces and required administrative and support spaces necessary to make the MURC work. Relevant indoor and outdoor spaces are listed and relative size of the spaces identified.

Division / Space Type	SPACE PROGRAM								
	No.	Net Area/Unit (sq.m)	Net Area/Unit (sq.ft)	Net Area (sq.m)	Net Area (sq.ft)	Gross-up Factor	Gross-up Area (Circ, Walls, HVAC, Struct) (sq.ft)	Gross Floor Area (sq.ft)	Comments
Arenas + Support Spaces									
Ice Pad	1	1,579	17,000	1,579	17,000	0.10	1,700	18,700	200' x 85' NHL sized ice pad
Benches Boxes & Apron	1	500	5,382	500	5,382	0.10	538	5,920	
Public Dressing Rooms and Showers	6	75	807	450	4,844	0.10	484	5,328	6 rooms - entry off corridor and flow through to apron - shared shower / WC and interconnected
Multi Purpose Dressing Room	2	38	409	76	818	0.10	82	900	
Referee Dressing Room	2	19	205	38	409	0.10	41	450	with dedicated shower and WC
First Aid Room	1	14	151	14	151	0.10	15	166	
Skater Friendly HC accessible WC	1	10	108	10	108	0.10	11	118	
Ice Resurfacing Room	1	200	2,153	200	2,153	0.10	215	2,368	ice melt pit + 1 zamboni
Sound Booth/AV space	0	7	75	0	0	0.10	0	0	
Arena Administration Office & Control	1	25	269	25	269	0.10	27	296	11 sm for office + 14 sm for control counter
Arena Storage	1	50	538	50	538	0.10	54	592	at corners
Boilers	1	45	484	45	484	0.10	48	533	
Workshop	1	50	538	50	538	0.10	54	592	
Electrical/Comm. Room	1	50	538	50	538	0.10	54	592	
Ground Level Arena Area Totals		2,662	**28,657**	**3,087**	**33,232**		**3,323**	**36,555**	
Spectator Seating Area	1	350	3,767	350	3,767	0.10	377	4,144	Second level above change rooms, 500 individual seats - 5 tiers
Second Level Arena Area Totals		350	**3,767**	**350**	**3,767**		**377**	**4,144**	
Assigned Area Sub-Total		3,012	32,425	**3,437**	**36,999**		**3,700**	**40,699**	
Gross Floor Area Total								**40,699**	

Division / Space Type	SPACE PROGRAM								
	No.	Net Area/Unit (sq.m)	Net Area/Unit (sq.ft)	Net Area (sq.m)	Net Area (sq.ft)	Gross-up Factor	Gross-up Area (Circ, Walls, HVAC, Struct) (sq.ft)	Gross Floor Area (sq.ft)	Comments
Gym and Track									
Gymnasium	1	820	8,823	820	8,823	0.10	882	9,706	
Track	1	450	4,842	450	4,842	0.10	484	5,326	
Fitness Actvity Room - Group Exercise	1	250	2,690	250	2,690	0.10	269	2,959	
Gym Storage	1	66	710	66	710	0.10	71	781	
Assigned Area Sub-Total		1,586	17,065	**1,586**	**17,065**		**1,707**	**18,772**	
Gross Floor Area Total								**18,772**	

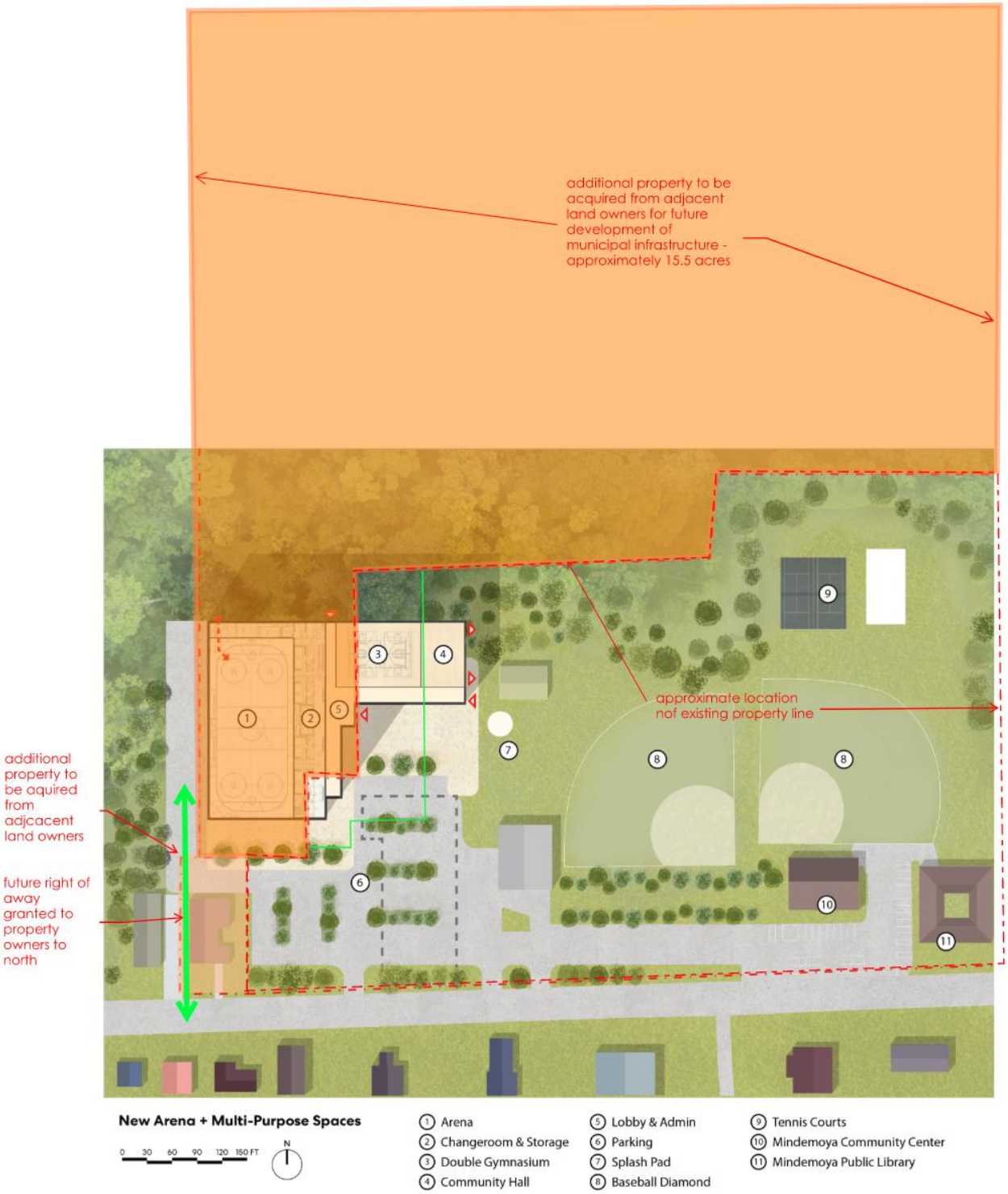
Division / Space Type	SPACE PROGRAM								
	No.	Net Area/Unit (sq.m)	Net Area/Unit (sq.ft)	Net Area (sq.m)	Net Area (sq.ft)	Gross-up Factor	Gross-up Area (Circ, Walls, HVAC, Struct) (sq.ft)	Gross Floor Area (sq.ft)	Comments
Multi Purpose									
Multi-Purpose Room	1	190	2,044	190	2,044	0.20	409	2,453	72 seats - 4 persons per table
Kitchenette / Catering Support	1	100	1,076	100	1,076	0.20	215	1,291	
Multi Purpose Storage	1	100	1,076	100	1,076	0.10	108	1,184	
Assigned Area Sub-Total		390	4,196	**390**	**4,196**		**732**	**4,928**	
Gross Floor Area Total								**4,928**	

Division / Space Type	SPACE PROGRAM								
	No.	Net Area/Unit (sq.m)	Net Area/Unit (sq.ft)	Net Area (sq.m)	Net Area (sq.ft)	Gross-up Factor	Gross-up Area (Circ, Walls, HVAC, Struct) (sq.ft)	Gross Floor Area (sq.ft)	Comments
Support and Amenity Spaces									
Main Lobby / Great Hall	1	300	3,228	300	3,228	0	323	3,551	area for Sports History Wall and Heritage Zones
Reception Counter and support	1	35	377	35	377	0	38	414	Included in Main Lobby - 2 to 3 FTE max 2 work stations + staff area, RFP = 12 sq.m.
Administration Area									
Administration Office Enclosed	2	12	129	24	258	0	26	284	
Work Room /Copy/Lost&Fnd/safe	1	17	183	17	183	0	18	201	
Coordinator Work Stations	2	6	65	12	129	0	13	194	
Facility General Storage	1	20	215	20	215	0	22	237	
Jantiorial Supply Closet	3	5	54	15	161	0	16	178	
IT Server	1	9	97	9	97	0	10	107	
Recycling/Garbage	1	35	377	35	377	0	38	414	
Barrier Free Universal WC	2	10	108	20	215	0	22	237	
Public Washrooms	1	50	538	50	538	0	54	592	
Second Floor Washrooms	1	50	538	50	538	0	54	592	Additional to dedicated BF washrooms on second floor.
Concession	1	40	430	40	430	0	43	473	second level concession to serve seating for rink
Assigned Area Sub-Total		589	6,338	**627**	**6,747**		**675**	**7,473**	
Gross Floor Area Total								**7,473**	

Division / Space Type	SPACE PROGRAM SUMMARY								
	No.	Net Area/Unit (sq.m)	Net Area/Unit (sq.ft)	Net Area (sq.m)	Net Area (sq.ft)	Gross-up Factor (%)	Gross-up Area (Circ, Walls, HVAC, Struct) (sq.ft)	Gross Floor Area (sq.ft)	Comments
Arena and Support Spaces		3,437	36,999	3,437	36,999		3,700	40,699	
Gym and Track		1,586	17,065				1,707	18,772	
Multi Purpose		390	4,196	390	4,196		732	4,928	
Support and Amenity Spaces		627	6,747	627	6,747		675	7,473	
CC Subtotal		***6,040***	***65,008***	***4,454***	***47,942***		***6,813***	***71,872***	
Total Building Gross Floor Area		**6,040**	**65,008**	**4,454**	**47,942**		**6,813**	**71,872**	

.2 concept site plan

A concept site plan has been developed to demonstrate the fit of the MURC on the Mindemoya municipal campus, showing additional land acquisitions and the relationship to existing adjacent buildings and outdoor play spaces.



New Arena + Multi-Purpose Spaces

0 30 60 90 120 150 FT

N

1. Arena
2. Changeroom & Storage
3. Double Gymnasium
4. Community Hall
5. Lobby & Admin
6. Parking
7. Splash Pad
8. Baseball Diamond
9. Tennis Courts
10. Mindemoya Community Center
11. Mindemoya Public Library

.3 project budget

assumptions

- Site acquisition costs are not included.
- It has been assumed that normal geotechnical condition will be present and deep foundation system or other extraordinary site work will not be required as part of the project.

component	new arena + mp spaces		unit rate $/sf	subtotal $
arena level 1	36,555	sf	467	17,085,863
arena level 2- 500 seats	4,144	sf	467	1,936,953
gym	10,487	sf	781	8,189,061
track + fitness	8,285	sf	781	6,469,913
multi-purpose rooms	4,928	sf	695	3,426,987
admin	2,738	sf	633	1,732,598
lobby	3,551	sf	618	2,192,619
washrooms	1,184	sf	618	730,873
subtotal	**71,872**	**sf**		**41,764,867**
demolition of existing building	24,430	sf	15	366,450
sitework	85,951	sf	40	3,438,035
total building hard costs	**71,872**	**sf**	**$634**	**45,569,352**
soft costs including FF+E, consulting + PM, permitting, legal, accounting - 25%				11,392,338
TOTAL			**$793**	**56,961,690**
project contingency - design + costing 15%				8,544,253
project contengency - construction - 5%				2,848,084
GRAND TOTAL			$951	**$68,354,028**

11 Financial Considerations of Arena Options

.1 Financial Operations Review

Cost recovery of Central Manitoulin recreational facilities is very low (17% for all facilities). This reality is shared with many rural municipalities with small populations and older facilities.
Cost recovery for Mindemoya Arena (22%) is somewhat lower than the average. The Providence Bay Arena cost recovery of 9% is significantly lower than the average.
A new facility would manifest a more disciplined approach to revenue development.

Exhibit 4. Central Manitoulin Recreational Facilities: Operating Costs, Revenues, Deficit and Cost Recovery

Facility	Revenue 2025	O&M - Budget 2025	Municipal Labour Cost	Total O&M Costs incl. Labour	Deficit 2025	Cost Recovery 2025
	A	B	C	D=B+C	E=A-D	F=A/D
Providence Bay Arena	$11,957	$102,700	$26,285	$128,985	-$117,028	9%
Mindemoya Arena	$30,922	$100,100	$43,260	$143,360	-$112,438	22%
Mindemoya Hall	$26,431	$42,600	$29,260	$71,860	-$45,429	37%
Spring Bay Hall	$2,138	$31,500	$10,000	$41,500	-$39,363	5%
Mindemoya Ball Field	$100	$4,000		$4,000	-$3,900	3%
TOTAL	$74,748	$318,300	$116,785	$435,085	-$360,337	17%

Note: Not all halls are included in the table.
SPM based on the 2025 Budget, operating cost and revenue data provided by the Municipality of Central Manitoulin.

.2 Revenue Constraints

Revenues are constraint by the following factors (as discussed above in the Report).

- Revenues are constrained by low fees and low usage;
- Utilization is very low in Providence Bay Arena;
- Overall season length is short in both arenas; and
- A new facility demands a more effective approach to revenue gains.

Note: Typically, in a growth municipality available PT (prime time) hours may be up to 60-65 hours.

.3 How Do We Generate Better Revenues?

In part, a new facility itself creates demand. Better spaces, more versatility, regional draw, multi-seasonality to operations with distinct revenue opportunities.

In part, a re-assessment of fee structures is needed.

Close a rink. The Municipality does not need two arenas based on demonstrated metrics. It may well want two arenas based on a range of historical circumstances, memorial status of arenas, commitment to each community, and more.

But the municipality does NOT NEED two standalone arenas.

Concentrating existing use in one arena supports the financial viability of the single arena.

And an inter-municipal partnership or municipal-First Nation partnership can enable a twin pad facility to be considered.

.4 Capital Costs

The 2024 BCA for the arenas estimates 10-year cost requirements for the facilities at $11,349,370. Costs per arena are detailed in the exhibit below.

Exhibit 5. Financial Impact Analysis - Capital Cost Requirements, 2025-2034

Capital Cost Requirements 10 Years (2025-2034)	Costs (Year 1 to 5) 2025-2029	Costs (Year 6 to 10) 2030-2034	Total over 10 Years	Condition (BCA 2024)
Mindemoya Arena	$ 3,151,145	$ 2,932,885	$ 6,084,030	Very Poor
Providence Bay Arena	$ 2,471,385	$ 2,793,955	$ 5,265,340	Poor
Total Capital Investment	$ 5,622,530	$ 5,726,840	$ 11,349,370	

SPM Based on 2024 BCAs conducted by the Municipality of Central Manitoulin.
Within the next 10 years, capital costs are estimated to escalate to $14,275,116.
The Present Value of the two arenas (discounting future costs) is estimated at $10,879,480.

Exhibit 6. Financial Impact Analysis - Present Value of Capital Costs (10 years)

Financial Impact Analysis - Capital Costs Projections
10 Year Projection

		NPV	Year 1	Year 2	[…]	Year 10
Escalation(p.a.) 5%			1.00%	1.05%		1.55%
		Cumulative Total				
		Indoor Facilities				
Mindemoya Arena	$ 7,652,428	$ 5,832,137	$ 608,403	$ 638,823	[…]	$ 943,833
Providence Bay Arena	$ 6,622,688	$ 5,047,343	$ 526,534	$ 552,861	[…]	$ 816,827
Total Capital Costs	$ 14,275,116	$ 10,879,480	$ 1,134,937	$1,191,684	[…]	$1,760,660

SPM based on 2024 BCAs conducted by the Municipality of Central Manitoulin

With regard to capital costs, funding strategy considerations include the following:

- Replacement of Mindemoya arena avoids these costs (as well as additional capital upkeep costs beyond 10 years).
- A new facility in Mindemoya will also have the need for a capital reserve for lifecycle costs - that can be built into the future business plan of a new facility.
- Removing Providence Bay Arena (removing as a financial liability) means cost avoidance of any and all capital expenses.

- Note these are conceptual strategies - any retention of financial liability through repurposing may lessen cost avoidance.

.5 Operating Savings

Operating savings add up and can either be viewed as offsetting higher operating costs in a new arena or the Present Value of these costs and capital costs can be avoided is part of the funding strategy for a new Arena.

The Present Value of Net Operating Costs over the next 20 years is $1,345,295.

Exhibit 7.Financial Impact Analysis – Present Value of Net Operating Costs (20 years)

Financial Impact Analysis - Net Operating Costs Projections
20 Year Projection

		NPV	Year 1	Year 2	[...]	Year 20
Escalation(p.a.)	*3%*		*1.00%*	*1.03%*	[...]	*1.75%*
	Cumulative Total					
Providence Bay Arena Net Operating Costs	**-$ 3,144,581**	**-$ 1,345,295**	-$ 117,028	-$ 120,539	[...]	-$ 205,209

Based on 2024 BCAs conducted by the Municipality of Central Manitoulin
SPM based on the 2025 Budget, operating cost and revenue data provided by the Municipality of Central Manitoulin.

With regard to operating and capital costs, funding strategy considerations include the following:

The Present Value of Capital and Operating Costs (conservatively) are as follows:

- PV of Capital Costs = $10,879,480 over the next 10 years, and
- PV of Net Operating Costs = $1,345,295 over the next 20 years

A Present Value of nearly $12.3 million can be avoided as part of the funding strategy for a new Arena.

Operating costs increases for a new year-round facility can be met by higher demand, greater range of activities, and modernized fee structures – all without diminishing community benefits.

.6 Operating Model

With a new facility, the Municipality should undertake a renewal of its service mandates, staffing ratios, and approach to recreation services based on a more balanced mix of recreation services programming and facility rental services. Services programming refers to the greater involvement of the Municipality in directing the type of recreation and cultural programming that occurs within the facilities that it operates, whether this is programming created, administered and contracted by the Municipality, or through more detailed oversight of how program providers and user groups that rent facilities are providing a range of programming opportunities that align with community needs.

There can be no financial estimates of operations at this time. The user fees are so low now that any proforma of operations would demonstrate an enormous deficit. The example below of a similar facility - Mulmur, has been used to show how revenues should be improved. Once the recreation services model is established, which includes a recommitment to improving value for money for residents and the municipality itself, an operational business plan with income statement can be developed.

The following tables illustrate operating models based on a similar rural municipality in Ontario; Mulmur. The community moved from operating an ice pad with low utilization to a new multi-use facility. The tables indicate revenue, expenses and municipal contributions for three operating models over a 10-year period.

1 **Maintain the existing facility.**

Item		Year 1	Year 5	Year 10
Escalation	*2.00%*			
Revenues				
Ice Rentals		$106,930	$115,745	$127,792
Sporting / Non-Sporting Events		$0	$0	$0
Tournaments		$0	$0	$0
Sponsorship / Advertising		$4,006	$4,336	$4,788
Ancillary Revenue		$180	$195	$215
Hall Rental		$2,864	$3,100	$3,423
Penalities & Interest		$1,002	$1,085	$1,197
Donation Revenue (per existing)		$2,024	$2,191	$2,419
Fundraising Revenue (per existing)		$19,325	$20,918	$23,095
Total Revenues		$136,332	$147,570	$162,929
Expenses				
Management		$0	$0	$0
Wages and Benefits		$62,970	$68,161	$75,255
Utilities		$75,504	$81,728	$90,234
Supplies and Equipment		$1,266	$1,370	$1,513
Insurance		$14,926	$16,157	$17,838
Maintenance		$35,843	$38,798	$42,836
Other Expenses		$25,791	$27,917	$30,822
Total Expenses		$216,300	$234,130	$258,499
Net Operating Position		**($79,969)**	**($86,561)**	**($95,570)**
Mulmur Contribution		$39,984	$43,280	$47,785
Melancthon Contribution		$39,984	$43,280	$47,785

2 A new build facility – lower usage.

Item		Year 1	Year 5	Year 10
Escalation	*2.00%*			
Revenues				
Ice Rentals		$166,742	$180,487	$199,272
Sporting / Non-Sporting Events		$6,000	$6,495	$7,171
Tournaments		$18,000	$19,484	$21,512
Sponsorship / Advertising		$22,018	$23,833	$26,314
Ancillary Revenue		$20,892	$22,614	$24,968
Hall Rental		$19,690	$21,314	$23,532
Penalities & Interest		$1,002	$1,085	$1,197
Donation Revenue (per existing)		$2,024	$2,191	$2,419
Fundraising Revenue (per existing)		$19,325	$20,918	$23,095
Total Revenues		$275,694	$298,420	$329,479
Expenses				
Management		$57,000	$61,699	$68,120
Wages and Benefits		$142,317	$154,049	$170,082
Utilities		$135,174	$146,317	$161,546
Supplies and Equipment		$14,276	$15,452	$17,061
Insurance		$30,000	$32,473	$35,853
Maintenance		$37,650	$40,754	$44,995
Other Expenses		$48,148	$52,116	$57,541
Total Expenses		$464,565	$502,860	$555,198
Net Operating Position		**($188,871)**	**($204,440)**	**($225,719)**
Mulmur Contribution		$94,436	$102,220	$112,859
Melancthon Contribution		$94,436	$102,220	$112,859

3 A new build scenario – higher usage.

Item		Year 1	Year 5	Year 10
Escalation	*2.00%*			
Revenues				
Ice Rentals		$218,511	$236,523	$261,141
Sporting / Non-Sporting Events		$6,000	$6,495	$7,171
Tournaments		$18,000	$19,484	$21,512
Sponsorship / Advertising		$22,018	$23,833	$26,314
Ancillary Revenue		$26,856	$29,070	$32,095
Hall Rental		$19,690	$21,314	$23,532
Penalities & Interest		$1,002	$1,085	$1,197
Donation Revenue (per existing)		$2,024	$2,191	$2,419
Fundraising Revenue (per existing)		$19,325	$20,918	$23,095
Total Revenues		$333,426	$360,911	$398,475
Expenses				
Management		$57,000	$61,699	$68,120
Wages and Benefits		$147,058	$159,180	$175,748
Utilities		$147,052	$159,174	$175,740
Supplies and Equipment		$14,276	$15,452	$17,061
Insurance		$30,000	$32,473	$35,853
Maintenance		$37,650	$40,754	$44,995
Other Expenses		$48,148	$52,116	$57,541
Total Expenses		$481,183	$520,848	$575,058
Net Operating Position		**($147,756)**	**($159,936)**	**($176,583)**
Mulmur Contribution		$73,878	$79,968	$88,291
Melancthon Contribution		$73,878	$79,968	$88,291

.7 Funding Model

The funding model proposed to implement the development of a new multi-use recreation centre is based on the following principles:

1. Right sizing the provision of existing facilities in the municipality based on an objective assessment of the assets. As presented in this report, this includes a review of their current use, the known capital cost of necessary improvements to maintain their current level of functionality, and the increasing reality of functional obsolescence of these facilities. The financial and service-related risks of facilities beyond their useful service life will result in both capital and operating cost savings which can (and should) be redirected to funding the capital cost of a new, single facility.

2. This analysis specifically focuses on closing the two arenas and replacing the Mindemoya Arena as part of a new multi-use recreation facility. The timing of the closure of the Providence Bay arena is an important consideration and is not identified as yet. The Municipality should first commit to the proposed plan to design, fund and operate a new multi-use recreation centre, and embark on a funding plan. At any appropriate time when the broader funding plan comprised of a number of moving parts is more clearly defined, and hence a date for development of the new facility, the timing of the closure of Providence Bay Arena can be determined. From the point of closure, the avoidance of capital and operating costs from that point forward is part of the new facility funding plan.

3. At this time there is no mandate based on condition, age, utilization and operational deficit for the closure of any of the community halls. While the operational challenges of servicing these locations is not insignificant, it is not a reason to reduce the level of service unless the operation of the community halls in more remote parts of the municipality can be given over to a community group that has the capacity to ensure the effective and sustainable use of the facilities. In our view, this is not readily apparent and should be studies further as should the requirements of the municipality to increase the level of operational support staff.

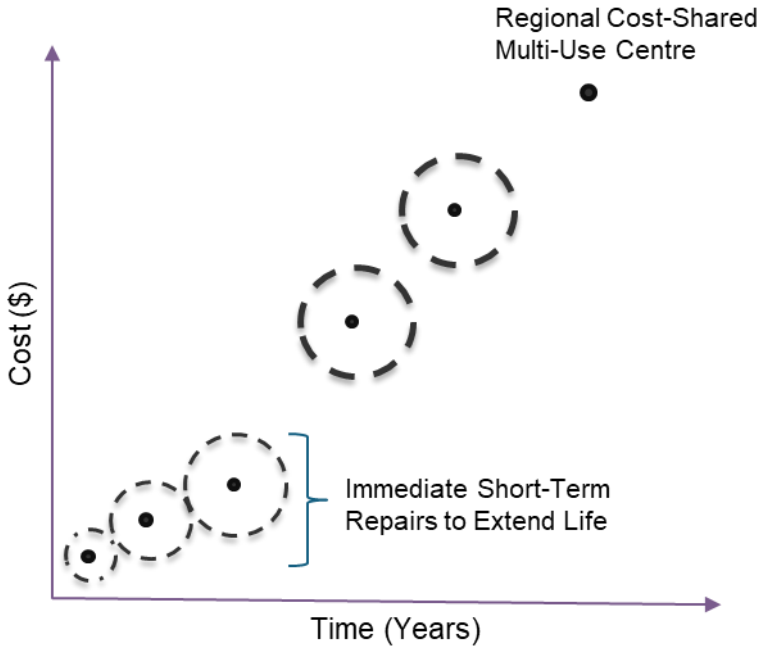
4. The funding plan should include the consideration of partnerships with surrounding jurisdictions as a way to improve the efficiency of services to all residents and improve the level of services as well.

5. Upper level government grants will be important to the overall funding picture - but we note that a plan for funding that includes the effective use of long-term, low interest debt by the municipality, supported by capital investment through the right-sizing of the existing portfolio of assets, and a more realistic approach to operating cost recovery, will likely achieve greater support from upper levels of government.

.8 What It All Means

Different strategies are required in the short and long term. The easy solution comes with lower cost, extends life, but is literally a patch and play. The new building can be funded in part by recognizing changes needed in how recreation services are delivered. The graphic below illustrates different Time versus Cost approaches.

Exhibit 8. Different Approaches: Time v. Cost



Source: Sierra Planning and Management

The following are concluding remarks based on the above analysis of financial considerations:

- Any plan for a major replacement facility will necessitate a decision to close an arena as an ice facility.
- The Municipality cannot reasonably be expected to fund a new facility and maintain another with all of the attendant costs.
- The strategy of short-term arena fixes is palatable because it removes the daunting prospect of high capital costs.
- But a cost minimization, short-term approach may ultimately force more difficult choices in future years.
- Adopting a replacement plan as the goal now enables more effective implementation planning.
- Implementation planning to address funding, partners, financial impacts, approach to municipal recreation services and cost recovery. All very positive steps in advancing community recreation and well-being.

12 next steps

What are the next steps in developing a multi-use recreational centre (MURC)? We see the following tasks as reasonable.

1 Get Council to confirm commitment to the replace the arena with a new single pad, all season, multi purpose recreation complex aligned with community needs.

2 Instruct staff to engage the design / planning team to assist the municipality in managing the project delivery; refine recreational plans, operating and financing plans as project information is refined and contextual funding information becomes available.

3 Develop an internal team that will lead / drive the project forward, supported by the COA, CFO and lead recreational / operations staff.

4 Seek intra – municipal partnerships with adjacent municipalities and First Nations. Meet with other potential partners, share your vision and talk about the opportunity to expand, customize a solution that would acknowledge partnership and significantly improve recreational infrastructure on Manitoulin Island. Develop a 'Memorandum of Understanding' to support the development of the facility.

5 Pursue additional property acquisition of the Mindemoya site to support long term 'municipal campus' at this location.

6 Share your vision with the community. Demonstrate findings from public engagement / survey. Describe challenges and opportunities to renew facilities and how it will benefit and support the growth / profile of the community.

7 Develop a strategy to socialize and market the project to the community. Plant the seed.

8 Meet with your provincial MPP and federal MP to share the vision. Openly discuss funding options, programs, political desire lines and coordinate development strategies to take advantage of identified opportunities.

9 Select a site for the MURC.

10 Engage the design team to refine the functional program and to complete design and working drawings of the facility. Make the project shovel ready.

11 This study's focus was on the recreational needs / opportunities of the ice pads and related functions that could support objectives. Other recreational ideas came up during the study that were outside our focus but are worthy of future consideration by the municipality. Broadly the ideas include the following.

- Develop a comprehensive rental fee rates strategy that increases rental rates and seeks to balance user fees with reasonable cost recovery and apply to all recreational facilities.
- Enhance recreational programming within the community. Develop strategies that address community needs and increase revenue stream.
- Conversion of the Providence Bay arena to suit functions supporting fair / performance venues
- Master plan development of Providence Bay with focus on tourism, recreation, accommodations, beach / boardwalk and fair / festival / performance opportunities.
- Develop trail networks, connections and hubs / support venues, hiking, cycling, skiing, snowmobiling, across and around the community.

13 appendix

.1 public survey data

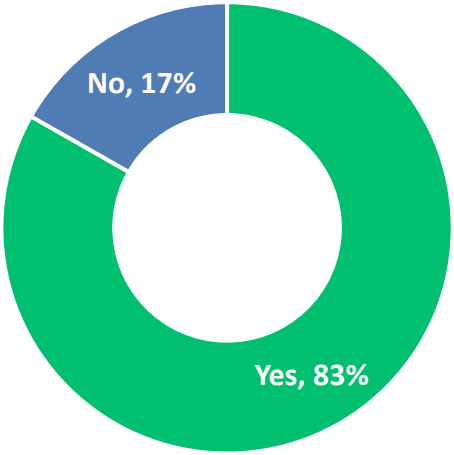
Community & Recreation Infrastructure Review - HAVE YOUR SAY!

Survey was open: April 29 – May 31, 2025

Complete Responses: 322

About Participants: Place of Residence

Answered: 322



ANSWER CHOICES	RESPONSES, %	RESPONSES, Counts
Yes	83%	268
No, I live in a different municipality. Please tell us where you live.	17%	54
TOTAL		322

Central Manitoulin:

ANSWER CHOICES	RESPONSES, %	RESPONSES, Counts
Mindemoya	46%	121
Spring Bay	24%	63
Providence Bay	15%	40
Big Lake	9%	24
Sandfield	4%	11
Other	3%	9
TOTAL		268

Other Municipalities (n=54):

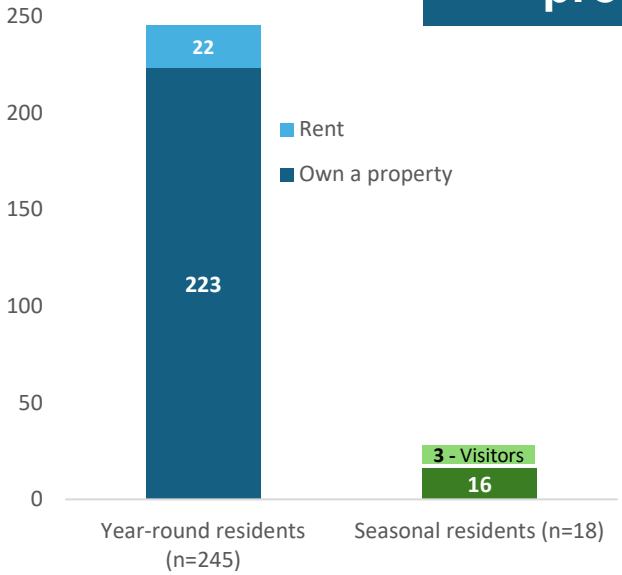
NEMI (9), Tehkummah (6), Greater Sudbury (6), Mchigeeng (4), Little Current (3), Billings (3), Gore Bay (3), Kagawong (2), Toronto (2), Assiginack, Brantford, Collingwood, Elliott Lake, Espanola, Evansville, Haliburton, Manitowaning, Parry Sound, Rockville , Timmins and West Bay.

About Participants: Place of Residence (Cont.)

Answered: 263

93% - year-round residents

85% - property owners

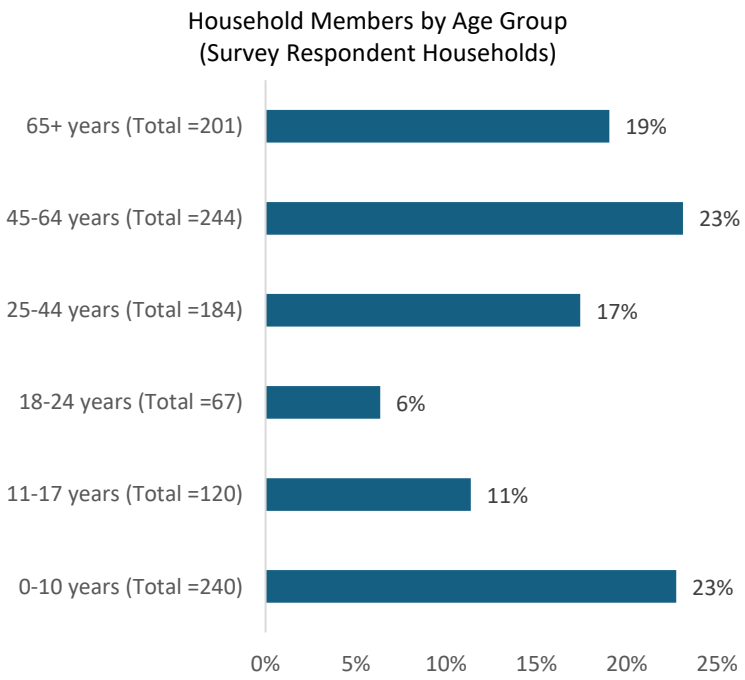


Among survey participants residing in Central Manitoulin (n=263):

- The majority of respondents were year-round residents who own their properties (n=223);
- Fewer year-round residents who rent (n=22);
- Seasonal residents (n=16);
- 3 participants were visiting the Municipality.

About Participants: Household Composition (Age & Size)

Answered: 308



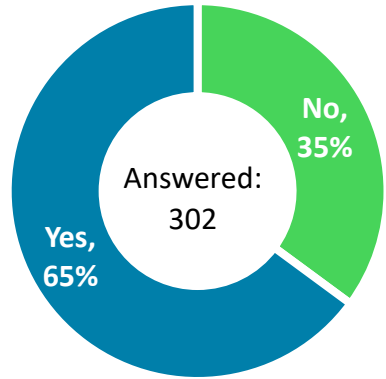
Taken together survey participants' households comprise 1,056 persons.

- Older adults (65+) – 19%
- Adults (18-64) – 47%
- Children (0-17) – 34%

Households Composition	Survey	2021 Census
Average Size of Household	3.6	2.5
Average number of Children in Household	1.3	1.7

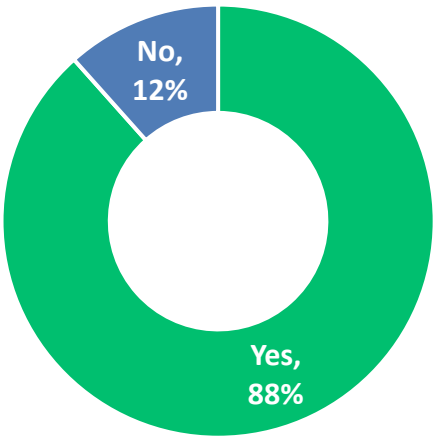
Membership in a sport, recreation, community user groups/clubs

Q. Are you, or members of your household, currently involved with any sport, recreation, community user groups/clubs in the Municipality of Central Manitoulin?



Community Halls and/or Museums: Use

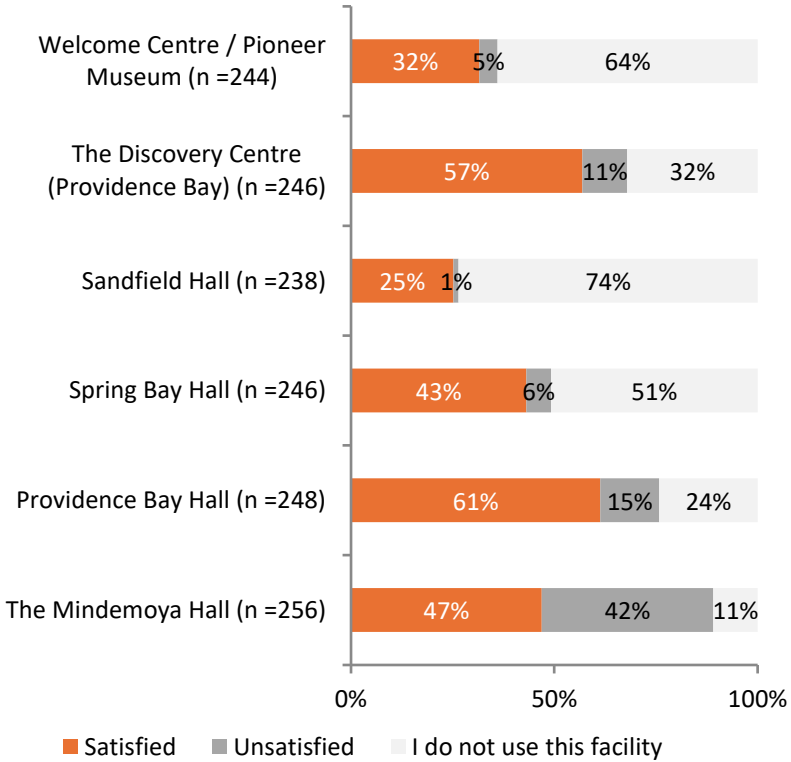
Q. Over the past year have you/members of your household participated in activities, programs, events, or been a spectator at any of the Community Halls and/or Museums in Central Manitoulin?



ANSWER CHOICES	RESPONSES, %	RESPONSES, Counts
Yes	88%	267
No	12%	35
TOTAL		302

Answered: 302

Municipal Community Halls & Museums: Level of Satisfaction



Answered: 262

Mindemoya Hall –

- 89% respondents use the Hall
- 42% are not satisfied with the facility:
- needs accessibility improvements (accessible washrooms and an accessible elevator, ramp, etc.) and
- upgrades (general upgrades, flooring, air conditioning, etc.).

The following most used facilities were

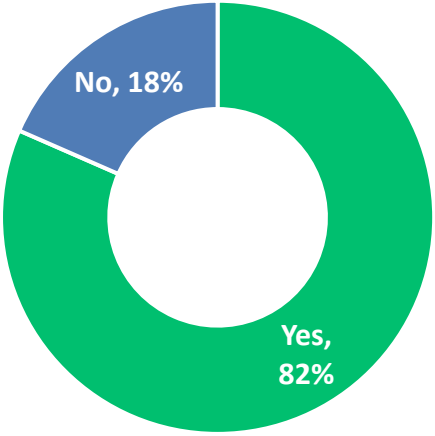
- Providence Bay Hall (76%) - needs cometic upgrades, AV and HVAC systems, additional storage, and more chairs, and
- The Discovery Centre (68%) – washrooms need to be open longer.

Other comments:

- Greater accessibility;
- Suggestions of one larger accessible multi-use community hall;
- Storage for programs;
- Washrooms in the facilities need to be accessible + better upkeep.

Mindemoya Arena: Use

Q. Over the past three years have you/members of your household participated in activities, programs, events, or been a spectator at the Mindemoya Arena?

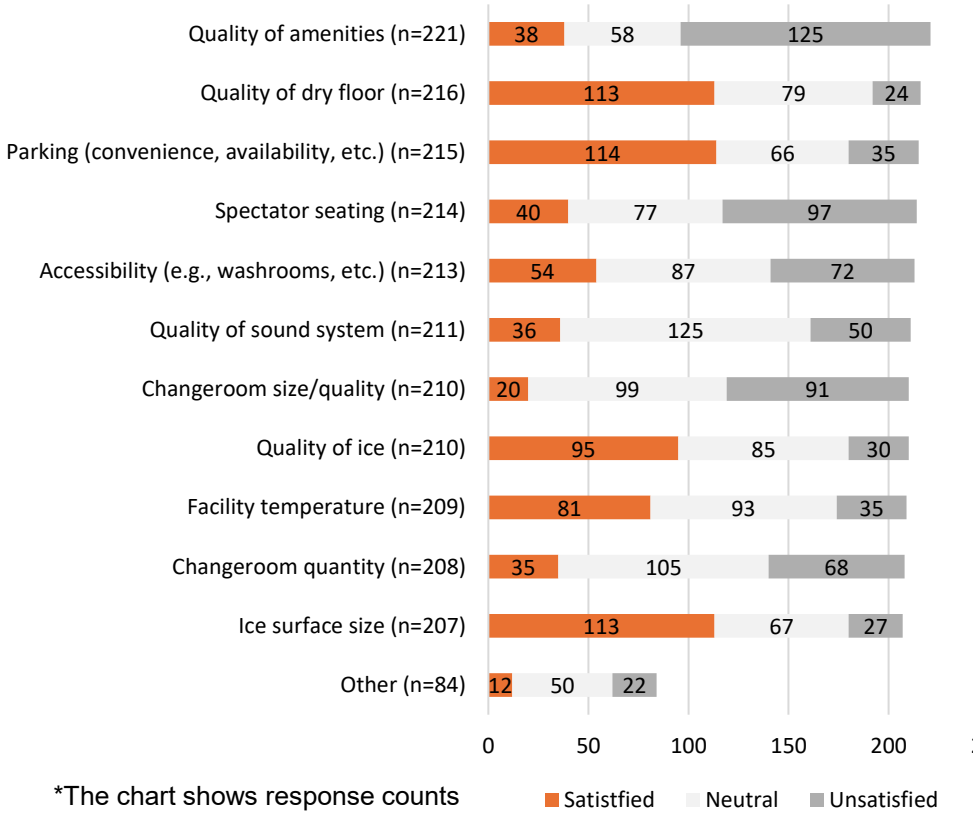


ANSWER CHOICES	RESPONSES, %	RESPONSES, Counts
Yes	82%	230
No	18%	52
TOTAL		282

Answered: 282

Mindemoya Arena: Level of Satisfaction

Answered: 224



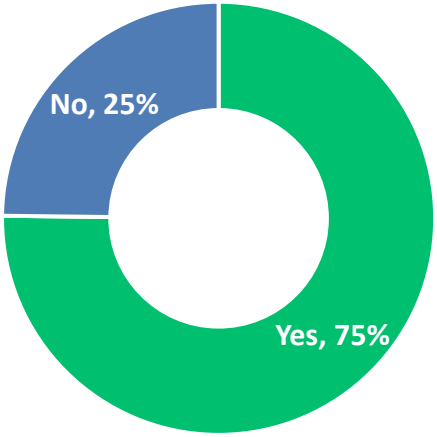
*The chart shows response counts

Comparing response counts (Satisfied vs. Unsatisfied), the following was observed:

- The number of Mindemoya Arena users who are **satisfied with the ice surface size, quality of dry floor and parking** is larger than those who are unsatisfied.
- The Mindemoya Arena users were **less satisfied** with **the quality of amenities; seating, changerooms (quality, size and quantity); and accessibility**.

Providence Bay Arena: Use

Q. Over the past three years have you/members of your household participated in activities, programs, events, or been a spectator at the Providence Bay Arena?

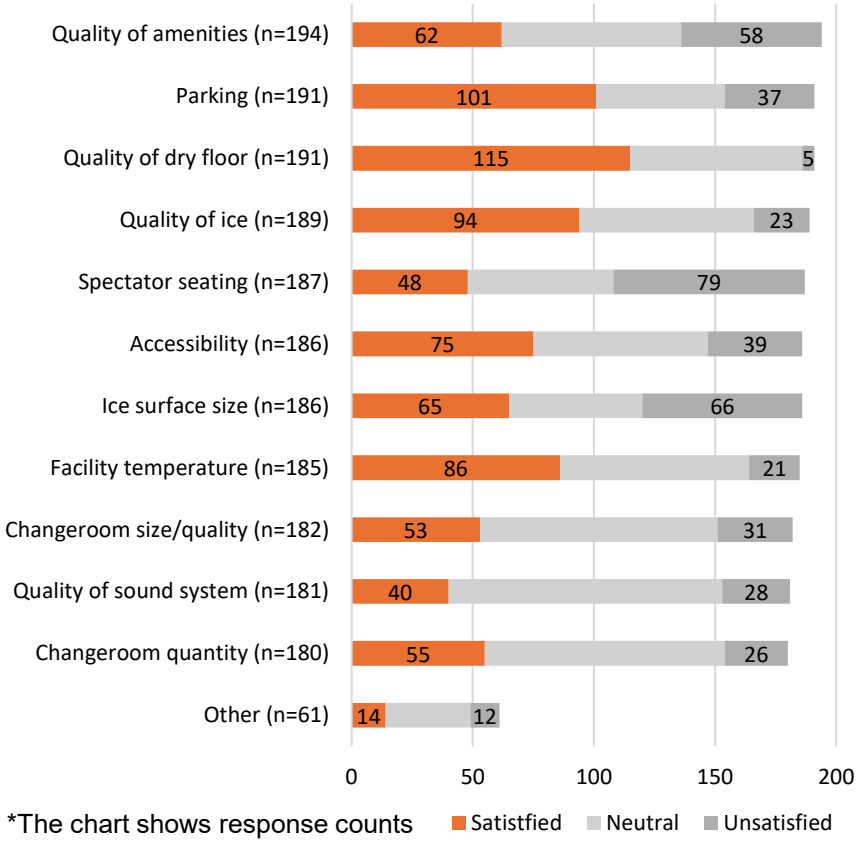


ANSWER CHOICES	RESPONSES, %	RESPONSES, Counts
Yes	75%	200
No	25%	66
TOTAL		266

Answered: 266

Providence Bay Arena: Level of Satisfaction

Answered: 198



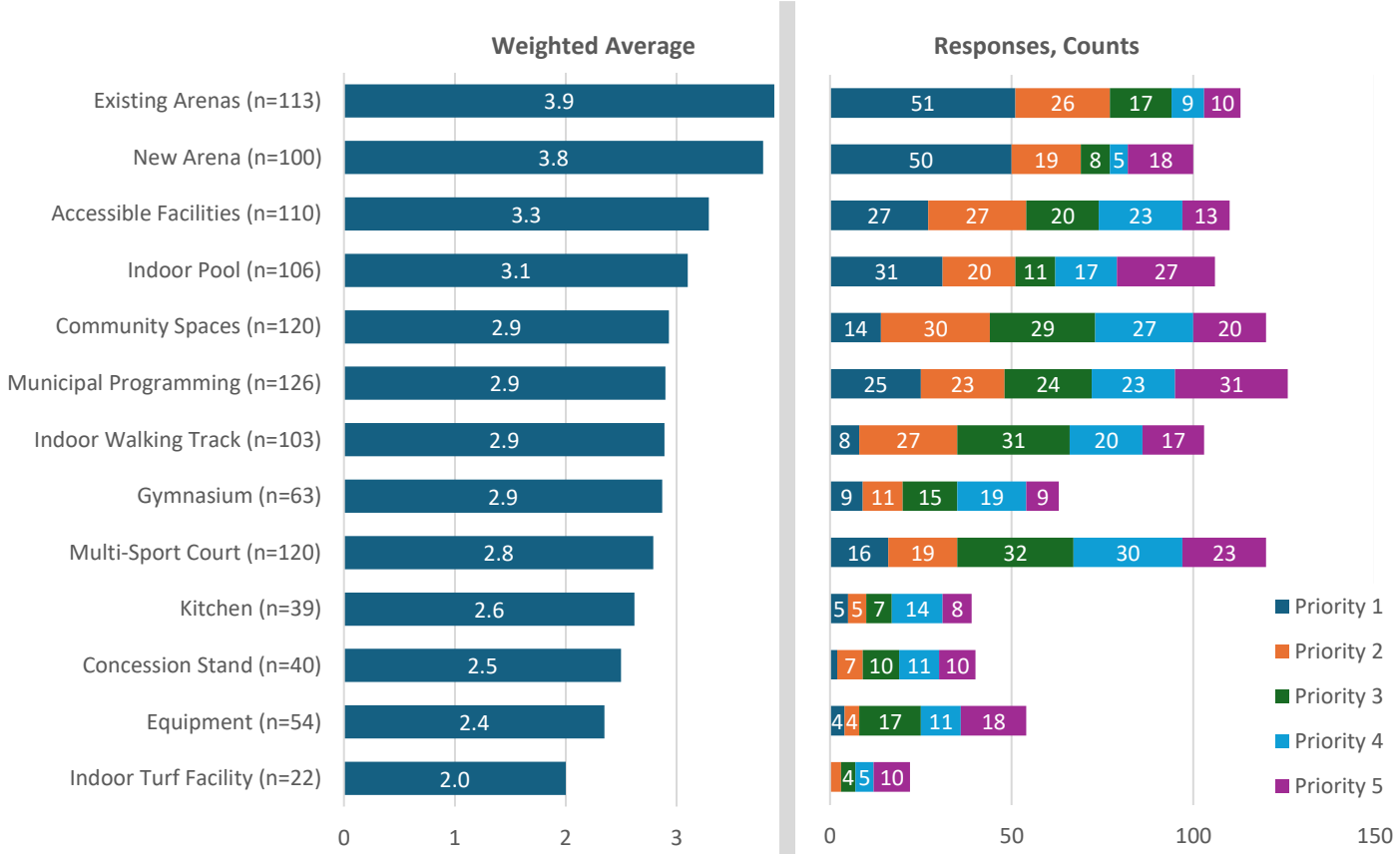
*The chart shows response counts

Comparing response counts (Satisfied vs. Unsatisfied), the following was observed:

- More Providence Bay Arena users were generally **satisfied with the arena amenities and quality (facility temperature, accessibility, etc.),and parking**, compared to those who were unsatisfied.
- The Providence Bay Arena users were **less satisfied** with **the ice surface size; spectator seating; and quality of amenities,** followed by **change room quality and quantity**.

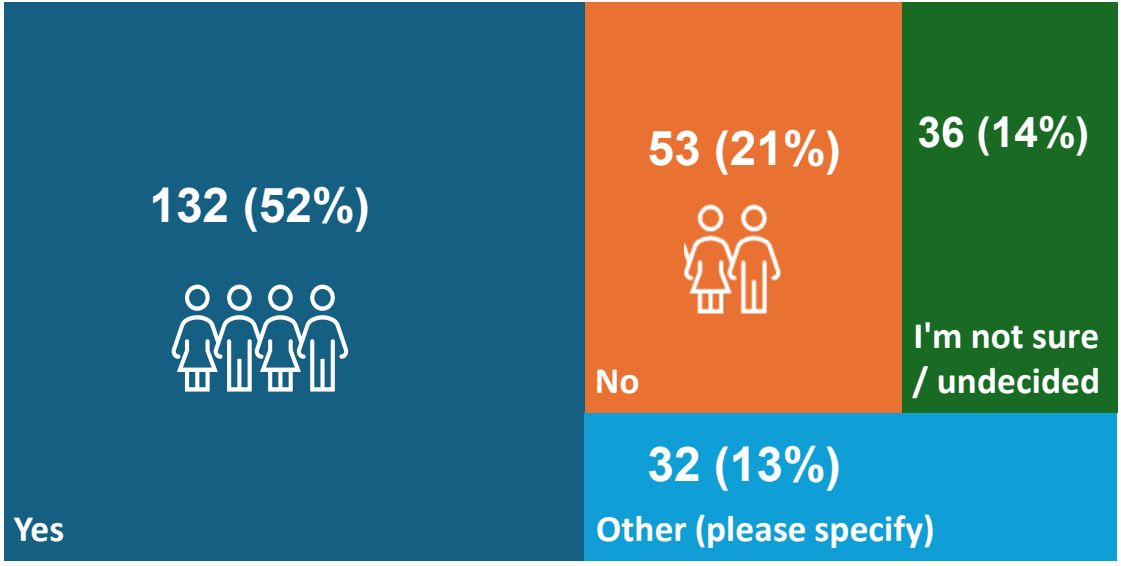
Top 5 priorities for investments related to indoor recreation facilities over the next 10 years

Answered: 255



Q20: Do you think the Municipality should plan for the future replacement of one or both of the existing arenas?

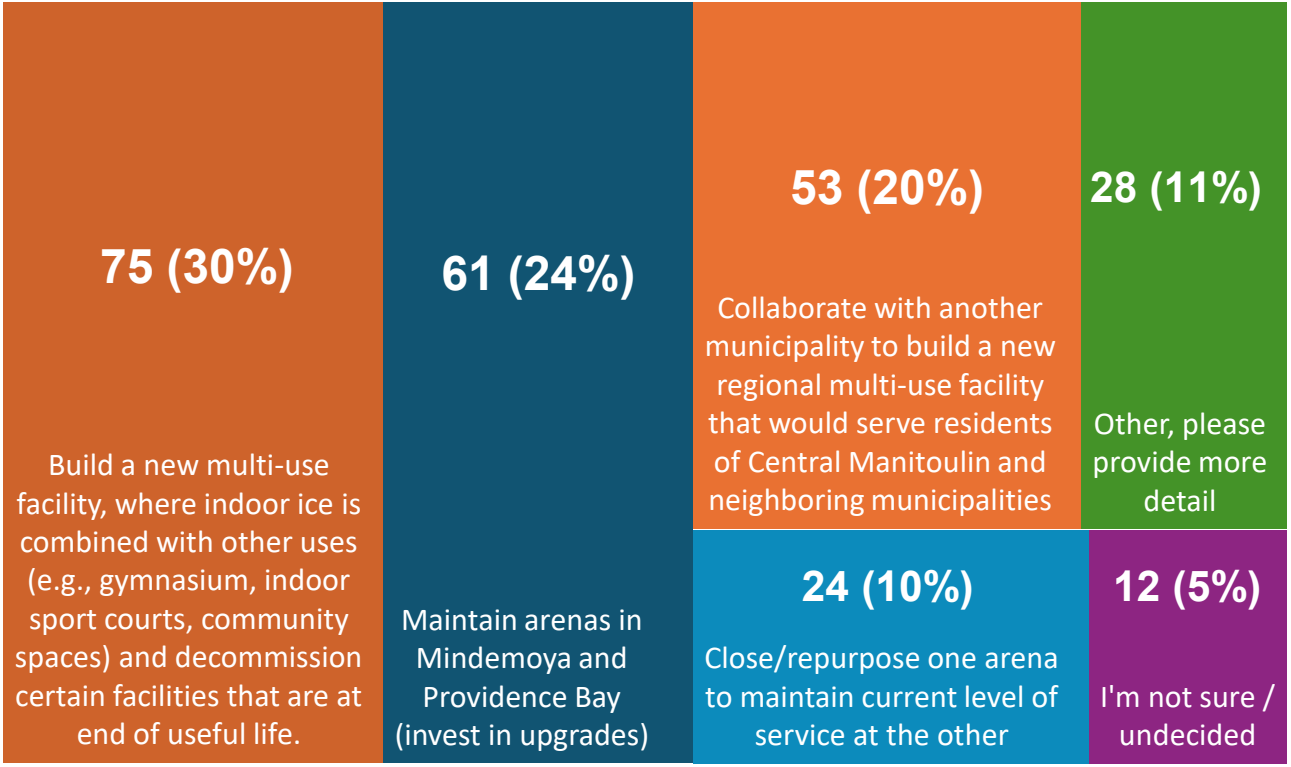
Answered: 253



Yes No I'm not sure / undecided Other (please specify)

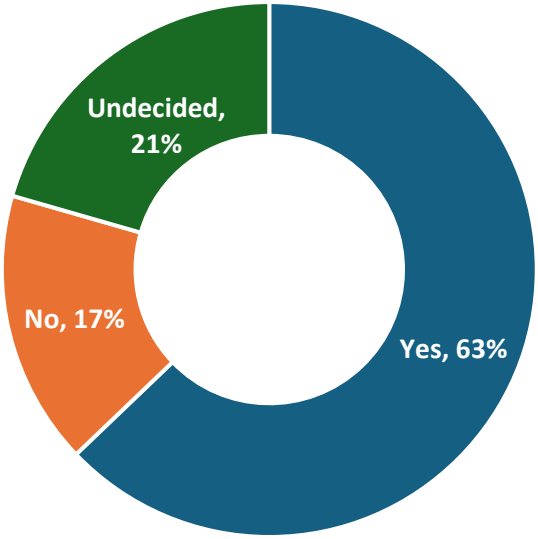
Preference Regarding Future Planning for The Arenas

Answered: 253



Q. Would you be willing to partner with another community if a new multi-use facility was to be constructed in Central Manitoulin?

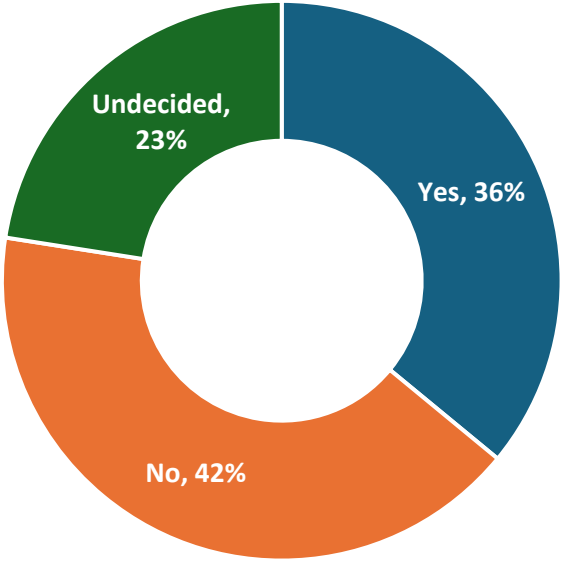
Answered: 253



ANSWER CHOICES	RESPONSES, %	RESPONSES, Counts
Yes	63%	159
No	17%	42
I'm not sure / undecided	21%	52
TOTAL		253

Q. Would you be willing to partner with another community if a new multi-use facility was to be constructed <u>outside of Central Manitoulin</u>?

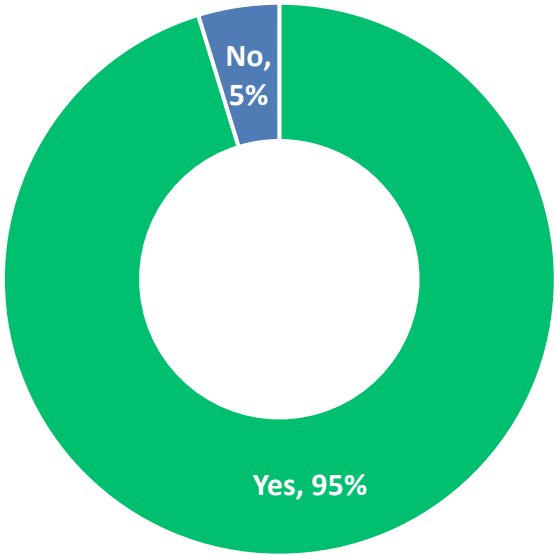
Answered: 253



ANSWER CHOICES	RESPONSES, %	RESPONSES, Counts
Yes	36%	91
No	42%	105
I'm not sure / undecided	23%	57
TOTAL		253

Outdoor Facilities: Level of Satisfaction

Q. In a typical year, do you, or other members of your household, use municipal parks and/or outdoor municipal recreation facility/facilities?

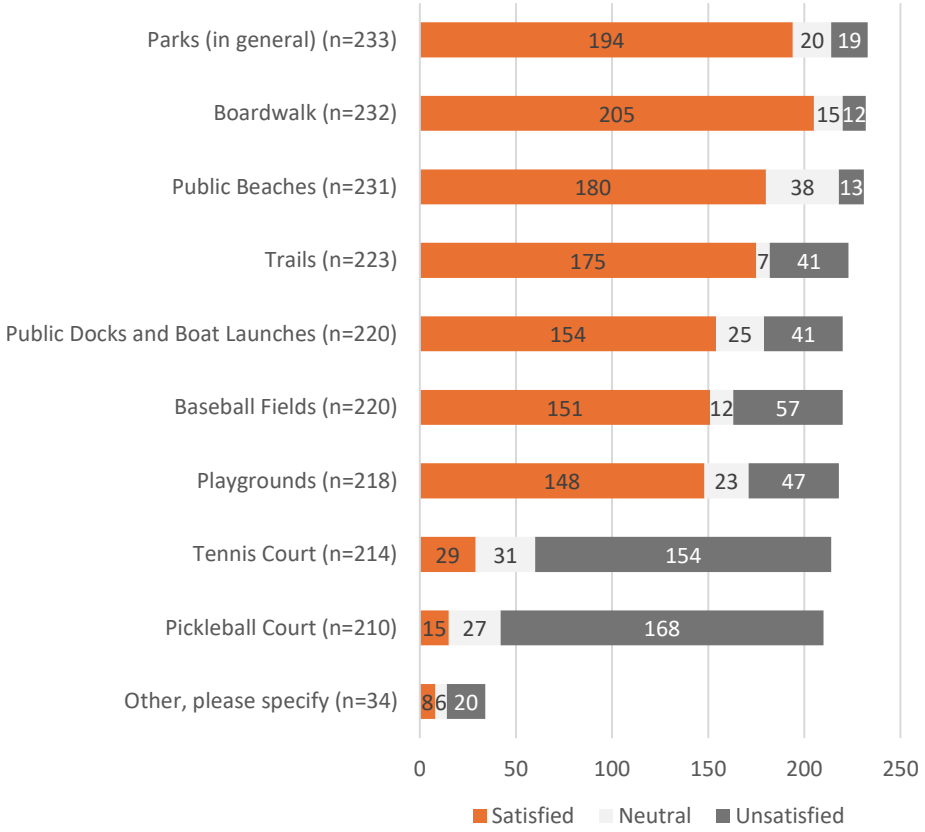


ANSWER CHOICES	RESPONSES, %	RESPONSES, Counts
Yes	95%	241
No	5%	12
TOTAL		253

Answered: 253

Outdoor Facilities: Level of Satisfaction

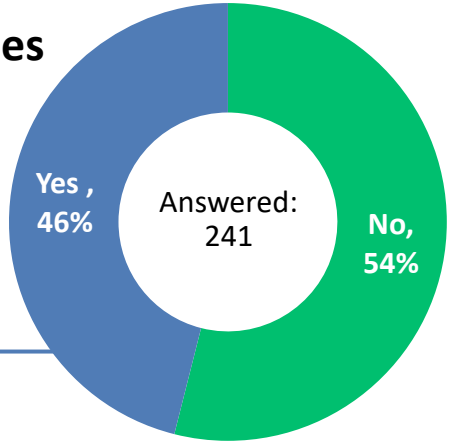
Answered: 237



Comparing response counts (Satisfied vs. Unsatisfied), the following was observed:

- More respondents (over 60% and more) were satisfied with the outdoor facilities, compared to those who were unsatisfied.
- Exceptions included tennis courts.
- Other facilities included: a splash pad a marina (private facility).

Participation in recreation programs, activities or events offered by the Municipality



Yes, please specify up to 3 programs: