

To: Community Services Committee

From: Ron Diskey, Commissioner,
Community Services Department

Report Number: CS-22-22

Date of Report: March 16, 2022

Date of Meeting: March 21, 2022

Subject: Proposal for an Indoor Tennis Facility by Tennis Clubs
of Canada

Ward: All Wards

File: 03-05

1.0 Purpose

The purpose of this report is to respond to the referral dated November 22, 2021, initiated by Correspondence [CS-21-119](#):

“That Correspondence [CS-21-119](#) concerning the Tennis Clubs of Canada (T.C.C.) proposal be referred to staff for a report to include potential costs, possible locations, user arrangements, and other considerations for such a facility.”

2.0 Recommendation

That the Community Services Committee recommend to City Council:

That pursuant to report CS-22-22 dated March 16, 2022 any consideration of the proposal for an indoor tennis facility by Tennis Clubs of Canada be deferred until such time as the update to the Parks, Recreation, Library and Culture Facilities Needs Assessment is completed.

3.0 Executive Summary

N/A

4.0 Input From Other Sources

- Community Services
 - Recreation and Culture Services
 - Parks Planning and Development
- External Sources
 - Tennis Clubs of Canada Municipal Partners (Aurora, Barrie, Newmarket, Milton, Richmond Hill)
 - Tennis Clubs of Canada, CEO, Adam Seigel
 - Tennis Canada
 - Ontario Tennis Association

5.0 Analysis

5.1 Potential Costs

The cost of design and installation of one outdoor tennis court is approximately \$166,000, including granular base preparation, asphalt surfacing with an acrylic topcoat, tennis posts and net, and perimeter chain-link fencing. The cost of design and installation of one outdoor pickleball court is approximately \$71,000. Courts are planned with a 20 year lifespan and the existing capital projection to redevelop the entire asset class in Oshawa currently is \$5.8 million over 20 years.

The total cost of an air-supported, inflatable structure (dome) covering 4 tennis courts is estimated to be \$2.4 million.

These costs are high-level preliminary order of magnitude estimates, and would be refined based on the results of technical investigations (archeological, geotechnical and environmental risk assessment) and the detailed design processes. The costs to undertake background investigations and detailed design are typically 10% +/- of the projected cost of the total construction. In addition, these costs do not include fine grading, furniture or clubhouse/washrooms. These supporting amenities cannot be accurately costed until a site is selected and the necessary technical background investigations are undertaken. However, based on recent projects, a 20 space parking lot, including concrete bumpers, lighting, the necessary sodding, fine grading and site furniture is approximately \$450,000. A building to house washrooms or a clubhouse is approximately \$1.4 million.

Therefore, the total capital cost of an indoor tennis facility is estimated at \$4.49 million (excluding applicable H.S.T.).

Figure 1: Estimated Cost of an Indoor Tennis Facility with Air-Supported Structure

Item	Estimated Cost (excluding H.S.T.)
Air-Supported, Inflatable Structure covering 4 Tennis Courts	\$2.4 Million
Technical Investigations and Design	\$240,000
Parking Lot and Amenities	\$450,000
Clubhouse/Washrooms	\$1.4 Million
Total	\$4.49 Million

Annual, operating costs of a dome include the possible erecting/dismantling of the dome each season, repairs to the membrane due to wear and tear of the annual erecting/dismantling, repairs required due to weather, court/facility maintenance, utilities (i.e. gas, water, hydro), clubhouse maintenance and repairs, staffing costs and any required program supply costs.

5.2 Possible Locations

Oshawa currently has 20 outdoor courts (tennis and pickleball) located throughout the City, over which an air-supported, inflatable structure could be considered. These include:

- Alexandra Park – 3 lit tennis courts (2 courts overlaid with pickleball lines)
- Baker Park – 2 lit tennis courts
- Brookside Park – 2 tennis courts (overlaid with pickleball lines)
- Columbus Park – 1 tennis court
- Conlin Woods – 1 tennis court
- North Oshawa Park – 5 lit tennis courts
- Radio Park – 2 tennis courts and 4 dedicated pickleball courts
- Stone Street Park – 4 lit tennis courts

In addition, the following outdoor court developments are planned:

- Kedron Park - Add 4 dedicated pickleball courts
- Kedron Part II Plan Community Park – Add 4 dedicated tennis courts
- Kingside Park - Replace 2 tennis courts with 4 dedicated pickleball courts
- Stone Street Park - Reconstruct the 4 existing tennis courts and add 4 dedicated pickleball courts
- Thornton Road Community Park - Add 2-4 dedicated pickleball courts
- Windfields Part II Plan Community Park – Add 4 dedicated tennis courts

It is worth noting that the community engagement undertaken for recent park developments, including that within Kingside Park, continues to reflect an overwhelming desire for pickleball over tennis. The addition of any new courts (tennis or pickleball) will

be undertaken predominately in new park developments, as opposed to within existing parks.

5.3 User Arrangements

Tennis Canada, the National Sport Organization for tennis, notes that there are three existing options for municipal user arrangements with covered court tennis facilities in Canada. These are:

1. The municipality leases land to a not-for-profit operator that oversees operations.
2. The municipality leases land to a commercial for-profit operator that oversees operations.
3. The municipality owns and operates the covered court facility.

Tennis Canada can also partner directly with private organizations without municipal involvement.

5.3.1 Oshawa Civic Recreation Complex

The Oshawa Civic Recreation Complex (the Oshawa Civic) currently operates 5 indoor tennis courts under an air-supported, inflatable dome. Utilization of the indoor courts takes place primarily November through April and City staff facilitates the use of the courts. Usage is shared between a partnered, commercial for-profit operator who delivers tennis programming on the City's behalf, a not-for-profit Club and bookings by the general public.

Utilization of the indoor courts (the percentage of court time booked as a ratio of total available court time) at the Oshawa Civic increased 7% between 2016 and 2019; as noted below:

Figure 2: Utilization of the Indoor Tennis Courts at the Oshawa Civic, 2016 to 2019

Season	Utilization
2016/2017	66%
2017/2018	71%
2018/2019	73%

Usage was limited between 2020 to present due to COVID-19 health and safety measures that reduced capacity to ensure safety.

It is worth noting that the Oshawa Civic currently serves players from the entire Region of Durham and beyond. On average since 2016, 66% of racquet sports members are non-residents.

Figure 3: Racquet Sports Memberships for the Indoor Courts at the Oshawa Civic, 2016 to 2020.

Racquet Sports Members	2016-2017	2017-2018	2018-2019	2019-2020
Residents	34%	33%	33%	35%
Non-Residents	66%	67%	67%	65%

Tennis Canada notes that the ratio in Ontario of covered, accessible (i.e. Non-private) courts to population is 1:43,000 residents and that the Canadian average is 1 court per 50,000 residents. Based on current population estimates, Oshawa provides one covered court for every 35,200 residents.

Based on this information, the complement of indoor courts in Oshawa currently exceeds both provincial and national averages and the utilization reflects that the indoor court capacity is equipped to meet the needs of Oshawa residents.

Staff are currently reviewing the allocation of court time and policies related to booking, residency and partnerships and will be bringing forward a report to the Community Services Committee this year.

5.3.2 Outdoor Courts

According to Tennis Canada, 90% of tennis courts in Canada are outdoors. Further, 98% of all *municipally-operated* tennis courts in Canada are outdoors.

Utilization of outdoors courts is difficult to quantify, as bookings are not necessary and many residents 'walk up' to the court to play. Some pods of outdoor courts are booked by tennis clubs in summer to deliver lessons or for league play. City policy prevents the booking of stand-alone courts and no more than 50% of available courts in pods to ensure availability for 'walk up' use.

Qualitatively, staff have observed an increase in pickleball play on outdoor courts and overall, an increase in all outdoor court usage since the pandemic (tennis and pickleball). Tennis players at the Oshawa Civic have consistently expressed to staff a preference for outdoor play in summer months.

5.3.3 Tennis Clubs of Canada

Currently there are 5 Tennis Clubs of Canada (T.C.C.) facilities operating in Ontario; these are in Aurora, Barrie, Milton, Newmarket and Richmond Hill. Two additional facilities are currently planned to open in Fall 2022 in Stratford and Kingston. Each T.C.C. facility is independently owned and operated and the relationship with each municipality varies. In each case, the municipality leases the land (or the courts) to a Community Tennis Club or T.C.C. directly and T.C.C. in turn, has funded the required capital expenditures of either remediating existing courts or adding the air-supported, inflatable structure. Operation of

the courts is typically shared by T.C.C. and the Community Tennis Club. Lease agreements and/or partnership agreements delineate the relationship with each municipality. It should be noted that these municipalities did not have an existing indoor tennis facility in operation prior to partnership with T.C.C..

According to Adam Seigel, CEO of Tennis Clubs of Canada, T.C.C. are responsible for all capital and operational costs for the facility. Mr. Seigel indicated that exceptions relate to shared capital and operational costs with the municipality for expenses that are used outside of the scope of the indoor winter season. Exceptions would include courts and lights, pathways, parking lots, landscaping, and servicing for utilities. T.C.C. typically shares the cost of these specific expenses, dependent on the specific project. Financial contribution by Tennis Clubs of Canada is unclear and would be largely dependant on the nature of the project and the agreement executed between the City of Oshawa and Tennis Clubs of Canada. Based on the proposal and the communication with T.C.C., it would appear that the City would be responsible for 50% or more of capital costs.

At their delegation on November 15th, 2021, and subsequent to Correspondence [CS-21-119](#), Tennis Clubs of Canada proposed the development 4-6 new tennis courts in Oshawa, covered by an air-supported, inflatable structure that would be erected each Fall and removed in Spring.

In summary, the proposal presented that Tennis Clubs of Canada would fund and develop the facility on land leased to the Oshawa Tennis Club by the City of Oshawa. This operating model presented by T.C.C. indicated that Tennis Clubs of Canada would operate the facility in Fall, Winter and Spring and the Oshawa Tennis Club would operate the facility in the summer.

5.4 Other Considerations

Recommendations regarding tennis were included in the 2015 Parks, Recreation, Library and Culture Facilities Needs Assessment, which was approved through [CS-15-127](#) at the Council Meeting of November 9, 2015.

The recommendations are:

- R31 Construct a total of 15 outdoor tennis courts, distributed in accordance with residential areas achieving population growth and where required to address underserviced areas. Provision of new courts, particularly in established residential areas, should be subject to ongoing review by City Staff and community consultations to ensure that the City does not overbuild its outdoor supply.
- R32 Remediate tennis courts at Kingside Park within the next five years, while engaging the community surrounding Radio Park and Brookside Park to determine whether to rejuvenate or repurpose their respective tennis courts.
- R33 Future needs for outdoor pickleball courts should be accommodated within existing tennis courts as per the City's current model. New tennis court

construction, as per Recommendation R31, should be designed in a manner that is conducive to accommodating pickleball players.

- R34 Seek ways in which to maximize use of the Civic Recreation Complex indoor courts, including accommodating a greater number of program and rental opportunities during daytimes and weekends. Given the success of the current operating agreement and available capacity at the Civic Recreation Complex, municipal investment in a second indoor tennis facility is not required unless a third party can satisfactorily demonstrate, through its own business plan and feasibility study, such investment is sound, sustainable, and would not otherwise be detrimental to existing municipal operations.
- R35 In the event that additional indoor tennis courts may be rationalized based upon growth in player numbers or displacement from private courts, the ability to include additional tennis courts in the air-supported structure at the Civic Recreation Complex should be considered as an option.

In addition to these recommendations, staff consider several criteria while developing outdoor courts. These include:

- the development of courts in pods to allow for events and tournaments;
- the balance of dedicating courts for either tennis or pickleball (as opposed to overlaying lines for both);
- the availability of lighting to extend the times available for play;
- supporting amenities such as parking, washrooms, rest areas;
- meeting regulation court sizes for the sport;
- facility set-backs, slope/grading;
- geographic location within the City to ensure equitable access;
- geographic location within the Park in relation to other amenities;
- feedback received from the community;
- long-term parks development within budget constraints; and,
- remediation required within existing courts.

According to Tennis Canada, participation in the sport of tennis has been increasing, specifically since the pandemic, as it is an outdoor sport that can be played safely.

The Parks, Recreation, Library and Culture Facility Needs Assessment is being revisited in 2022/23 and will include updated recommendations regarding the sport of tennis, among others. Staff will consider these, along with the criteria above to project indoor and outdoor facility needs and to inform the amenities that will be considered at the future North Oshawa Recreation Centre.

Staff recommend that any consideration of a new indoor tennis facility, or the addition of an inflatable, air-supported structure to existing outdoor courts, be deferred until such time as the update to the Parks, Recreation, Library and Culture Facilities Needs Assessment is completed.

6.0 Financial Implications

There are no financial implications at this time.

7.0 Relationship to the Oshawa Strategic Plan

This report addresses many of the goals set in the Oshawa Strategic Plan including the goal of “Economic Prosperity and Financial Stewardship” through the theme of “Safe and Reliable Infrastructure”, the goal of “Social Equity” through the theme of “An Active, Healthy and Safe Community”, and the goal of “Environmental Responsibility” through the theme of “Proactive Environmental Management and Combat Climate Change”.



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Recreation and Culture Services



Ron Diskey, Commissioner,
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