Memorandum
Public Works and Recreation

To: Mayor and Members of Council

Cc: Senior Management Team

From: Shawna Cornish, Manager Parks and Recreation, and Grant Taylor, Director of Public Works and Recreation

Date: May 25, 2026

Subject: **Follow up Information for Report PWR-2026-020 – Blackstock Arena Refrigeration Plant Replacement**

PURPOSE

At the General Purpose and Administration Committee meeting of May 4, 2026, it was recommended that Report PWR-2026-020 – Blackstock Arena Refrigeration Plant Replacement be referred to the Council meeting on May 25, 2026 with additional information regarding future projects required for the arena and funding sources.

This memorandum provides a comprehensive overview of the current condition of the Blackstock Recreation Complex, including an assessment of its structural, mechanical, and operational components. The memorandum identifies deficiencies, lifecycle concerns, and areas requiring immediate and longer-term attention in order to maintain safe, reliable, and efficient facility operations.

Based on this assessment, the memorandum outlines the priorities and associated measures necessary to bring the complex to a “good state of repair,” consistent with municipal asset management standards and service level expectations. This includes prioritizing capital improvements, addressing deferred maintenance, and identifying opportunities to modernize key systems.

In addition, the memorandum seeks Council approval to proceed with the design and installation of a full-size refrigeration plant at the facility. This upgrade is intended to enhance operational performance, improve user experience, increase programming flexibility, and ensure long-term sustainability of arena operations.

Ultimately, this memorandum supports informed decision-making regarding capital investment in the Blackstock Recreation Complex to preserve the asset, improve service delivery, and meet current and future community needs.

DISCUSSION

The 2023 Building Condition Assessment identified a range of capital renewal requirements necessary to maintain the safety, functionality, and longevity of

the Banquet Hall, Common Area and Arena. These recommendations reflect the aging condition of key building systems and components and emphasize the need for immediate interventions and planned lifecycle replacements.

For the Banquet Hall and Common Area, the assessment highlights several priority areas. Most notably, roof replacement is recommended, indicating that the existing roofing system has reached the end of its service life and may be contributing to ongoing moisture-related deterioration. Structural concerns are also evident, with recommendations to repair or replace compromised timber elements, foundation walls, and floor slabs.

Sense Engineering has been engaged to prepare a detailed design and tender package to address the structural and roof deficiencies for the entire Blackstock Recreation Complex. An invasive roof inspection took place in early May 2026, and the firm was able to provide a Class D estimate to repair structural deficiencies and replace the roof system at an estimated cost of $600,000 (see Attachment 1). The following summarizes the recommended strategy based on the options presented in the attached report.

Banquet Hall Roof

- Option 2 – Sloped Roof Panel Replacement: Involves a comprehensive replacement of the existing sloped metal roof panel system with new panels, providing a more durable long-term solution compared to localized repairs. The scope includes removal and replacement of all sloped metal panels, with targeted repairs to the underlying deck and installation of new sheathing where required. Additional upgrades include replacing eavestroughs and downspouts, improving roof ventilation, reinforcing areas of wood checking and ceiling framing supports, and enhancing detailing at roof penetrations to address existing leaks. This approach is expected to deliver a renewed service life of approximately 30 to 50 years, along with improved overall performance and reduced maintenance demands. However, it carries a higher upfront cost and will result in greater disruption to building operations during construction. The estimated cost for this option is approximately $250,000, including engineering and a 15% contingency, excluding taxes.

Foyer Roof

- Option 2 – Upgraded Roof Replacement: Involves complete removal of the existing flat roofing system down to the deck, followed by installation of a new multi-ply membrane assembly designed to enhance durability and thermal performance. The work includes adding a new air/vapour barrier, increased and tapered insulation to address drainage and ponding issues, and a new multi-ply asphaltic membrane system with updated flashings and drains, as well as the addition of overflow scuppers. This approach is expected to significantly improve watertightness, extend the roof's service life to approximately 20 to 25 years, and provide better overall energy performance. While it requires a higher upfront investment compared to more limited repair options, it offers a more reliable and

longer-term solution. The estimated cost for this work is approximately $150,000, including engineering and a 10% contingency, excluding taxes.

Arena Roof

- Option 1A – Targeted Repairs to Extend Service Life: Involves completing targeted structural and roofing repairs to extend the service life of the existing system without undertaking a full replacement. The work focuses on improving structural integrity, drainage, and ventilation through measures such as replacing roof panel fasteners, sealing metal seams, servicing ventilation systems, replacing eavestroughs and downspouts, and reinforcing deteriorated structural components including lateral bridging, trusses, and masonry columns. This approach offers a lower upfront cost, can be phased to align with available budgets, and minimizes disruption to facility operations while potentially deferring major capital replacement by approximately 5 to 10 years. However, it does not fully address the underlying long-term deterioration of the aging roof system, and ongoing maintenance and monitoring will be required, with some condensation issues expected to persist. The estimated cost for this option is approximately $200,000, including engineering and a 15% contingency, excluding taxes.

Exterior building envelope deficiencies include brick spalling, cracking, and moisture infiltration requiring remediation, along with replacing aging corrugated siding to prevent further degradation. The electrical systems are inspected annually by the Electrical Safety Association. The emergency generator system also requires attention, specifically, repairs to its weatherproof enclosure and replacement of missing protective components, alongside continued routine testing and inspection to ensure operational reliability.

The Arena presents similar but more extensive needs, including a number of urgent and complex issues. An immediate concern was the structural instability of the fluid cooler supports, which required prompt repair or shoring to mitigate potential safety risks. This repair was completed in 2025. As with the Banquet Hall, significant structural rehabilitation is required throughout the facility, along with a full roof replacement and restoration of the exterior building envelope to address deterioration and moisture-related damage. Additional building envelope improvements include replacing worn doors and windows with energy-efficient alternatives to enhance thermal performance and durability.

Interior upgrades are a key component of the Arena recommendations. These include repairs to finishes such as drywall and flooring, as well as improvements to service penetrations to maintain building integrity. Building systems require comprehensive updates, including upgrading lighting fixtures to modern, energy-efficient standards, replacing outdated plumbing components, and addressing conditions that contribute to dampness and mould growth. The plumbing components and mould issues were addressed in 2025 and early 2026. Continued inspection and maintenance of fire protection systems is essential to ensure ongoing compliance and safety. Electrical panel upgrades are also required. Notably, the Arena requires major mechanical system renewal, including replacement of the refrigeration equipment critical to facility operations and representing significant capital investment. The ice rink concrete floor is

in fair condition and staff recommend that its replacement would be an investment in the 15-year horizon requiring budget.

While many recommendations are aligned between the two buildings particularly regarding structural repairs, roofing, exterior restoration, and electrical upgrades, the Arena requires substantial mechanical system replacements. These findings point to the need for a coordinated capital renewal strategy that prioritizes safety, addresses deferred maintenance, and extends the useful life of both facilities.

FINANCIAL IMPLICATIONS

Discussion at the GP&A meeting on May 4, 2026 included concerns related to the funding for the purchase of a permanent refrigeration plant and the lack of detail on costing for other recommended building remediation that would utilize the same funding source. There was also some discussion on the overall future plan for the facility including the wisdom of allocating limited funds to upgrade the existing structure rather than allocating those funds to a renewal or new facility with a full-size ice surface.

With the understanding that to ensure the Arena continues to operate, the refrigeration plant will need to be replaced. This is regardless of whether the existing building is remediated or a new structure is deemed more appropriate. Staff are recommending that the budget to replace the existing ice plant as detailed in Report PWR-2026-020 be approved. To address the funding concerns, staff propose the following alternative funding sources be approved for this capital project:

	2026
Project Costing	
Estimated Capital Expenditure	**$980,000**
Financing	
Development Charges Reserve Fund	$750,000
Donations by Others – Blackstock Arena Planning and Development Committee – 20% (including $50,000 from Kraft)	$196,000
Major Facilities Reserve Fund	$34,000
Total Financing	**$980,000**

The use of Development Charges to help offset the cost of the ice plant is deemed acceptable due to the fact the recommended equipment is oversized for the existing facility. The equipment can be utilized should Council decide to expand the existing facility or build a new regulation size ice pad. The capital financing requirements for an upgraded or new arena building in Blackstock have been included in the last three Development Charges Background Studies. The benefits to existing residents have been adjusted depending on the type of facility that was envisioned at the time the study was prepared. This has changed over the years, and the most recent study suggests that 23% of the cost would be attributed to the existing residents and the balance due to growth. Utilizing $750,000 of the existing DC Reserve Fund to offset the expanded ice plant would not significantly deplete the balance in that reserve fund.

The following table illustrates the committed and forecasted amounts for the two Township funding sources excluding the recommended funding allocation:

Fund	**Fund Balance April 30, 2026**	**Committed Funds 2026**	**2027 through 2030 Forecast**	**Total Uncommitted**
Development Charges Fund – Parks and Recreation	$4,062,070	$336,435	$1,265,000	$2,460,635
Major Facilities Reserve Fund	$1,484,927	$653,959	$490,000	$340,968

Of the funding shown as committed in the Major Facilities Reserve Fund, $437,959 relates to 2024 work planned for the Blackstock facility. This work includes the roof repairs that are the subject of the report from Sense Engineering. Once the report is finalized, the tender for the roof will be issued. The actual cost for the roof repairs will not be known until the tender is reviewed.

The 2027 to 2030 forecast includes a project to develop a detailed design for the Blackstock facility. Designs were prepared previously and may still be relevant once updated with any new regulations or standards.

The Blackstock Arena Planning and Development Committee is in the process of fundraising to assist in moving this project forward. They are not currently in a position to provide donation receipts, and it has been suggested that the Township set up a Reserve Fund to hold the money collected for this project and issue charitable receipts to doners. The funds collected will be held in a segregated reserve fund account and utilized to fund upgrades or replacement of the Blackstock Arena. Reserve Funds are set up at the discretion of Council. Should the project not proceed or the Arena Planning

and Development Committee cease to operate, donated funds will be redirected to related projects at the discretion of Council.

Regarding the roof repairs recommended by Sense Engineering, the approved capital budgets are:

REC039 – Blackstock Community Hall Repairs (2024): $360,000
REC041 – Blackstock Arena Repairs (2024): $90,000
CAR002 – Blackstock Community Hall Repairs (2026): $45,000

RECOMMENDATION

1. **THAT** Council approve the purchase and installation of a Permanent Refrigeration Plant to replace the existing Freon Refrigeration Plant at the Blackstock Arena; and,

2. **THAT** funding, not to exceed $980,000.00 for the new permanent refrigeration plant, be funded from the Development Charges Reserve Fund, Major Facilities Reserve Fund, and contributions from others; and,

3. **THAT** a Blackstock Arena Development Reserve Fund be created to hold funds donated to the Township through the Blackstock Arena Planning and Development Committee.

CONCLUSION

Proceeding with the replacement of the refrigeration plant represents a key priority in maintaining uninterrupted arena operations and supporting current and future recreational programming. Approval of the proposed funding strategy will enable the Township to advance this critical infrastructure project while continuing to plan for the broader renewal needs of the facility through a coordinated long-term capital strategy.

ATTACHMENTS

Attachment 1: Blackstock Hall and Arena Roof Replacement – Condition Assessment of Hall, Foyer and Arena Roofs, Sense Engineering, May 21, 2026