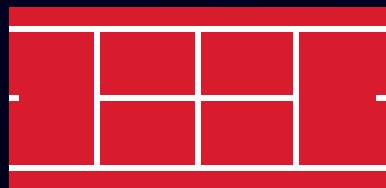


LET'S PLAY YEAR-ROUND



Tennis Canada's Municipal Tennis Facilities
Strategy & Partnership Framework

TENNIS IN CANADA



7,500 outdoor
courts available for
play during summer



In 2018, over
6.5 MILLION
Canadians hit the courts.
This makes tennis one
of the leading sport
activities in Canada.



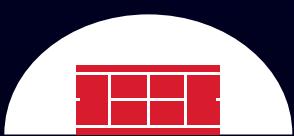
There are over
3,300
certified tennis coaches
in Canada. Tennis Canada
promotes safe sport and
mandates background
checks for coaches.



**TENNIS IS
A SAFE SPORT**
Among the top 10 sports
in Canada, tennis has
low levels of injury
and concussion.



Only **750** accessible
covered courts available
for year-round play



Municipal Tennis Facilities Strategy and Partnership Framework

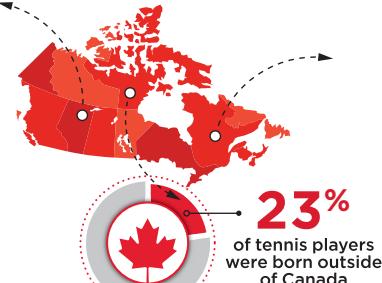
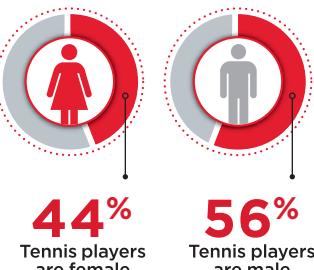
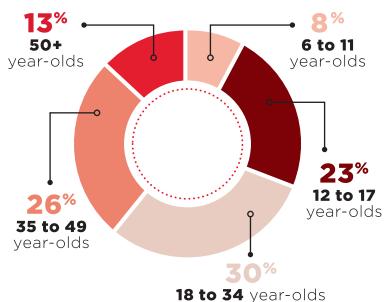
FOREWORD

Tennis is becoming a leading sport in Canada. Grassroots participation in tennis is growing and our Canadian athletes are making their mark on the world stage. In the past year, 6.5 million Canadians hit the courts and we've seen a 36 percent increase in frequent play over the past two years. Our home-grown athletes like Milos Raonic, Bianca Andreescu, Denis Shapovalov, Eugenie Bouchard, Félix Auger-Aliassime, and Gabriela Dabrowski are dominating on courts around the world and inspiring their nation to play more tennis.

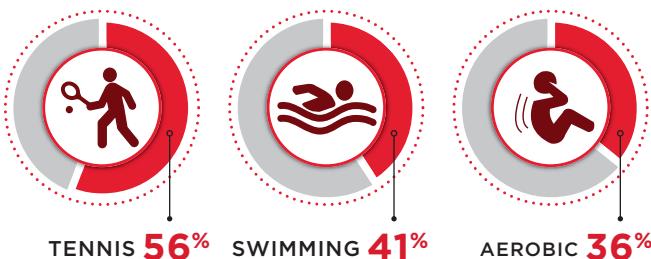
Once Canadians pick up their tennis racquets they never have to put them down because tennis is a sport for life and very safe to play. International research has shown that playing tennis helps people live longer and is one of the best forms of exercise to improve cardiovascular health. Considering this research it is no surprise that every age group contributes to the Canadian tennis playing population. Tennis is also a gender-balanced sport and a top three sport among new Canadians. Given the broad diversity across our player base, we truly believe that tennis can improve the life of every Canadian.

WHO ARE CANADA'S TENNIS PLAYERS?

Every age group contributes to the Canadian tennis playing population:

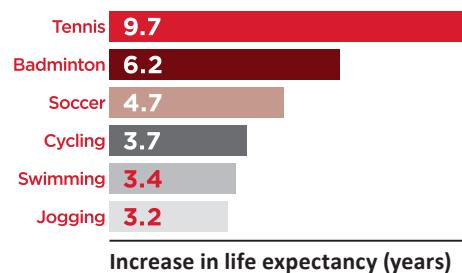


Tennis is one of the best forms of exercise to help improve cardiovascular health. A British study found that respondents that played racquet sports had a 56% lower risk of dying of heart disease or stroke.



Tennis goes far beyond one-on-one matches. Tennis programming is designed for all abilities and ages from kids tennis to wheelchair tennis – it can be accessible and inclusive for all. Furthermore, with the capability for different ages and both genders to play together at any level, tennis can bring a community together. From

Playing tennis extends one's life expectancy by 9.7 years. The Copenhagen City Heart Study compared several sports and found tennis to be the leading sport in increasing life expectancy.

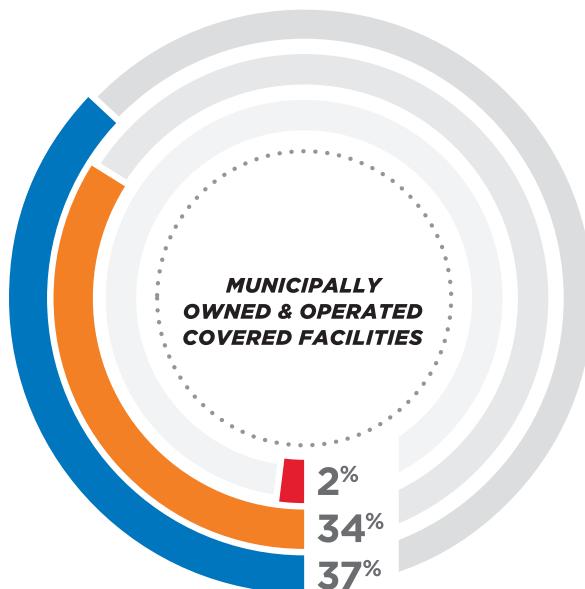


encouraging and supporting your doubles partner to making new friends at a cardio tennis class, tennis has numerous social benefits that have allowed generations of Canadians to grow a passion for a game that can be played together for a lifetime.

Physical activity that delivers social and health benefits is vital to improving the well-being of Canadians. Ensuring continuous physical activity is within the reach of all Canadians relies on affordable and accessible equipment and facilities. When it comes to tennis the cost of a racquet and a few balls is very little compared to other sports and there are thousands of public outdoor courts in communities across Canada. This has allowed millions of Canadians to enjoy tennis and the physical, health and social benefits the game provides. However, these benefits are often limited to the summer season. Due to Canada's long winters, outdoor tennis courts are unusable for 50 to 75 percent of the year. Currently, only 2 percent of municipally-owned tennis courts are covered. Covered courts include courts under a permanent structure, an air-supported structure or other fabric frame structures that enable Canadians to play tennis regardless of the weather.

MUNICIPAL COVERED FACILITIES

Increasingly outdoor sports such as hockey and swimming have moved indoors, but tennis has fallen behind. Only 2% of municipal tennis courts are covered and thus open to year-round play.



TENNIS
2%



HOCKEY
34%



SWIMMING
37%

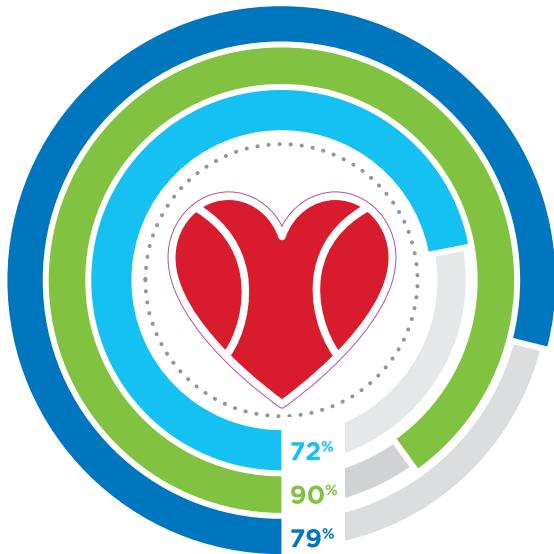
With 750 broadly accessible covered courts across Canada, we are only able to provide 1 accessible covered court for every 50,000 Canadians – compared to other developed nations Canada finishes last in this regard. Needless to say, we have a shortage of covered courts. We have fallen behind in providing Canadians year-round access to a sport that is safe, affordable and proven to provide numerous physical, health, and social benefits for Canadians ages 4 to 94. As we work towards making tennis available to Canadians year-round, we believe that we are not alone in wanting to improve the lives of Canadians through regular participation in physical activity. We encourage local governments to invest in tennis and by doing so invest in improving the well-being of all residents.

The Municipal Tennis Facilities Strategy and Partnership Framework have been created to engage local governments and inform them on how they can help deliver more covered courts to Canadians. The Framework portion of this document sets out a process through which municipalities can work with not-for-profit groups or the private sector to bring affordable and accessible covered courts to their communities. Affordability ensures that programs and equipment are within the reach of Canadians. Accessibility ensures that tennis is available to the entire community in an equitable and inclusive environment, regardless of a resident's physical abilities, race, ethnicity, culture, or sexual orientation.

The Partnership Framework is based on best practices and case studies of municipalities working with external organizations to deliver recreational activities to their residents. It has been designed to be adaptable to virtually all operating and ownership models a municipality may encounter while pursuing a covered court project. We have developed three planning tools to help municipalities understand the operational and financial aspects of a covered court facility. Additional resources and appendices are also available to support municipal planning, research and decision-making.

LET'S WORK TOGETHER!

Tennis Canada commissioned an independent research study that asked 1,000 Canadians how they felt about Tennis Canada & municipalities working together to bring more covered courts to Canadians.



72%

of Canadians liked or loved the covered courts initiative

90%

of Canadians agree that municipalities and Tennis Canada should collaborate on the covered courts initiative

79%

of Canadians said that they would see their municipality in a more positive light if it collaborated with Tennis Canada on a covered court initiative

A covered court project presents an excellent opportunity for municipalities to support their active living strategy while making a financial return on their investment. According to our research every covered court facility in Canada is breaking even or earning a positive net revenue. This is possible through the low investment required for an air-supported structure to cover courts and the minimal maintenance associated with hard acrylic tennis courts. Affordable fees for residents are also made possible by optimizing the active participants per court. When playing a game of doubles court fees can be as low as \$4.00 per person and children's tennis programming allows for 8 to 24 active kids on one tennis court.

Through a wide spectrum of tennis programming including learn to play courses, drop-in classes, leagues, camps, tournaments and more, covered court facilities can have a diverse operating model that will help maximize net revenue and meet community needs.

Through various operating models and agreements, a covered court partnership can be developed to fit the diverse needs of any municipality. For example, covered court facilities can be designed as multi-sport or multi-functional. Badminton, basketball, pickleball and volleyball can easily be integrated into a tennis facility and turf sports are also possible with the investment in a portable synthetic turf.

If a municipality wishes to minimize risk and ensure the facility will not use taxpayer dollars, the construction and operations of the facility can be done in partnership with a not-for-profit or commercial partner. Through this model, municipalities can transfer risk and generate a steady revenue stream through a land lease, while still providing their residents year-round access to affordable recreational activities. We believe that one of the best options for municipalities is to work with an external partner to cover existing outdoor courts during the winter months with an air-supported structure and then return the courts to free public access during the summer. Through this model, municipalities can transfer risk to a third-party, convert an unused space during the winter, and increase affordable recreational services for residents.

We understand that municipalities across Canada vary in their objectives, initiatives and approaches to recreation service delivery. We are here to help municipalities discover how a covered court facility will best meet the needs of local residents. Whether it is during the design phase or when the facility is up and running, we are available to provide advice, tennis expertise and local contacts. Our Facilities Development Department is willing to educate and assist with the development of projects by providing support for feasibility studies and other up-front planning work. We will also regularly update this document to include best practices that have been discovered as we work together to increase the number of covered courts in Canada.

We envision a day where Canadians can play tennis in any community, at any time of the year, and we truly believe that with the help of municipalities we can make this a reality – let's work together, let's play together!



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INTRODUCTION

CONTEXT

Tennis Canada is a not-for-profit organization that aims to improve the lives of Canadians through tennis. To deliver the organization's purpose, the strategic plan is rooted in three focus areas: Capacity Building, High Performance tennis and the Rogers Cup events. Capacity building aims to increase the number of accessible covered courts to enable Canadians to play tennis year-round. Every day, Canadians are inspired to pick up their racquets and hit the courts by seeing home-grown athletes succeed on the world stage. Tennis Canada is able to grow participation in High Performance tennis and at the grassroots levels by hosting the Rogers Cup events every year in Toronto and Montréal. As a not-for-profit organization, any surplus from both tournaments is invested back into growing the sport. Tennis Canada grows tennis from every avenue, nevertheless their efforts can be strengthened by the support of local governments. Through the

Municipal Tennis Facilities Strategy and Partnership Framework, Tennis Canada aims to work with municipalities to maximize the number of covered courts, so Canadians can play tennis in any community, at any time of the year.

The Municipal Tennis Facilities Strategy is one of a variety of strategies and initiatives to make tennis more available, more accessible and more enjoyable for people across the country. The Partnership Framework aims to engage municipalities and help them work with partners to develop accessible and affordable covered courts for their residents. Through a partnership structure, municipalities can help deliver affordable tennis programs for all ages and abilities by leveraging the operational and programming expertise of the tennis community. By partnering with local governments and community tennis organizations, Tennis Canada hopes to ensure that year-round tennis can be enjoyed by anyone – from beginners, to frequent players to future Rogers Cup champions.



BUILT FOR MUNICIPALITIES

The Municipal Tennis Facilities Strategy aligns with existing municipal mandates, policies and facility development plans to help support municipal initiatives in advancing local public policy and recreation service delivery priorities. The Partnership Framework applies to arrangements between municipalities and potential partners – be it a community tennis club, a not-for-profit agency or a private entity. This document encompasses a variety of partnership models to ensure a municipality can select a model that aligns with their values, objectives and existing initiatives.

Tennis Canada has created this step by step guide to take the guess work out of developing multi-party relationships that result in successful covered tennis court projects. The process described in this document is complemented by three planning tools, twenty resources as well as supplementary information offered in Appendices A through G. These supports are meant to be handy “pull and play” elements to assist in the implementation of the Framework. Tennis Canada will expand and refresh these elements as more municipalities use the Framework and bring covered tennis courts to their communities.

PART 01

SETTING THE STAGE FOR MORE YEAR-ROUND TENNIS IN CANADA



TENNIS CANADA'S FOUNDATION

Tennis Canada is committed to achieving the organization's Purpose, Mission and Vision while conforming to Values as they are set out in the Strategic Plan.

PURPOSE

Improve the lives of Canadians through tennis

VISION

Become a world leading tennis nation

MISSION

To lead the growth of tennis in Canada

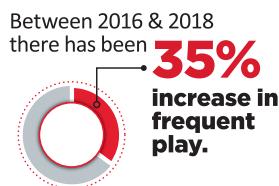
VALUES

Team work, passion, integrity, innovation, excellency & accountability

Tennis Canada's mission is to lead the growth of the sport in the country. That mission can only be accomplished with more individuals playing more tennis more frequently, including during winter. With only one accessible covered court for every 50,000 Canadians, there is a shortage of year-round tennis courts in Canada preventing residents from playing tennis for the greater part of the year. To help address this shortage the Municipal Tennis Facilities Strategy and Partnership Framework have been developed in accordance with key recreation service delivery philosophies utilized by municipalities throughout the country. In Appendix A, Tennis Canada has linked many of the organization's initiatives to the key goals and priorities of the Pathways to Wellness: The Framework for Recreation in Canada 2015.

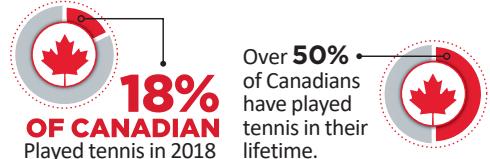
INTERESTING FACTS ABOUT TENNIS IN CANADA

Tennis participation in Canada is on the rise!



In 2018 over **6.5 MILLION CANADIANS** picked up a tennis racquet & hit the courts.

Tennis is a **gender-balanced** sport. **44%** ♂ **56%** ♀



Tennis is a **top 3 sport** among New Canadians **23%** of tennis players are born outside of Canada.



2.3 MILLION CANADIANS played tennis at least **once a week** during the tennis season.

As tennis continues to grow across Canada, Canadians need access to affordable covered courts that enable them to play tennis year-round. Tennis Canada is not alone in recognizing that nationally organized initiatives that support the development and management of quality tennis infrastructure are good for the sport and beneficial to the public good. Appendix B briefly describes initiatives that have been undertaken in Great Britain, Australia and the United States to increase the number and quality of well managed tennis facilities. Tennis Canada has learned from these examples and created

the Municipal Tennis Facilities Strategy and Partnership Framework to be applicable nationally but tailored to be implemented locally by municipalities and their project partners. Tennis Canada knows that the strength and resilience of the sport are indelibly linked to energetic and resourceful community members who come together to enjoy what the sport offers. Tennis Canada's goal is to address the shortage of accessible and affordable courts and in doing so, use tennis as a vehicle to help more Canadians get active.

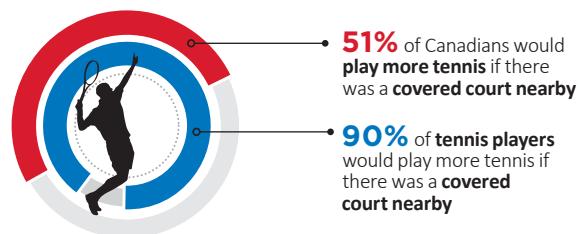
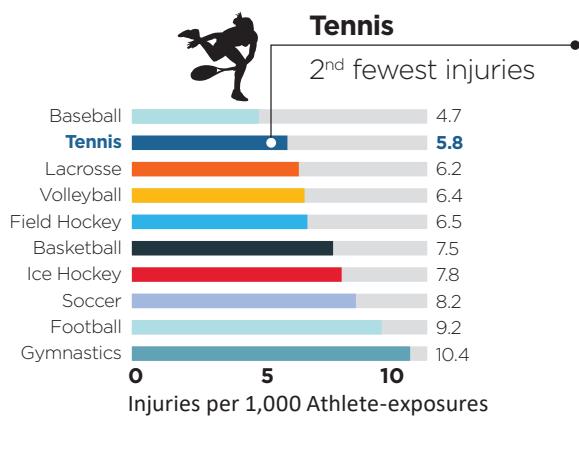
A STRONG TENNIS COMMUNITY BENEFITS CANADIAN'S HEALTH AND WELLBEING

Tennis Canada's Municipal Tennis Facilities Strategy and Partnership Framework are aligned with the Canadian Sport Policy and the Long-term Athlete Development Model (Appendix C & D) to ensure they are applicable to every environment in which Canadians can participate in tennis, whether it be relaxation, physical fitness or simply for fun. In any environment, playing the game of tennis helps Canadians develop Physically Literacy (Appendix E) through fundamental movement, motor and cognitive skills. This gives them the confidence to participate in and enjoy all forms of physical activity. As an easy to learn, sport for life, tennis is good for an individual's health and beneficial to the community at large on many levels. Tennis is a safe sport with a very small occurrence of injuries and concussions compared to other top 10 sports¹. Research also shows that tennis can increase the life expectancy of players. Researchers tracked 9,000 people for up to 25 years, including what sports they played and when they died. They found that tennis players lived the longest amongst the eight different activities they looked at².

WHY MORE YEAR-ROUND TENNIS COURTS

Simply put, Tennis Canada wants to get more people playing tennis more often. To accomplish this, there needs to be accessible tennis courts on which people can play in all four seasons, rain or shine. Tennis players have stated that they would play more tennis if

Tennis is a safe sport. Compared to other top 10 sports, **Tennis ranks 2nd in terms of safety**, with a very small occurrence of injury and concussions.

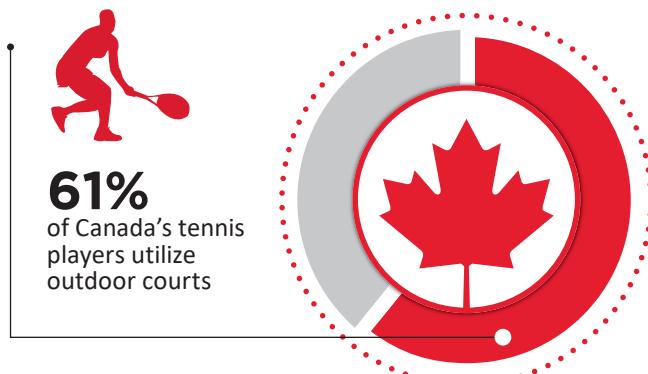


they had access to convenient and affordable covered courts, while individuals thinking of taking up the sport have indicated that the reliability of a covered court setting might be just what it takes to convert them to regular tennis players³.

1 Centers for Disease Control and Prevention (CDC). (2015, December 11). College Sports-Related Injuries

2 Australian Broadcasting Corporation. (2018, December 10). Tennis tops list of sports for increasing life expectancy

3 Charleton Insights. (2018). Covered Courts Program Partnership Assessment



This means inclement weather and certainly Canada's long winters are impediments to play. Through the Municipal Tennis Facilities Strategy and Partnership Framework Tennis Canada plans to facilitate the development of more covered venues. In doing so, Tennis Canada will capitalize on the strengths of local governments and leverage the enthusiasm and expertise of community tennis clubs or other not-for-profit organizations that are in the best position to grow tennis at the local level.

CONVERTING UNUSED SPACE INTO A COMMUNITY ASSET



Municipality: **Milton, Ontario**

Facility: **5-court seasonal air-supported structure**

Operating Model: **Municipality leases land to commercial 3rd party operator for winter**

In 2018, the Town of Milton in partnership with a commercial operator put up a seasonal air-supported structure over five existing outdoor courts. The commercial operator manages and programs the facility during the winter months. The structure comes down in April and the courts are returned to a not-for-profit summer club in May. The municipality covered the cost of resurfacing the outdoor courts – a capital investment that was already budgeted for in long-term plans. The commercial operator brought in the air-supported structure and constructed a new grade beam. The operator keeps the operational surplus from the seasonal facility, while the municipality earns a steady stream of revenue through a land lease. Working in partnership, the municipality markets the facility's programs in their recreational guide, while the operator provides Milton residents discounted rates on programs and court rental fees. Through this partnership model the Town of Milton was able to transfer risk to the operator, while generating revenue and providing their residents access to quality and affordable tennis programming. The Town of Milton residents now enjoy tennis year-round with the Tennis Clubs of Canada's Milton Winter Tennis Club and the Milton Tennis Club.

The Terms of Reference of Milton's Request for Proposals is presented in Resource G.

MUNICIPAL BENEFITS OF TENNIS CANADA'S COVERED COURT INITIATIVE

While most municipalities provide outdoor tennis courts in public parks and open spaces, the sport has not traditionally been viewed as a "core" municipal recreation service. Moreover, covered tennis courts have rarely been within the purview of customary municipal facility provision responsibilities. Therefore, the need for new or more covered tennis courts has traditionally not been included in the scope of municipal recreation master plans or other long-range infrastructure planning studies. As communities become more diverse and

needs evolve, different approaches to the delivery of both core and non-core community services will be required. Shifts in the public's activity preferences and changes in the way people want to engage in recreation activities means the status of certain sports within the inventory of services provided by municipalities also needs to change – including tennis. A covered court tennis facility can benefit municipalities and help them meet several community development objectives.

COMMUNITY BENEFITS FOR INVESTING IN YEAR-ROUND TENNIS

01

Tennis is **sport for life**. It is safe, low impact and provides a great way to get physically active with friends and family. Playing tennis can positively contribute to an individual's **physical, mental and social well-being**.

02

Tennis is very **affordable**, especially compared to the cost of participating in traditional or "core" sports. With minimal equipment requirements, tennis reduces financial barriers.

03

Access to a year-round facility makes it easier for residents to **allocate more time to physical activity**. Residents can book courts in advance or drop-in for programs without having to worry about the weather.

04

A well-programmed tennis facility **supports an active community strategy** with continuous programming designed and targeted for all ages and abilities. Programs can include: parent & tot tennis, progressive tennis, wheelchair tennis, team tennis, cardio tennis and much more.

ECONOMIC BENEFITS FOR INVESTING IN YEAR-ROUND TENNIS

There are a variety of financial and economic benefits related to the development of a covered tennis court facility. The extent that these benefits will be realized by the municipality will largely depend on the degree of involvement that the Town or City has with the project.

01

Revenue: A covered court facility primarily generates revenue through programs, court rental fees, and leases. After expenses a well-programmed facility can generate a net revenue of anywhere between \$20,000 to \$40,000+ per court for the operator. If a municipality wishes to transfer operating risk, they are still able to earn direct revenue through a land lease.

02

Employment: A covered court facility will create new full and part time job opportunities such as facility managers, and tennis coaches and instructors. The facility will provide an excellent opportunity for youth employment as youth over the age of 15 can be hired and certified as instructors by Tennis Canada.

03

Volunteer Opportunities: Covered courts also add to the number of local volunteer opportunities that are available to the community plus consolidate the strength and cohesiveness of volunteer boards of community tennis clubs by extending their tenures to a full twelve-month season.

04

Multi-Sport: Hard tennis court surfaces can easily accommodate several racquet and net sports. Turf sports can also be integrated through a portable synthetic turf that can be automatically rolled out. Municipalities also have the option to encircle the bank of courts with a walking/running track.

05

Multi-Function: A covered court facility can be designed to serve additional community needs as net posts can easily be removed and most surfaces can be prepared for multi-use. Additional uses for covered court facilities include: trade and exhibitions, town hall meetings, and other community-based events.

06

Sport Tourism: Across Canada, sport tourism generates more than three billion dollars in annual revenue – a number that continues to grow. Depending on the characteristics of the venue, a covered tennis facility can provide opportunities to organize tournaments and events with a capacity to attract participants, their families, coaches, trainers and spectators to the host community. Resource T provides information on sport tourism in Canada and the related financial opportunities for municipalities.

MULTI-SPORT INTEGRATION

Municipalities can design their covered court project as a multi-sport facility that can accommodate a variety of recreation programs and activities under a single roof, which is directly in sync with modern facility development strategies. Examples of sports that can integrate with tennis courts are:

MULTI-LINE INTEGRATION	MULTI-SPORT CONVERSION VIA PORTABLE SYNTHETIC TURF
Badminton	Soccer
Pickleball	Lacrosse
Volleyball	Ultimate Frisbee
Basketball	Baseball
Minimum 2 tennis court requirement	Minimum 6 tennis court requirement

The multi-sport nature of a covered court facility will enable municipalities to support their recreation service delivery philosophy and advance their community health benefit priorities. To aide municipalities with multi-sport integration Resource N has been created to illustrate how badminton and pickleball can be integrated onto a tennis court. According to Tennis Canada's research, municipalities that choose a multi-sport function for their facility are more likely to be the facility operator. Private third-party operators are more likely to be focused on a tennis-only facility as a well-programmed facility can generate a healthy revenue.



Photo Credit: The Farley Group

TENNIS, GOLF, SOCCER AND MORE



Municipality: **Truro, Nova Scotia**

Facility: **6-court year-round air-supported structure**

Operating Model: **College Board leases land to year-round not-for-profit operator**

The Cougar Dome is a not-for-profit covered court tennis facility that houses several other sports under one air-supported structure. The organization has put in a 2-lane synthetic track, long and triple-jump pits and a 10-bay golf range. They have also invested in a 15,000 square foot portable synthetic turf surface that can be mechanically rolled out in under 2 hours for soccer, lacrosse and kids camps. 21,000 local students are given free access during designated times and the facility is open for public access all-year-round. Users also have access to an attached club house which is a permanent structure that houses locker rooms, a pro-shop, meeting rooms, office space and a café. The project was supported by private donors as well as Federal and Provincial government funding.

THE IMPORTANCE OF COMMUNITY TENNIS CLUBS

Existing community tennis clubs with four or more courts are prime locations for a seasonal covered court facility. Community tennis clubs are ideal partners, for many decades they have played a significant role in passionately growing and supporting the sport of tennis in Canada. These important not-for-profit organizations are instrumental in advocating for the sport and cultivating tennis players by organizing and delivering programs that encourage various types of participation including spontaneous recreational play, instruction, inter-club leagues, competitive tennis matches, etc. It is well known that community tennis clubs nurture new players, connect players of similar skill levels and structure programs offered to more advanced players – all of which plays a

part to advancing the sport and strengthening the tennis service delivery system.

Community tennis clubs can play a critical role in helping municipalities design, build and operate their covered court facility. These grassroots organizations have long-standing ties to the local community; therefore, they can provide valuable insights on local tennis participation and recreation trends. Through their well-organized community structure, they can help create, organize and deliver quality tennis programs. Community clubs also provide access to certified tennis coaches and tennis operational expertise.

COMMUNITY CLUB DELIVERS YEAR-ROUND TENNIS



Municipality: **Burnaby, British Columbia**

Facility: **6-court seasonal air-supported structure**

Operating Model: **Municipality leases land to year-round not-for-profit operator**

Burnaby Tennis Club is a not-for-profit community club that operates six municipally-owned tennis courts. From October to May the club puts up an air-supported structure over the six courts to allow residents to play tennis year-round. The Club offers a variety of programming and membership options to meet the needs of residents. Residents can purchase seasonal memberships and pay-per-play cards. Programs include lessons, leagues, junior development, tournaments and wheelchair tennis. By covering their courts during the winter months, the Club was able to provide year-round training home for Thomas Venos – a top 15 junior wheelchair tennis player in the world. Thomas trained out of Burnaby Tennis Club for over three years before attending the University of Alabama on an athletics scholarship. The Club continues to offer wheelchair tennis programs in partnership with BC Wheelchair Sports.



A FOUR-STAGE PARTNERSHIP FRAMEWORK

This Partnership Framework provides a road map to help municipalities facilitate the development of covered courts that enable year-round tennis programming. The Framework is structured so that municipalities can participate in covered court projects to an extent that is consistent with their philosophies, policies and service provision priorities. It provides guidance about how a municipality can engage with community partners, so the risks and rewards of these projects can be shared with a variety of participants interested in advancing tennis and other sports within their community.

The Framework is a four-stage process that can be easily implemented to explore the needs and implications of a covered court project, establish its best fit for the municipality, determine the most appropriate partnership model and ascertain the best financial terms that conform to the expectations of taxpayers.

Descriptions of the steps included in the following four stage approach are explained in Part Two of this document.

INVESTIGATION

1. Develop a general understanding of the proposed tennis centre
2. Determine local need for covered courts and assemble information about potential partner(s)
3. Identify potential risks and risk mitigation mechanisms

STAGE
01

VIABILITY

4. Develop project principles
5. Determine desired partnership structure and funding model
6. Undertake detailed feasibility analysis of the project

STAGE
02

FORMATION

7. Undertake necessary public consultation or Council updates
8. Determine procurement methodology
9. If an RFP, solicit and evaluate proposals
10. Negotiate, document and formalize agreement

STAGE
03

LAUNCH

11. Initiate facility development process
12. Post construction, initiate partnership management approach

STAGE
04

Tennis Canada has teamed up with Provincial Tennis Associations to ensure that the assistance and support required by municipalities is readily available. Also, the Strategy and Framework initiative has resulted in the development of a wide range of tools and resources that will help to streamline the development process while providing practical guidance and examples of what has worked in other jurisdictions.

MATERIALS TO HELP BUILD THE CASE FOR PARTNERSHIPS

The resources offered in this Framework include a variety of materials intended to help municipal staff at all stages of the covered court partnership and facility development process. The Resources section of this document is structured so that relevant information can be easily utilized to support staff reports and inform decisions. The following table will help the reader locate the appropriate resource material.

NAME	RESOURCE PURPOSE	PAGE
A Tennis Participation Data and Statistics to Assist in Facility Planning	Help in building the case for indoor courts and supporting the tennis community	64
B Components of a Tennis Strategy	A summary of the key research steps municipalities would need to follow to develop a Tennis Strategy	66
C Performing a Needs Analysis	Factors that should be considered in determining the need for a tennis facility	68
D Covered Courts Across Canada	Help in identifying the local supply of covered court facilities	69
E Estimating the Size of the Available Indoor Tennis Market	Statistical analysis to project the potential number of likely indoor tennis players in a market area	71
F Risk Evaluation Template	Risk factors that need to be considered by the municipality and its potential partners	73
G Sample Request for Proposals for Tennis Facility Providers	To assist in preparing a call for proposals to partner for an indoor tennis facility	76
H A Guide to Developing a Municipal Comparator	Determining a base line for comparing proposals to a municipal management approach	79
I Checklist of Evaluation Criteria to Evaluate Proposals	Helpful criteria to assist in assessing the merits and drawbacks of submitted proposals	80
J Public Consultations on “Tennis Bubbles”	Learnings from historic public consultations in Canadian municipalities that were successful in obtaining approval for a “tennis bubble”	81
K Tennis Court Design Standards	Taking the guesswork out of what constitutes a quality tennis facility	82

NAME	RESOURCE PURPOSE	PAGE
L Air-Supported Structure Features	Descriptions and pictures of the key physical features of an air-supported structure used to cover tennis courts	84
M Accessibility Guidelines for Tennis Facilities	Key items tennis facilities need to take into consideration to ensure they provide an environment that is accessible to all residents regardless of their different abilities.	86
N Pickleball, Badminton & Tennis Integration	Several layout options that can be used to integrate pickleball and badminton on an existing tennis court	88
O Air-Supported Structure Utilities Expenses – <i>Examples from Across Canada</i>	Projected utilities expenses for an air-supported structure during the winter season are provided for various climates across Canada	91
P A Step-by-step Guide to Programming Your Tennis Facility	A comprehensive guide that helps club operators develop a full-spectrum of tennis programs for junior and adult participants.	92
Q Quality Standards for Kids Tennis	A summary of Tennis Canada's initiative to ensure kids are receiving safe and quality tennis programming.	93
R Tennis Facility Management Software	An overview of Tennis Canada's current Tennis Facility Management Software program	94
S Experienced Advisors	Companies, agencies and organizations that Tennis Canada suggests may be helpful in developing a partnership or a facility	95
T Sport Tourism in Canada	Using tools available from the Canadian Sport Tourism Alliance to calculate positive impacts on the local economy	96

PART 02

PUTTING THE FRAMEWORK INTO ACTION



WHAT IS A PARTNERSHIP?

The Canadian Council for Public-Private Partnership has three components to their definition of partnership:

- 01 **A partnership is a cooperative venture between the public and private sectors.**
- 02 **A partnership is built on the expertise of each partner that best meets clearly defined public needs.**
- 03 **A partnership is built through the appropriate allocation of resources, risks and rewards.**

For the purposes of this Framework, the term partnership refers to a municipality's relationship with a non-municipal entity to provide facilities and services in response to well-defined community needs. Almost all relationships between municipalities and external groups are not formal partnerships from a business perspective. This Framework aims to help municipalities develop enduring relationships with external groups through which a degree of value and worth is received by both entities. The partnership simply augments the municipality's ability to deliver a higher level of community tennis services by teaming up with an external group.

POTENTIAL PARTNERSHIP MODELS

For over twenty years, municipalities across Canada have developed partnerships with external groups for recreational service delivery. These partnerships have involved:

- **Facility development and delivery**
- **Facility management and operations**
- **Exclusive use of a publicly-owned facility**
- **Delivery of for-profit services involving a municipal facility**

Through research on partnership models for covered court facilities, Tennis Canada has identified three options that municipalities should primarily consider for their covered court project:

- 01 **Lease municipal land to a not-for-profit operator for year-round or seasonal winter operations**
- 02 **Lease municipal land to a commercial operator for year-round or seasonal winter operations**
- 03 **Municipality owns and operates covered court facility**

The ideal partnership model for a municipality will likely depend on the availability of financial and capital resources, the municipality's risk tolerance, and the level of service it wishes to provide its residents. The chart below summarizes the resources, risks and rewards related to the three primary partnership models. Following the chart are detailed descriptions of each model.

POTENTIAL FACILITY MODELS			
MUNICIPAL IMPLICATIONS	Not-for-profit Operator	Commercial Operator	Municipally Operated
Capital Investment	Jointly funded by municipality and NFP	Funded by commercial operator	Funded by municipality
Revenue Streams	Municipality could earn revenue through land lease	Municipality could earn revenue through land lease	Municipality earns net revenue generated from operations
Risks	Operational risk and some capital risk transferred to NFP	Operational and capital risks transferred to operator	Operational and capital risks absorbed by municipality
Community Benefits	Affordability and accessibility ensured for residents	Affordable and accessible through discounted fees for municipal residents	Affordability and accessibility guaranteed for residents

Option 01

NOT-FOR-PROFIT PARTNER: Potential not-for-profit partners for municipalities include community tennis clubs, Provincial Tennis Associations and other community groups.

A

Municipalities can work with an existing **not-for-profit community tennis club** and extend their summer lease to a year-round lease. They can jointly fund the construction of the air-supported structure and the club can program and operate the facility year-round. The municipality can also earn some revenue through a low-cost lease. By partnering with a not-for-profit operator, municipalities can ensure that residents receive affordable and accessible tennis programming. **Examples:** Burnaby Tennis Club (Burnaby, BC), Sudbury Indoor Tennis Centre (Sudbury, ON), West Vancouver Tennis Club (West Vancouver, BC).

B

Municipalities can also work with **Provincial Tennis Associations** (PTAs) to deliver a covered court facility to their residents. PTAs have extensive tennis programming and event expertise. They will be able to maximize court utilization through junior development training, tournament hosting and outreach programs. PTAs will also have the knowledge and experience to deliver a full spectrum of affordable programming designed and targeted for all ages, abilities and skill-levels. Where a Provincial Training Centre does not exist, PTAs are eligible for funding support from Tennis Canada for one Training Centre. In some provinces, this may be a joint partnership opportunity for a municipality to provide their residents access to year-round tennis while supporting the development of their province's top tennis players.

C

In certain municipalities, a **not-for-profit community group** that is dedicated to providing recreational opportunities for all residents may consider operating a seasonal indoor tennis facility. Outreach groups, community associations, Boys and Girls Clubs or the YMCA can operate and program an air-supported indoor tennis facility during the winter months to ensure the community has access to affordable physical activity throughout the year.

Option 02

COMMERCIAL PARTNER: Municipalities can negotiate a long-term lease with a commercial operator, allowing municipalities to transfer risk to the operator. In return, the commercial operator will be able to collect any net revenues from operations. Through the land lease agreement municipalities could earn a steady stream of revenue and through the terms of the agreement they can ensure their residents receive discounted programs and court fees. Municipalities can work with commercial partners on a year-round or seasonal basis.

A

On a **year-round** basis, the commercial partner will fund the construction of tennis courts and the air-supported structure. Consequently, the partner will also decide whether or not the structure will come down during the summer.

Examples: Marilyn Redvers Tennis Centre (Aurora, ON), The Tennis Centre Surrey (Surrey, BC).

B

On a **seasonal** basis, the commercial partner will fund the construction of the air-supported structure, and cover the costs of inflating, deflating and storing the structure on an annual basis. Once the structure comes down for the summer, the tennis courts can be returned to free public use or to a not-for-profit summer club. Subsequently, the cost of the tennis courts will depend on the terms of the lease and may be shared between multiple partners.

Examples: Milton Winter Tennis Club (Milton, ON), HEADStart Tennis Centre (Halifax, NS), Eglington Flats Winter Tennis Club (Toronto, ON).

Option 03

MUNICIPAL MANAGEMENT: Depending on a municipality's service delivery standards and where tennis fits into their inventory of recreational services, a municipality may wish to operate a covered court facility themselves. The municipality will fund any capital investments and absorb all capital and operating risks. In return, it will retain any net revenues from the facility operations that can be invested back into the municipal recreation budget. Through municipal management, affordability and accessibility for all residents is guaranteed and municipal values are upheld. Municipalities are also able to meet a wider set of resident needs by designing a multi-sport or multi-functional facility. Furthermore, they can leverage existing municipal staff at the planning, building and operating levels to reduce costs. Lastly, municipalities can operate the facility on a year-round or seasonal basis. If the municipality limits facility operations to the winter season, the tennis courts can be returned to free public use or to a not-for-profit club during the summer months.

Examples: Oak Bay Recreational Centre (District of Oak Bay, BC), Chinguacousy Winter Tennis Centre (Brampton, ON), Civic Dome (Oshawa, ON).



One of the three facility models detailed above will align with the objectives of most municipalities. However, for some municipalities a covered court facility could be made possible through an educational institution or a private entity.

- **EDUCATIONAL INSTITUTION:** A covered court facility can be built on college, university or school board owned land. A municipality can contribute to the capital costs in return for access for local community residents. Facility operations can be done by the educational institution or they can be transferred to a commercial or not-for-profit partner. A covered court facility delivered through an educational institution will provide access to affordable recreational activities to thousands of students and support intramural and varsity tennis programs. The covered court project can also be designed as a multi-sport facility to expand services for students and local residents. **Examples:** Carleton University Tennis Centre (Ottawa, ON), Western University (London, ON), UBC Tennis Centre (Vancouver, BC), The Cougar Dome (Truro, NS)
- **PRIVATE ENTITY:** A covered court facility can be built on privately-owned land. The land owner can build and operate the facility or lease the land/facility to another private operator. Private operators will build and program their facility with the needs of their local community in mind. Private tennis facilities across Canada vary greatly with regards to the programs and amenities they provide their users, consequently the level of affordability and accessibility they offer to local residents also varies. **Examples:** Bear Mountain Tennis Centre (Victoria, BC), Joshua Creek Tennis Club (Oakville, ON), Lakewood Indoor Tennis Centre (Saskatoon, SK).

For the full continuum of partnership alternatives please see Appendix F.

Resource S provides a list of advisors in the private and public sectors who have experience with covered court facilities. These experts will be able to provide guidance on air-supported structures, tennis programming and facility operations. They will also provide insights on municipal partnerships and the municipal recreation facility development process.

FORMULATING A PARTNERSHIP

Creating partnerships with outside entities for the development of accessible covered court community tennis centres can help to provide an additional level of recreational service without placing undue stress on municipal capital and operating budgets. Collaboration with others offers an attractive alternative to bring publicly available facilities to reality – when it's not feasible for the municipality to go it alone.

While the benefits of alliances are many, relationships between municipalities and outside entities require planning - especially if partnering is a new concept for a municipality. The four stages of the Framework offer a pragmatic approach to evaluating the potential of a facility, based on local need, its financial viability, the level of municipal risk, the appropriate level of municipal oversight and operating options for a proposed tennis centre.

It is important to remember that relationships with outside groups must be “the right fit” for the municipality. A municipality’s state of readiness for partnering will depend on their previous experience in working with an outside group as well as the “match” of the potential

partner’s attributes to the requirements of developing and/or operating a community tennis centre.

It is impossible to anticipate all of the considerations that may apply to any particular municipal relationship with an outside entity. For this reason, municipal staff typically rely on expertise and resources available through various departments or business units within their organization – in particular Recreation and Culture (or Community Services), Purchasing and Procurement, Planning, Finance, Legal, etc. Often, municipalities establish Partnership Committees or Technical Committees to oversee the implementation of the partnership development process. Committee members are usually representatives of the aforementioned departments. Sometimes elected officials are invited to either be active participants on a Committee or simply audit the Committee’s work.

Key elements of the four stages of the Framework are described on the following pages. These descriptions are supported by materials presented in the Resources and Appendices.



STAGE 01

INVESTIGATION

The concept of adding covered courts to a municipality's inventory of recreation facilities will either arise from municipal planning activities – such as Recreation Facility Master Plans – or from proposals received from outside interests. The four stages of the partnership Framework should be implemented regardless of the source of the idea.

STEP 1: Develop a general understanding of the proposed tennis centre

The municipality's point person for the project should develop a general understanding of the proposed community tennis centre to help inform decision-making that will be required throughout the stages of evaluating and potentially developing a partnership. This does not mean the person responsible for implementing the process needs to become an indoor tennis "expert" but rather he/she should at least understand the nuances of this particular type of facility. The tools and resources section of this document should be helpful in this regard and additional support and expertise is always available through Tennis Canada. Tennis Canada can be contacted at any stage of consideration or planning at coveredcourts@tenniscanada.com

The investigation stage is meant to provide answers to a few important questions.

- Is the proposed facility or service needed in the community?
- Is the proposed facility or service consistent with municipal values?
- Who are the potential partners and are they capable of developing the facility?
- How will municipal interests be protected within the selected project?

STEP 2: Determine local need for covered courts and assemble information about potential partner(s)

The first and one of the most critical aspects of the investigation stage is accurately determining the need for new (or additional) covered community tennis courts within the local jurisdiction. If a previously prepared Recreation Facility Master Plan recommends covered courts, or even revitalized or new outdoor courts, some of this work may already be complete. However, if the proposed project arises from within the community, it is important that the municipality validate that a need exists before proceeding any further. A detailed needs assessment process is described in Resource C. Additionally, Resource E provides advice about calculating the likely number of indoor tennis players available in the market areas of the proposed covered court tennis facility.

STEP 3: Identify potential risks and risk mitigation mechanisms

Most municipal decision makers will be extremely interested in the potential risks associated with entering into a partnership for the development of covered community tennis courts. While certain risks may be shared between the partners, the municipality will need to review its exposure to certain operational and commercial risks. For example, taxpayers often look to the municipality to resolve operational problems even though an outside entity is responsible for facility or service delivery.

Furthermore, it is impossible to transfer risk without also transferring control over the elements that will influence risk. For instance, a municipality will not likely be successful in transferring revenue risk to its partner while retaining control over setting fees. It is important to plan for the risks and responsibilities of each party.

Even though the municipality might contract-out the delivery of certain services, it may indirectly retain some risk exposure resulting from things such as complaints or criticisms associated with the quality of building, its maintenance or interruptions in service. There have been cases in Canada where the appropriate level of planning and risk assessment was not conducted, and unforeseen situations have arisen where third party providers have abandoned projects that were valued by the community, forcing the municipality to step in to resurrect the service. For this reason, a Risk Assessment Template is presented in Resource F.

Early on in the investigation stage, staff should address any environmental impact implications of the proposed project. If the facility is to be located in an existing neighbourhood, issues of noise, traffic, security and night-time light levels could be of concern to area residents. To help resolve these issues, the project proponents will typically have to conduct traffic and shade and light studies. There have also been instances where neighbourhoods have objected to air-supported structures simply because of their perceived objectionable aesthetic value. To address this concern, air-supported structures come in various sizes and colours and can be taken down for the summer season. Wherever possible, all efforts should be made to mitigate issues before the project proceeds to detailed development.



STAGE 02

VIABILITY ANALYSIS

STEP 4: Develop project principles

A well-conceived partnership begins with the establishment of principles that pre-determine the municipal response to issues that will very likely emerge during discussions with potential partners. In essence, the partnership principles lay out the municipality's position regarding significant partnership elements. Normally municipalities establish Committees comprised of staff, elected officials and key stakeholders to develop the principles that address the following areas.

- The degree to which the arrangement must **comply with municipal values** and philosophies and the potential partner's attitude towards public service. In other words, is the partner willing and able to contribute to the corporate strategic plan, the official community plan, the recreation service master plan, etc?





- The **levels of control** and the mechanisms that the partner must provide the municipality to ensure adequate quality is maintained. Pre-established, written specifications that clearly define what the project partner is expected to do (from an operating and maintenance perspective) are the most effective methods of detailing the partner's responsibilities and the municipality's expectations.
- Minimum **attributes that the partner must bring to the relationship**. This list will vary depending on the size and nature of the tennis centre being considered.
- **Municipal risk tolerance** and the conditions under which risk will be absorbed. The degree to which the municipality is capable or willing to absorb risk will be a key determinant in the most acceptable type of partnership model it chooses.
- The **degree to which stakeholders and others should be involved** in the deliberations regarding the partnership and the manner in which the public's interest will be reflected in the partner selection process. Determine the requirements to adequately consult the community, especially if an air supported structure is being considered as the building solution.
- The **municipality's financial expectations** and conditions under which certain types of investments in the partnership will be considered. This principle is linked to the risk tolerance principle discussed above. Simply, the municipality's financial expectations must involve a balance between acceptable levels of risk and anticipated financial rewards from the project. As a general rule of thumb, if a municipality transfers almost all of the risk to its partner, its financial returns from the project will be more modest than if it has a more active role.

The principles will be exceedingly important in choosing the partnership structure that is best suited for the municipality.

STEP 5: Determine desired partnership structure and funding model

Although there are numerous forms of relationship structures available to municipalities and community tennis centre partners, research suggests that most municipal arrangements can be grouped in one of the following five categories:

- 1 **Strategic Alliance:** a relationship that involves the municipality and one or more organizations collaborating on planning and delivering select facilities, services or programs. An example would be a municipality working with a community tennis club to determine the most appropriate locations for other not-for-profit clubs to be formed within the community or to decide on the locations of regionally focused tennis centres that serve a municipally-wide market rather than a local neighbourhood focus.
- 2 **Contract Agreement:** services contracted by the municipality to a partner organization, whereby the contracting partner delivers a service consistent with a predetermined specification. Individuals, community clubs or private companies are frequently contracted by municipalities to deliver tennis lessons, run junior tennis camps or organize events (like tournaments).
- 3 **License or Lease Agreement:** facilities rented by the municipality to a partner, where a partner licenses or leases a public facility for its private and sometimes its exclusive use (although usually with provisos for public access guarantees). Community tennis clubs generally have leases or licenses to use public courts to deliver their programs and to offer their members exclusive use periods during the summer time. Generally, the municipality obligates the club to provide public access to the courts, on a scheduled basis. Private and not-for-profit groups also frequently obtain a license for the use of public outdoor courts to allow for the addition of a bubbled facility installed seasonally over the courts during the winter months.

- 4** **Service Agreement:** services provided through an agreement between the municipality and one or more partner organizations, where services are jointly controlled, managed and operated by the partners as specified in an agreement. The municipality and its partner agree on the basic concept of the service(s) to be offered and then adjust the specific terms and obligations of the provider as the details of the service requirements become better understood.
- 5** **Facility Development (Equity) Agreement:** facilities that are mutually planned and jointly funded and where constituents of the participating partners would have access to the facilities in accordance with an agreement governing facility use and operations. These types of arrangements are usually most applicable to large, long lasting projects involving a municipality and a partner that brings a certain amount of equity to the relationship. Given the joint capital funding arrangement, both parties normally have a say in the facility's design and operating model. Further, the non-municipal partner may become the operator - as is the case in many municipal/YMCA arrangements.

For more information on the elements of a successful partnership and key characteristics to take into consider when forming a partnership please see *Appendix G: Information to Help Build Partnerships*.

STEP 6: Undertake a detailed feasibility analysis of the project

The feasibility analysis involves developing a business plan that takes into account all of the business variables that will determine the success or failure of the facility - in both the short and long term. This includes an accurate estimate of the capital costs associated with the project, a funding plan, an operating plan and staffing model, a marketing plan, fee structures, sales projections and the estimated cost to operate the facility. Feasibility studies are typically augmented by a sensitivity analysis that considers various revenue and utilization scenarios. An operating forecast for a 4-covered-court tennis facility is presented in Part 3 of this document to help guide municipalities through their feasibility study.



STAGE 03

FORMATION

STEP 7: Undertake necessary public consultation or Council updates

When developing a covered court facility partnership, municipalities will likely conduct public consultations to gather input from residents. Public consultations engage the local community and ensure municipal services are aligned with resident needs. For a covered court facility, residents will need to be informed on potential locations and building design options. Expected capital costs and results of traffic, light and shade studies could potentially be shared with residents to help inform their opinions. Ultimately, the key findings from these consultations will inform a municipality's design decisions and/or the terms of their RFP.





Consultations will also allow municipalities to learn about the programming needs and recreational priorities of residents. During these consultations feedback on proposed court usage and programming fees can also be collected. This will help inform a municipality's programming and court allocation decisions. It will also ensure a municipality selects a partner whose operating model aligns with the needs of local communities. The information gathered through public consultation may be used to negotiate the terms of a lease agreement with an operating partner to ensure affordability and accessibility for residents.

STEP 8: Determine procurement methodology

There are four basic means of locating a potential covered court partner:

- sole source negotiation with targeted organizations like community tennis clubs;
- tender call process;
- Request for Proposals (RFP's); and
- unsolicited proposals submitted to the municipality by an outside group

Sole sourcing is generally most appropriate when dealing with not-for-profit groups or other public sector organizations for modestly valued agreements with inherently limited risk. Sole sourcing may also be appropriate when there is only one provider of the desired product or service available in the market place.

The tender call is appropriate when the municipality is seeking a well-defined product, service or commodity and detailed specifications are available. It should be understood that the tender process generally limits the potential for creativity on the part of candidate partners.



STEP 9: If an RFP, solicit and evaluate proposals

The Request for Proposal (RFP) process can be applied when the municipality has completed the first two stages of the Framework and the project appears to be viable. The nature of RFP's invites a greater degree of creativity than in the more restricted tender call process by describing the desired outcome of the project and then asking potential partners to propose realistic solutions. A sample of an RFP soliciting submissions for a covered court solution over municipal tennis courts is presented in Resource G.

From time to time, municipalities receive unsolicited proposals for tennis projects – either covering existing courts or developing a new tennis centre. Proponents of these ventures will frequently contend that their propositions are unique and should qualify as a sole source opportunity. Municipalities are well advised to thoroughly investigate the validity of this claim prior to engaging in detailed discussions with a proponent.

The issues that the municipality should consider regarding the proprietary nature of a proposed project are:

- magnitude of the project (dollar value and complexity);
- availability of other proponents with similar capacities or expertise;
- uniqueness of the idea or concept;
- trade mark and copy right issues;
- exclusivity issues;
- length of the proposed term of the relationship; and
- nature of the proposed agreement.

Assuming that the project appears worthwhile, but not deemed proprietary, the municipality's usual RFP process would be implemented. The organization that prepared the original unsolicited proposal should be encouraged to participate in the process. However, if the municipality is satisfied that the concept is worthy of further attention and it is deemed proprietary such that a sole source negotiation would be appropriate, the proponent should provide detailed information, which at a minimum should include the following:

- comprehensive needs analysis;
- a comprehensive business plan;
- the proponent's financial capacity;
- a clear demonstration of the sustainability of the project;
- in the case of a not-for-profit group, the organization's secession plan;
- detailed evidence of community benefit; and
- a full risk analysis.

Staff or a review team assigned to the project would apply criteria similar to the normal RFP process to evaluate the proposition to determine if the project should be recommended for approval.

STEP 10: Negotiate, document and formalize agreement

Once the partner has been selected the parties negotiate a relationship for the project that is mutually satisfactory. This will in large part reflect the contents of the selected proposal but is much more detailed in terms of the nature of the arrangement. Staff and possibly a Partnership Committee should work out the specifics and practicalities of the relationship before the legal documents are developed.

Effective agreements are always well documented. Generally, the agreement provisions should describe:

- the purpose and basic background for the relationship;
- the obligations of both parties;
- the practical aspects of the relationship;
- the financial terms of the arrangement;
- the expected outcome of the relationship;
- limitations/requirements imposed by the municipality on the operation; and
- the consequences of non-performance by either party.

Of course, the number of provisions and the level of detail required to describe the relationship will depend entirely on the nature of the project.



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STAGE 04

LAUNCH

STEP 11: Initiate facility development process

When developing a covered court facility through a partnership model, the operator will typically take responsibility for the construction of the facility. Given the terms of the lease agreement, the municipality will give land access to the operator to begin construction on a specified date. A municipality's planning department will approve site plans and grant the appropriate building permits. In some cases, zoning by-laws may need to be amended to permit construction of the facility. If the municipality is constructing the facility itself, they will follow existing building procedures and processes.

STEP 12: Post construction, initiate partnership management approach

To be successful, agreements need to be proactively and effectively managed. It is not sufficient for the municipality to nurture a relationship with an outside group and then leave the group to its own devices. It is the public sector's obligation to maintain an ongoing relationship with its partner to ensure that:

- Service standards are maintained
- Contractual obligations are met
- Required supports are provided
- Potential problems are addressed through joint planning

A balance must be struck between the municipality's responsibility for audit and oversight and the partner's right to conduct business with minimal interference. Each party should appoint one person to be the main contact point on all matters relating to the administration of the agreement. They should meet on a regular basis to stay abreast of emerging issues, resolve potential problems and identify opportunities where additional resources are required to enhance the success of the relationship.

Staff who are responsible for managing relationships with covered court partners require contract management expertise that is different from the skills that would be necessary if the same staff were to run the facility themselves. Effective contract managers thoroughly understand the roles, responsibilities and obligations of both sides of the relationship and establish information sharing and reporting mechanisms to ensure that the expectations of both partners are met throughout the term of the agreement. The municipal representative may also need to educate the partner about the necessity for regular meetings and reports especially when dealing with volunteer organizations that are often not well versed in management practices.

It is also important that the municipal staff responsible for the relationship know how to monitor results, interpret reports and evaluate accomplishments and shortfalls. Furthermore, the staff must be capable of identifying areas of necessary improvements, be able to effectively communicate the need for improvements and have the capacity to provide guidance that would lead to performance consistent with the public's expectations. Therefore, it is essential to match the skill sets of the assigned staff person with the nuances of the agreement.

MANAGING AGREEMENTS WITH VOLUNTEER GROUPS

The nature of volunteer organizations may require agreements that set out details not normally required in relationships with formal legal entities. Some municipalities require community partners to have a clear secession plan that ensures the organization is sustainable beyond the tenure of a core group of volunteers. This helps to protect the interests of the municipality and brings a certain degree of assuredness to the arrangement.

CONTRACT MANAGEMENT

It is important to effectively manage arrangements with outside interests. A common misconception about out-sourcing is that the practice will eliminate staff time associated with the delivery of the service. Depending upon the nature and complexity of the agreement, contract management could require as much, staff time than direct service delivery, especially during the arrangement's infancy. It is therefore important that the municipality be equipped with the appropriate number of adequately trained personnel to manage relationships with the partner.

EVALUATION AND MONITORING

After implementation, the partners should engage in mutual evaluation of the relationship. Where necessary, adjustments to roles and responsibilities should be considered to improve the working arrangement between the partners and the results of their efforts. Outcomes should be tested against the partnership principles and new directions should be guided by the pre-determined municipal positions regarding the partnership. The result should be consistent with the objectives for the partnership and the communities they serve.

USEFUL KNOWLEDGE FROM PREVIOUS EXPERIENCES

Research into previous municipal partnership experiences for tennis facilities has revealed useful knowledge about the characteristics of potential partners and the nuances of developing a productive relationship.

- 1 Until recently, most municipalities have dealt with covered court tennis facility partnerships on a reactive rather than proactive basis. In other words, most often, municipalities have been approached by potential partners offering an unsolicited proposal, usually asking for permission to install a bubble over existing municipal tennis courts. Frequently, this order of events has caused the municipality to respond in a defensive manner rather than being able and prepared to work collaboratively through the process in a thoughtful way. Adequate preparation – such as the inclusion of a tennis needs assessment in the municipality's recreation facilities master plan study - would be a good start in being prepared in advance of these types of overtures (for both outdoor and covered courts). Better still, if a need for more tennis is determined, taking a proactive posture by issuing a Request for Proposals (RFP) which puts control of the process into municipal hands and relieves the stresses of being forced to be responsive.
- 2 Potential partners will likely not understand municipal requirements regarding sole source procurement, especially for projects as large as covered tennis facilities. Consequently, proponents may be confused by or will resist suggestions about the need for an open and transparent partner search and selection process through the issuance of an RFP.
- 3 It is very likely that proponents will be unfamiliar with the administration procedures and approval chain of command that are the normal municipal business practices. The need to involve various departments in information sharing and the separation of responsibilities between departments is often a foreign concept to potential partners. Consequently, some potential partners may have unrealistic expectations regarding the amount of time generally required to work through normal municipal decision-making processes.

- 4** Some partners may suggest that the municipality provide them access to public land and they will assume all responsibility for the project. This type of expectation again demonstrates a lack of knowledge regarding the various levels of information sharing and approvals required for the municipality to become associated with a project situated on municipal property. Additionally, some proponents undervalue the cost of land that the municipality might contribute to the project. The value for money assessment that should be undertaken prior to finalizing the arrangement should take into account all municipal inputs to the project including the value of land and improvements such as outdoor tennis courts, support buildings (such as clubhouses), parking, etc.
- 5** A potential partner's proposal may be simply a concept rather than a submission that includes the required level of detail for the municipality to take a proposition seriously. The guidelines presented in this Framework should help to set out the minimum submission requirements.
- 6** Potential partners sometimes assume that the project will be exempt from municipal taxes. Fulfilling this expectation could be cumbersome if a municipality has relationships with other partners that already pay taxes. So, for example, it would be difficult to justify a "no municipal tax environment" for the community tennis club that operates a tennis bubble when the municipality is charging the local curling club taxes on the curling arena owned and operated by a not-for-profit organization. Potential partners often do not understand the precedent setting nature of their requests. In some Canadian jurisdictions, the provincial tax setting authorities are suggesting that municipal taxes are applicable to year-round tennis facilities (such as a bubble that remains in place all year) regardless of the profit or not-for-profit status of the operator.
- 7** A proponent for a new covered court community tennis facility may claim that a partnered covered court tennis centre is required even though an existing commercial tennis club currently operates within the defined market area. The usual rationale supporting this claim is that the existing club's membership or court fees are too expensive.

This may be true; however, these situations can sometimes be mitigated by a thorough market demand study focusing on the need for additional tennis facilities, a commitment to all parties about full disclosure throughout the process, and a high degree of communication with all affected parties as the process unfolds. If it is determined that there is a need for a more affordable covered court tennis centre to serve the local market, the commercial operator should be invited to participate in the partner search and selection process.



FUNDING METHODS

All municipalities develop long range capital plans (usually forecasting capital funding requirements for 5 or 10-year windows) to ensure that they have access to necessary funding to undertake the development of projects required to support community priorities. Capital projects called for by infrastructure planning studies (like Recreation Facility Master Plans) would be inserted into the long-term capital plan in the years in which the new or expanded facility is expected to be required to meet community need. Capital ventures not included in the long-term plan are often referred to as “unfunded projects” that are likely the subject of alternative funding approaches or are postponed until funding assistance from other levels of government becomes available.

Funding models for a partnered project will be dependent on the level of participation by project partners as well as the structure of the relationship. Obviously, the capital cost to construct a municipally owned and operated facility would be entirely borne by the municipality through inclusion in the long-term capital plan. The cost of a facility that is owned and operated by the private sector would be the private operator’s responsibility. However, there are a variety of options that could be explored to cover the capital costs of partnered projects involving a municipality and a non-municipal partner.

FEDERAL GAS TAX FUND

The Federal Gas Tax Fund (GTF) is a permanent source of funding provided up front, twice-a-year, to provinces and territories that in turn flow funding to their municipalities to support local infrastructure priorities. Municipalities can pool, bank and borrow against this funding, to provide financial flexibility. The Federal Gas Tax Fund delivers over \$2 billion every year to 3,600 communities across the country. In recent years, the funding has supported approximately 4,000 projects each year. Communities select how best to direct the funds with the flexibility to make strategic investments across eighteen different project categories including sport, recreation, culture and tourism facilities¹. Both provincial and federal governments collect gas taxes and, in the case of the federal government, share a portion of those taxes with all municipalities across Canada.

Some provinces, such as Ontario and Alberta, also share a portion of fuel taxes with municipal governments². A specific example of the Gas Tax funds contribution to growing tennis is the Ontario City of St. Thomas’ successful application through which it received approximately \$675,000 to replace the Pinafore Park tennis facility that was originally constructed in 1960. Similar successful examples have occurred throughout the country.

FEDERAL INVESTING IN CANADA PLAN

The federal government’s 2017 Budget included a number of initiatives that provide investments in three priority areas: public transit, green infrastructure and social infrastructure. Social infrastructure includes cultural, sport and recreation facilities. The budget also proposes the creation of the Canada Infrastructure Bank, an arm’s length organization that will help allocate funds to each of the priority areas. Budget 2017 included an investment of \$1.8 billion over 10 years starting in 2018–19. Of this amount, more than \$1.3 billion will be provided to provinces and territories through integrated bilateral agreements, on a base plus per capita allocation basis. This investment will be delivered through the second phase of social infrastructure funding. The federal government has entered into bilateral agreements with several provinces and territories to ensure that the allocation of funds reflect local and regional priorities. It is anticipated that when the program is rolled out by all provinces/territories, funds will be allocated on a merit-based formula.

FUTURE INFRASTRUCTURE FUNDING PROGRAMS

Similar to the above examples, from time to time the federal and provincial governments participate in funding new municipal facility developments or financially helping with upgrading aging infrastructure. Usually, these funding programs are offered in a finite window of time to complete the application and project selection process and often require financial participation by the municipality and/or its partner.

¹ Infrastructure Canada. (2018, March 27). The Federal Gas Tax Fund.

² Federation of Canadian Municipalities. (2015, September 18). Fuel tax Transfers.

CAPITAL RESERVE FUNDS

Capital reserve funds set aside by municipalities as part of long-range capital plans to deal with ongoing capital funding for facility improvements over time. Annual reviews and prioritization assist in the development of annual plans for specific projects that will draw down on these funds.

PROJECT FINANCING

In certain cases, the financial strength of a project will allow the venture to underwrite the cost of borrowed funds. Similarly, municipalities have an opportunity to debenture the cost of capital projects over time. The carrying costs of financing would need to be added as a cost item in the business plan of the project.

LOAN GUARANTEES

Some municipalities loan capital funds to qualified community organizations for the development of new recreation facilities. In other cases, municipalities guarantee the organization's project loan that has been drawn from a traditional financial institution.

DEVELOPMENT CHARGES OR DENSITY BONUSING

Growing municipalities often require land developers and home builders to pay development charges. These charges help municipalities fund infrastructure needs resulting from a growing population. Similarly, in certain provinces with enabling legislation, developers are permitted to contribute capital or operating support for public facilities, including recreation centres, in exchange for approval to increase the size or density of a commercial or residential project.

SPONSORSHIP AND FUNDRAISING

Some communities have been successful with efforts to fundraise to help defray the capital cost to the municipality. These are usually target efforts specifically for a particular project. A good example of successful sponsorship efforts is the improvement project to an existing triple tennis court complex located at Torii Park in East Woodbridge (City of Vaughan) Ontario. The

project was funded in large part by a \$50,000 contribution by Saputo, a dairy company and local employer in Vaughan¹. In other cases, community groups have created relationships with outside groups interested in sponsoring a particular facility or program. Usually these initiatives are more successful when undertaken by not-for-profit groups rather than the municipality or a private sector partner.

TENNIS CANADA

Tennis Canada continues to seek national funding partners to support the Municipal Tennis Facilities Strategy across the country. This funding would be targeted to community tennis centres and would be available to be used in partnership with municipalities. In addition to funding, Tennis Canada is willing to educate and assist with the development of projects by providing support for feasibility studies and other up-front planning work.

PROVINCIAL TENNIS ASSOCIATIONS

Tennis Canada has made funding available to Provincial Tennis Associations who are partnering with municipalities, public institutions or private land owners to develop a Provincial Training Centre in their province. Every Provincial Training Centre will have a community focus and a province-wide development focus. The funding currently available to Provincial Tennis Associations includes pre-capital funding to assist with feasibility assessments and facility design, as well as \$250,000 in capital funding towards one approved capital project that will serve as a Provincial Training Centre and a community tennis centre.



¹ City of Vaughan. (2018, May 5). New Improvements to Torii Park Made Possible by Saputo Sponsorship.

PART 03

PLANNING FOR SUCCESS



To help municipalities understand the operating and financial aspects of a covered court facility, Tennis Canada has developed three planning tools:

- 1 **Estimated Capital Expenses & Funding**
- 2 **Estimated Operating Revenues & Expenses**
 - a **Seasonal Operations**
 - b **Year-round Operations**
- 3 **An Introduction to Tennis Programming for Municipalities**

The **Estimated Capital Expenses & Funding** tool provides a summary of the capital outlays required to build a covered court facility. The capital financial forecast is based on an air-supported structure being used to cover the courts. Other costs presented in the summary are typically incurred when building any type of covered court facility. If a municipality is covering an existing bank of outdoor courts, several of the costs outlined in the summary can be reduced or eliminated.

The **Estimated Operating Revenues & Expenses** tool outlines how a covered court facility will generate income, and what expenses it will incur while doing so. The tool provides a financial summary and the expected net revenue for a four-court air-supported tennis facility. Following the financial summary, full financial projections are provided for both a seasonal and year-round facility. For each operating scenario two projections are provided: conservative and realistic. Participant fees used to generate revenue projections are in line with fees charged by covered court facilities across Canada in 2018. A total for four financial projections are provided – under each projection the operator is able to generate a positive net revenue.

An Introduction to Tennis Programming for Municipalities outlines the variety of courses, classes, programs and additional tennis activities a municipality can deliver through a covered court facility. This Guide also introduces Progressive Tennis which uses modified equipment and courts to teach tennis to all ages from 4 to 94 and all abilities, whether they are starting tennis for the first time, or picking it back up after many years. The guide exhibits a continuum of programming that can target all ages and abilities. Through a Tennis Canada certified team of coaches and instructors, a municipality can deliver continuous programming for residents of all ages and abilities to help them reach their personal fitness goals.

These three tools will demonstrate how a covered court facility can be built and operated in any community. In doing so, the tools will also illustrate the financial and social benefits a municipality and their residents will gain from the tennis facility.

For digital or print copies of these tools please contact
coveredcourts@tenniscanada.com

Air-Supported Indoor Tennis Facility **ESTIMATED CAPITAL EXPENSES & FUNDING**

When covering a large open space, an air-supported structure is the most economical building choice. **The cost of an air-supported structure covering a 4-court tennis facility is approximately \$700,000.** Additional capital expenses that are typically incurred when building an indoor tennis facility are: tennis courts, construction services, clubhouse, parking and land. When covering an existing bank of courts, municipalities will be able to save on several of these costs. Furthermore, depending on the ownership and operating model of the facility, existing municipal resources may be utilized to help reduce the cost of construction services. Estimates for the major capital cost categories are outlined below.

Air-Supported Structure			
COMPONENTS		COSTS	
Fabric Dome			Most manufacturers estimate that the total cost of building and installing the components of an air-supported structure can be budgeted at \$25-\$30 per square foot.
Outer layer: architectural grade vinyl polyester fabric (coated to withstand environmental deterioration) Insulation: double layer of polyethylene bubbles sandwiched between two aluminum surfaces			
Concrete Grade Beam			
Foundation for the air-supported structure <i>Costs are reduced if there is an existing grade beam</i>			
HVAC			
Inflation unit, furnace, and air-conditioning (optional)			
Entrance & Exit Components			
Revolving door and double-door pedestrian airlock			
Interior Lighting			
New Tennis Courts			
COMPONENTS		COSTS	
Hard courts consist of the following:			The cost of a hard tennis court can range from \$75,000 to \$150,000.
[1] Base (concrete or asphalt)			
[2] Acrylic Resurfacer Layer			
[3] Acrylic Coloured Paint (top layer)			
[4] Court Related Equipment (nets, posts, dividers etc.)			
[+] Cushioning Layer (optional)			
A shock-absorbing layer that is placed in-between the resurfacer and coloured paint layers. Provides improved playing conditions and reduces player fatigue.			
Pre-construction & Construction Services			
SERVICES		COSTS	
[1] Construction Manager or General Contractor			The costs of pre-construction and construction services will depend on how the project is structured (internal or external to the municipality).
[2] Planners, Designers & Engineers			
[3] Environmental Personnel			
[4] Legal & Financial Consultants			

Note: Figures have been rounded to the nearest hundred thousand and were generated in 2019.

Clubhouse & Parking	
AMENITIES	COSTS
[1] Parking [2] Washrooms & Lockers [3] Lounge Area <i>For additional revenue, clubhouses can offer:</i> [+] Food and Beverage Services [+] Racquet Re-stringing and Pro-shop	If an organization is covering an existing bank of courts, a clubhouse and parking lot may already exist. The cost of a new clubhouse will depend on the level of service an organization wishes to provide its users. If the courts are built near a recreation centre – the centre can act as a clubhouse & parking can be shared.

Land		COSTS
SUITABLE LAND FOR AIR-SUPPORTED STRUCTURES		
[1] Existing bank of outdoor tennis courts [2] Park land adjacent to existing facilities [3] Vacant land adjacent to schools, commercial property, railway or part of an open field		Land costs will be dependent on the location and ownership model of the indoor tennis facility.

Comparison of Indoor Tennis Facilities Costs					
FACILITY	YEAR	STRUCTURE	SIZE (sq. ft.)	COURTS	COST
Milton Winter Tennis Club	2018	Seasonal Air-Supported Structure over Existing Courts	31,000	5	\$900,000
Marilyn Redvers Tennis Centre	2016	Year-round Air-Supported Structure + Adjacent Brick Clubhouse	43,000	6	\$2,200,000
North Vancouver Tennis Centre Expansion	2014	Rigid Steel Frame Structure	24,000	3 + 1 mini	\$4,600,000
Angus Glen Tennis Centre	2011	Steel/Brick Structure + Attached Brick Clubhouse	28,000	4	\$4,100,000

Potential Funding Sources to Be Considered	
MUNICIPAL SOURCES	Capital Budget: Infrastructure planning studies such as Recreational Facilities Master Plans help inform capital budgeting decisions and ensure sufficient funds are allocated for recreational infrastructure.
FEDERAL, PROVINCIAL & TERRITORIAL GOVERNMENTS	Development Charges: Growing municipalities often require land developers and home builders to pay development charges. These charges help municipalities fund infrastructure needs resulting from a growing population.
SPONSORSHIP & FUNDRAISING	Federal, Provincial and Territorial governments offer grants to communities across Canada to ensure all Canadians have access to affordable and quality social infrastructure and programs. Under these funding programs communities can obtain funding for sport and recreation facilities. Some examples of funding programs that can be accessed for a covered court tennis facility are the Federal Investing in Canada Plan and Federal Gas Tax Fund.
	Local small businesses, corporations and donors can provide funding in exchange for naming rights and marketing exposure.

Note: Figures have been rounded to the nearest hundred thousand and were generated in 2019.

FINANCIAL PROJECTIONS:

Understanding Operating Revenues & Expenses for a Covered Court Facility

Covered court facilities provide a rare opportunity in the recreational field to earn a positive return on investment while offering affordable fees for residents. This is possible through the low investment required for an air-supported structure to cover courts and the minimal maintenance associated with hard acrylic tennis courts. Affordable fees are made possible by optimizing the active participants per court. When playing a game of doubles court fees can be as low as \$4-7 per person and children's tennis programming allows for 8 to 24 active kids on one tennis court. Through a wide spectrum of tennis programming that can include learn to play courses, drop-in classes, leagues, camps, tournaments and more, covered court facilities can have a diverse operating model that will help maximize net revenue. **A well-programmed covered 4-court facility can earn \$40,000 to \$250,000+ in annual net revenue.**

When creating an operating forecast for a covered court facility two fundamental operating decisions will inform the remaining assumptions needed to complete the forecast:

- ▶ The operating period of the facility – Seasonal or Year-round Operations
- ▶ The level of conservativeness used to estimate participant fees – Conservative or Realistic Pricing

Based on combinations of the 2 factors mentioned above Tennis Canada has created 4 operating scenarios for a 4-hard-court facility. Provided below are a summary of revenues and expenses for each operating scenario:

4-COURT SEASONAL FACILITY (32 weeks)					
REVENUES		REVENUES			
	CONSERVATIVE	REALISTIC	CONSERVATIVE	REALISTIC	
+ Frequent Participant Fees	\$35,000	\$75,000	+ Frequent Participant Fees	\$38,500	\$80,000
+ Court Usage Fees	\$126,187	\$191,469	+ Court Usage Fees	\$142,827	\$214,089
+ Programming	\$232,407	\$284,999	+ Programming	\$379,671	\$475,007
+ Services (Racquet stringing, food & beverages etc.)	Variable	Variable	+ Services (Racquet stringing, food & beverages etc.)	Variable	Variable
TOTAL REVENUE	\$393,594	\$551,468	TOTAL REVENUE	\$560,998	\$769,096
EXPENSES		EXPENSES			
	CONSERVATIVE	REALISTIC	CONSERVATIVE	REALISTIC	
- Administrative Expenses	\$134,996	\$138,656	- Administrative Expenses	\$192,924	\$199,342
- Operational Expenses	\$110,872	\$114,029	- Operational Expenses	\$97,220	\$102,382
- Programming Expenses	\$106,363	\$114,018	- Programming Expenses	\$194,043	\$212,739
- Insurance & Property Taxes	Variable	Variable	- Insurance & Property Taxes	Variable	Variable
TOTAL EXPENSES	\$352,231	\$366,703	TOTAL EXPENSES	\$484,187	\$514,463
NET REVENUE	\$41,363	\$184,765	NET REVENUE	\$72,411	\$254,633

For each operating scenario presented above, Tennis Canada has created **easy-to-follow financial projections** that provide details on each major revenue and expense stream. To directly access all four financial projections simply email coveredcourts@tenniscanada.com

To help readers understand the key operating characteristics of a covered court facility, the core assumptions, revenue streams and expenses used to create the above operating projections are explained on the next page.

CORE ASSUMPTIONS

The key number that covered court facilities typically use to drive operating projections is the **total number of court hours** available for business operations. Total court hours are derived from the number of operating hours and weeks:

Weekly Operating Hours	x	Number of Courts	=	Total Weekly Court Hours	x	Number of Operating Weeks	=	Total Court Hours
99 hours per week (Mon-Fri: 8am-11pm, Sat: 8am-10pm, Sun: 8am-6pm)	x	4 courts	=	396 total weekly court hours	x	32 operating weeks excluding holidays (Mid-September to End April)	=	12,672 total court hours

In order to maximize revenue, a majority of covered court facilities across Canada have **designated “peak hours”** during which they are able to charge higher fees in response to higher demand. After determining the total number of peak and non-peak hours, facilities must decide what **percentage of hours will be reserved for programming**:

Total Court Hours 12,672 hours	Peak Court Hours Mon-Fri: 5-11pm, Sat: 8am-6pm, Sun: 8am-6pm	6,400 peak hours	80% Available for Court Rental	5,120 peak hours
	Non-Peak Court Hours Mon-Fri: 8am-5pm, Sat: 6-10pm, Sun: none	6,272 non-peak hours	20% Reserved for Programming	1,280 non-peak hours
			70% Available for Court Rental	4,390 non-peak hours
			30% Reserved for Programming	1,882 non-peak hours

After determining the total hours reserved for programs, the hours must be allocated across different program types:

Programming Mix (Total Court Hours Reserved for Programming: 3,162 hours)			
20% Children's Courses	40% Youth/Adult Courses	20% Drop-in Classes	20% Leagues
632 hours	1,264 hours	632 hours	632 hours

Key Revenue Streams

DESCRIPTION	Frequent Participant Fees	Court Usage Fees	Programs
Many recreational facilities across Canada require participants to purchase an Annual Frequent Player Card that will give them access to court rentals.	Participants are charged hourly fees for court rentals . Recreational facilities typically have different rates for different times of day due to varying demand.	Facilities can offer programs for all age groups, skill-levels and abilities. Programs can include learn to play courses, drop-in classes, camps, leagues, tournaments and more.	
KEY ASSUMPTIONS	% of Adult Participants % of Junior Participants	# of peak court hours available for court rental # of non-peak court hours available for court rental	# of court hours reserved for programming Allocation of programmed hours across different program types Participants per court for each program type
KEY VARIABLES	Frequent participant fees for adults & juniors # of unique frequent participants	Peak & non-peak court usage fees Average court utilization rate	Participant fees for different programs Average enrollment rate for programs

Key Expense Streams

Administrative Expenses	Operational Expenses	Programming Expenses
General Manager	Utilities – <i>dependent on local climate and operating hours</i>	Coaching Staff – <i>linked to total programmed hours and varying coaching needs across programs</i>
Front Desk Staff – <i>directly linked to weekly operating hours</i>	Credit Cards Fees – <i>linked to gross revenues</i>	Tennis Balls
Part-time Maintenance Staff	Seasonal Air-Supported Structure Inflation, Deflation & Storage – <i>optional for year-round facilities</i>	Ball Hoppers
Accounting & Legal Consultants	Repair & Maintenance – <i>dependent on age of facility</i>	Mini Nets & Racquets
Office & Cleaning Supplies	Snow Removal – <i>dependent on climate</i>	

AN INTRODUCTION TO TENNIS PROGRAMMING FOR MUNICIPALITIES

A well-programmed tennis centre supports a community's active living strategy and helps grow the game of tennis. Tennis can be introduced in many ways to meet the needs of different age groups and ability levels. Whether residents are new to tennis, want to get active while having fun, improve their game or aspire to be a competitive athlete, tennis programming at a local centre can help everyone lead a healthy, active lifestyle and meet their fitness goals. By delivering a diverse mix of tennis programs, a tennis centre can help a municipality meet their community development objectives:

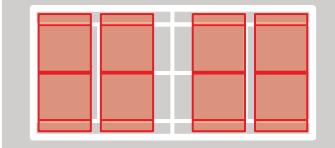
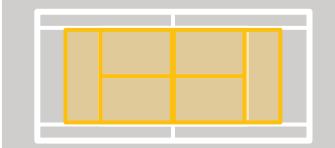
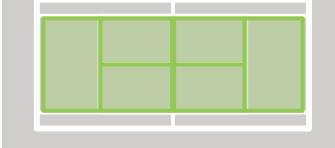
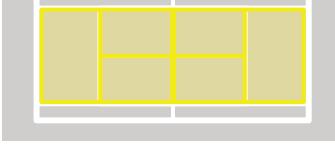
1	Inter-generational programming provides physical activity for the entire family.		4	Coaching education and employment allow youth to develop leadership and communication skills.
2	Learning through team play fosters social cohesion & connection.		5	Alignment with physical literacy standards encourages lifelong participation in sports.
3	Programming for all abilities makes physical activity accessible for everyone.		6	Minimal equipment requirements help reduce financial barriers.

Tennis programming goes far beyond one-on-one lessons. A community tennis centre has countless tennis programming options to build an exciting and inclusive environment for all residents.

TENNIS PROGRAMMING OPTIONS				
LEARN TO PLAY TENNIS (Courses)	DROP-IN CLASSES	PROGRAMS	ADDITIONAL	
Red Ball	Try Tennis Events / Introduction to Tennis Classes	In-School Gymnasium Programs	Provincial & National Sanctioned Tournaments	
Orange Ball	Cardio Tennis	Tennis Centre School Programs	Coaching Education & Certification	
Green Ball	Feeding Frenzy	Community Outreach	Equipment Lending & Subsidies	
Youth Tennis	Women-only Classes	Wheelchair Tennis	Intra-club & Team Tennis Tournaments	
Adult – Beginner	Serve & Return Clinics	Junior Development Program	Leagues for juniors, adults, and seniors & inter-club leagues	
Adult – Intermediate	Dominating at the Baseline Clinics	Kids Camps		
Adult - Advance	Tactical Training	Gender-Specific Programming		
Team Tennis	Book a Court			
Parent & Tot Tennis				
Lessons (Private, Semi-Private, Group)				

LEARN TO PLAY TENNIS

Through the Progressive Tennis Pathway, tennis can be learned and played at any age and by any skill level. Progressive tennis utilizes modified balls, racquets, nets and courts to make learning tennis easy and fun. Modified equipment also ensures the safety of the participant while presenting an appropriate challenge. Provided below is Tennis Canada's Progressive Tennis Pathway:

PROGRESSIVE TENNIS PATHWAY FOR KIDS, SENIORS & ADULTS		
EQUIPMENT	COURT (Gray & white depict one regulation Size tennis court)	PHYSICAL LITERACY ELEMENTS
RED BALL	 <p>75% slower than a yellow ball Up to 23" Racquet*</p>	 <p>1/4 courts – 16 to 24 active participants per court</p> <ul style="list-style-type: none"> ▶ Introduce hand-eye coordination ▶ Introduce and promote a wide variety of fundamental movement skills (running, jumping, throwing, catching) and motor skills (agility, balance, spatial awareness, reaction speed) ▶ Promote self-confidence in an enjoyable, safe environment
ORANGE BALL	 <p>50% slower than a yellow ball 23-25" Racquet*</p>	 <p>3/4 courts – 4 to 8 active participants per court</p> <ul style="list-style-type: none"> ▶ Further development of fundamental movement and motor skills ▶ Introduce tactical skills and decision-making ▶ Acquire psychological skills (ability to focus, emotional control, positive attitude, determination and effort)
GREEN BALL	 <p>25% slower than a yellow ball 25-26" Racquet*</p>	 <p>Full court – 4 to 8 active participants per court</p> <ul style="list-style-type: none"> ▶ Further develop and consolidate technical and tactical skills through match play ▶ Develop psychological skills (ability to focus, emotional control, positive attitude, determination and effort) ▶ Continue to develop decision-making skills ▶ Develop basic competitive skills
YELLOW BALL	 <p>Regular yellow ball 26-29" Racquet*</p>	 <p>Full court – 4 active participants per court</p> <ul style="list-style-type: none"> ▶ Develop strength, endurance and flexibility ▶ Balance training and competitive play ▶ Promote confidence in a positive and challenging learning environment ▶ Encourage lifelong participation in sports

*Recommended racquet sizes for kids. Senior & adult racquet sizes will depend on height & skill-level.

PROVIDED BELOW ARE PROGRAMMING DESCRIPTIONS FOR LEARN TO PLAY TENNIS COURSES:

RED BALL: Participants practice and play on a 1/2 court with low-compression red balls, in a friendly, learning-based environment. The RED ½ court is the first step in Progressive Tennis. These groups will work on skill development where basic co-ordination and cooperative activities will lead to the development of the basic strokes and fundamentals in a FUN and active environment.

ORANGE BALL: Participants practice and play on a 3/4 court with low-compression orange balls (faster than red balls) in a friendly, learning-based team environment. The ORANGE ¾ court curriculum allows young players to play on an 18m court with the same rules as those used on a regulation court. Playing the “real” game will promote the development of Fundamentals required in game situations.

GREEN BALL: Participants practice and play on a regular full court with low-compression green dot balls (faster than orange balls but slower than a regular ball) in a friendly, learning-based environment. This program will continue skill development in all factors of tennis, including technical, tactical, physical and mental. This program will successfully develop FUNDamentals to serve, rally and score.

YOUTH TENNIS: Develops ball control skills & fundamentals starting with low compression balls (red, orange and green) and progressing to a yellow ball on a full court. This program is a range of level from scratch beginner to intermediate player.

PARENT & TOT TENNIS: This program allows children ages 3-to-5-year-olds to learn tennis with their parent. Mini nets, ¼ courts and red foam balls are used. Activities are designed to physically engage both the child and parent.

ADULT BEGINNER: This program is the perfect introduction to tennis. Coaches will introduce all the strokes required to play tennis, with a focus on rallying, serving, and playing the net. Participants also learn tennis scoring and positioning for singles and doubles.

ADULT INTERMEDIATE: This program builds on the fundamentals of tennis introduced in the beginner course to help further improve your game. Coaches will refresh introductory techniques and dive further into controlling the ball. This course is also ideal for existing players looking to get a better understanding of tennis technique and tactics.

ADULT ADVANCED: This program is ideal for regular tennis players interested in improving their technique and tactics. Lessons will focus on how to effectively control the ball’s direction, depth, and spin in a variety of match-play situations, as well as tactics for singles and doubles.

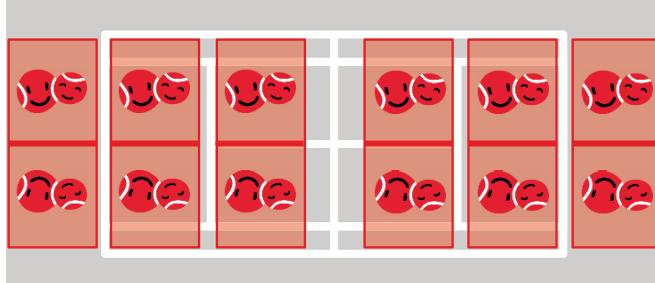


TEAM TENNIS

Team Tennis, just like little league, allows kids to learn the sport by playing the sport together. Participants are provided with an opportunity to combine practice and play, with a focus on skill development through match play. Games are played using the Progressive Tennis Model, which includes appropriate equipment (based on age and skill level) with corresponding court sizes. Players are placed on teams in a manner that ensures teams are of similar strength and the format ensures that players play matches against others of similar ability. Scores are kept, and the results are counted towards a team’s overall score to ensure that every participant’s efforts are rewarded.

Modified Progressive Tennis courts can be used for Team Tennis to allow for more active participants on a full tennis court:

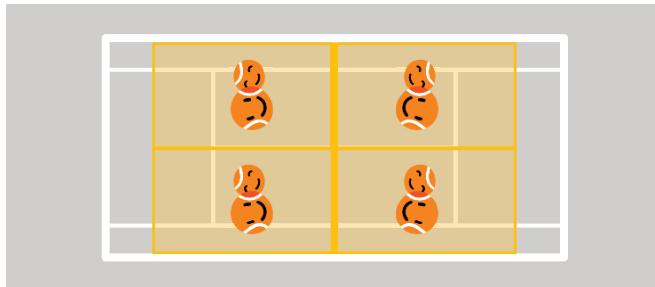
RED BALL



Making the best use of extra space behind the baseline.

4 players per court x 6 Red courts = **24 active participants per Regular court**

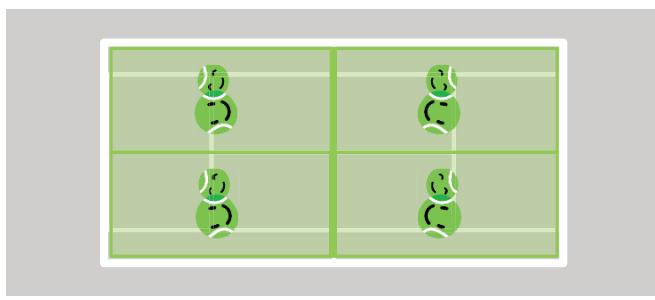
ORANGE BALL



Modified Orange Courts

4 players per court x 2 Modified Orange courts = **8 active participants per Regular court**

GREEN BALL



Modified Green Courts

4 players per court x 2 Modified Green courts = **8 active participants per Regular court**

KIDS CAMPS

Tennis camps provide a full day of activities, games and learning for kids. Tennis drills, technical and tactical training, and match play are all covered. With the multi-purpose nature of tennis courts, co-operative games and other sports like basketball, soccer, ultimate frisbee, badminton and pickleball can be played as well. Centres can also invest in a portable synthetic turf or sport court flooring to improve multi-sport integration. By engaging in multi-sport activities, tennis players are able to apply their fundamental motor and movements skills acquired through tennis. Tennis develops agility, balance, spatial awareness, reaction speed, running and throwing that can help tennis players excel at many other sports. Playing tennis also provides cognitive development. Tennis develops decision-making skills, confidence, and motivation. By spending the day engaging in a variety of physical activity built around tennis, kids are able to become well-rounded and physically literate athletes.

DROP-IN CLASSES (CLINICS)

Weekly drop-in classes allow adults to easily fit tennis into their busy schedules. Tennis centres can provide a variety of tennis clinics that cater to different skill levels and fitness goals:

INTRODUCTION TO TENNIS: Learn the fundamentals of the game.

CARDIO TENNIS: Tennis meets fitness in a high-energy environment. Players will experience movement-heavy drills mixed with workout stations to fill periods of inactivity.

FEEDING FRENZY: High-energy drill-based class. The coach will set up common shot sequences that emphasize movement and feed them repeatedly. Feeding Frenzy is ideal for students looking for a non-rally-based class where you can drill your strokes until they are match-ready.

WOMEN-ONLY CLINIC: Each week focuses on a different area of the game to help participants improve their tennis technique and tactics. Classes are a mixture of drills and match play between participants of similar skill. A fun, exciting and supportive environment is provided to help women get active. (Taught by a female instructor).

SERVE & RETURN CLINIC: Improve power, precision, and spin on 1st and 2nd serves as well as how to successfully return those serves.

DOMINATING AT THE BASELINE CLINIC: Improve consistency, power, precision and spin in baseline exchanges.

APPROACH & NET GAME CLINIC: Learn to move to net and pressure opponents.

SINGLES PLAY TACTICS CLINIC: Introduction to advanced singles tactics based on situations of play.

DOUBLES PLAY TACTICS CLINIC: Introduction to advanced doubles tactics based on situations of play.

SENIOR MIXED SOCIAL DOUBLES CLINICS: Organized doubles play with rotating partners. For players 60yrs+. Balls supplied. Run by coaching staff.

WHEELCHAIR TENNIS

Wheelchair tennis essentially follows the same rules as tennis. It integrates very easily with the able-bodied game since it can be played on any regular tennis court, with no modifications to the size of the court or the size of racquets or balls. When played with able-bodied family and friends, wheelchair players are permitted two bounces and the able-bodied players are permitted one but while practicing, players can use their own rules to suit the standard of the individuals on the court. Tennis Centers can provide the following wheelchair tennis programs:

CHILD AND YOUTH WHEELCHAIR TENNIS: This clinic is suitable for players aged 8 to 19 years with physical disabilities. Participants will learn how to play wheelchair tennis. No previous experience required.

ADULT WHEELCHAIR TENNIS: Learn the basics of wheelchair tennis! This clinic is suitable for players over 19 with physical disabilities. No previous experience necessary.



SCHOOL PROGRAMS

To help grow the game of tennis, tennis centres can develop partnerships with local schools and deliver the following programs:

TENNIS CENTRE SCHOOL PROGRAM: This school program provides students with a 1/2 or full day visit to the tennis centre. This school program gives students the best tennis centre experience possible. The program is easily integrated into a school's physical education curriculum and is aligned with provincial learning outcomes for quality physical education. This on-site program includes age/skill appropriate tennis racquets and tennis balls, tennis nets and all other equipment. The on-site tennis program is taught by certified tennis professionals.

IN-SCHOOL GYMNASIUM PROGRAM: This school program provides programming in school gyms. The program is part of a national tennis curriculum for grades 1 to 8 that is approved by PHE Canada. This in-school program includes age/skill appropriate tennis racquets and tennis balls, tennis nets and all other equipment. The in-school tennis program is taught by certified tennis professionals.

COMMUNITY OUTREACH PROGRAMS

Through a municipal tennis centre, tennis programs can be brought to communities that are underserved and in higher need of access to quality recreation. Outreach programs will create local partnerships with schools and grassroots community organizations to offer tennis programs that are accessible. These outreach programs can be in gyms, multi-purpose rooms and on outdoor courts. Mini nets, racquets and balls can easily be stored and transported from the tennis centre. Programs that can be offered include after-school study & play, camps, weekend league play with parent/guardian volunteers, student/coach training, homework clubs and parent engagement programs. These programs will help participants build confidence, leadership and team camaraderie. These programs will be subsidized by grants and donations. Tennis Canada offers support to organizations that run programs in under-served communities, offer all-girls programming and develop wheelchair tennis players.

LEAGUES

Leagues are an exciting community tennis program that provide participants with the opportunity to practice and play with a focus on skill development through match play. Leagues promote a game-based approach to stimulate and maintain both excitement and enjoyment for participants. Leagues are organized by skill-level to ensure players are appropriately challenged. Tennis centres can also provide age-specific, gender-specific and wheelchair leagues. This allows community members to connect with one another and foster sense of camaraderie through a season of play.

JUNIOR DEVELOPMENT PRORGRAMS

To support players that would like to compete at the provincial level, centres can provide junior development programs. These programs provide extensive tennis training and fitness for young players that have the potential to play tennis competitively. Dedicated junior development programs that align with Tennis Canada's player development goals can be eligible for funding. Through the Tennis Development Centre (TDC) Program, centres that meet various metrics on an annual basis are provided with financial, equipment and coaching education support. More information on Tennis Canada's TDC Program can be found on the [Tennis Canada website](#).

COACHING

Throughout the year, Tennis Canada and the Provincial Tennis Associations run coaching certification programs that train coaches and instructors across Canada. Certification programs ensure coaches are equipped with sufficient education and resources to provide Canadians with safe and quality tennis programming. Certification programs also provide a great opportunity for youth to develop their leadership and communication skills and become role models for young tennis players. Youth over the age of 15 are eligible to take Tennis Canada's Tennis Instructor Course, and the Wheelchair Tennis Instructor workshop. There are currently 400 certified tennis instructors in Canada under the age of 18 and over 3,000 total certified coaches. Tennis facilities across Canada hire youth tennis instructors to help deliver fun and engaging tennis programs.

SANCTIONED TOURNAMENTS & EVENTS

Tennis Canada and the Provincial Tennis Associations host hundreds of tournaments in venues across Canada throughout the year. Tournaments allow every municipality to showcase their best tennis talent across multiple age groups. Tournaments also provide a great opportunity for community members to come together and put on a great event, while getting to watch some great live tennis action. Tennis Canada and the Provincial Tennis Associations host the following types of tournaments:

- Rogers Rookie Tour Tournaments (Ages 7 to 18-year-olds)
- Future Stars Tournaments (Ages 7 to 10-year-olds)
- Provincial & National Sanctioned Junior Tournaments (Ages 11 to 18-year-olds)
- University National Tournaments (Ages 18-28)
- Provincial & National Sanctioned Tournaments for Adults (18 to 35-year-olds)
- Provincial & National Sanctioned Tournaments for Seniors (35 to 85-year-olds)
- Provincial & National Sanctioned Tournaments for Wheelchair Tennis (all ages)



INSTRUCTION

Private, Semi-Private and Group Instruction taught by certified professionals can also be offered.

BOOK A COURT & FACILITY RENTALS

Community members can book courts to hit or play a game with friends and family members. Ball machines can also be made available for rental to allow avid tennis players to improve their returns. Independent coaches may also rent court time to run coaching programs.

The entire bank of courts can also be made available for rental. Schools, universities, and town council can use the wide-open clear space to holding meetings, fairs, exams, concerts and much more.

EQUIPMENT LENDING

Municipalities can implement “Tennis Equipment Lending Programs” at their local libraries to remove equipment barriers and allow residents to access tennis racquets and balls through their local library, with their library cards, as they would a book.

To help covered court facility operators develop a full continuum of programming to meet the needs of local residents, Tennis Canada has created a Step-by-Step Guide to Programming Your Tennis Facility. To access this resource please contact coveredcourts@tenniscanada.com

LET'S BRING TENNIS TO YOUR COMMUNITY!

Municipalities across Canada vary in their objectives, initiatives and approaches to recreation service delivery. Taking this into consideration, the Municipal Tennis Facilities Strategy and Partnership Framework has outlined several capital and partnership options available to municipalities to help them deliver a covered court facility to their residents. Depending on a municipality's availability of capital resources, the municipality's risk tolerance, and the level of service it wishes to provide its residents, at least one of the partnership models outlined in this document will align with a municipality's needs.



The Framework portion of this document details the stages and steps a municipality would likely have to undergo to make a covered court facility a reality. These steps will be familiar to many municipalities as communities across Canada have partnered with the private sector for over twenty years to deliver recreational services to their residents. The Framework provides a step-by-step approach to ensure the partnership formulation process for municipalities is successful from a business standpoint and delivers the appropriate benefits for their residents. The section also highlights some nuances and details that are unique to covered court partnerships. The planning tools deliver further information and details needed to develop a covered court facility. The financial tools demonstrate the economic viability of a covered court partnership and the programming guide demonstrates the full spectrum of programs a facility can offer to meet the diverse fitness goals of residents of all ages, stages, abilities and skill-levels.

Tennis Canada will regularly update this document to ensure its contents are valuable to municipalities and are aligned with current municipal practices and processes. Tennis Canada would also like to extend its



resources and support to all municipalities. Whether it is during the designing phase or when the facility is up and running, Tennis Canada is available to provide advice, tennis expertise and local contacts. The Facilities Development Department is excited to meet with municipalities to discuss how a covered court facility will best fit a municipality's recreational service delivery model and objectives. As a not-for-profit organization, Tennis Canada is also working hard to find a funding partner to financially support future municipal covered tennis facilities. If secured, this funding will be directly provided to municipalities to help cover up-front planning work or capital costs.

When it comes to investing in recreation, tennis is the ideal sport for municipalities. It is a safe sport that delivers numerous physical, health and social benefits for ages 4 to 94. Research has shown that tennis extends an individual's life expectancy and is one of the best forms of exercise to improve cardiovascular health. From kid's team tennis to wheelchair tennis to leagues for seniors, tennis can have a place in every Canadian's life, however Canadians need a place to play tennis year-round. Canada ranks last compared to other developed nations in covered courts per capita. This is unacceptable given that Canadians are unable to play tennis outdoors for 50 to 75 percent of the year. Tennis Canada developed The Municipal Tennis Facilities Strategy and Framework to address the serious deficit of covered courts in Canada. Through strategic and operational partnerships, municipalities can bring more affordable and accessible year-round sport and recreation opportunities to their communities. By learning and playing tennis together residents from neighbourhoods across the municipality can connect and grow a passion for a sport that can be played for life. Tennis Canada envisions a day where Canadians of all ages can play tennis in any community, at any time of the year, and with the help and support of municipalities this can become a reality – let's work together, let's play together!

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APPENDICES



MUNICIPAL TENNIS
FACILITIES STRATEGY &
PARTNERSHIP FRAMEWORK



APPENDIX A

Alignment with Recreation's Future in Canada

During the development of this Municipal Tennis Facilities Strategy and Partnership Framework, Tennis Canada ensured it was aligned with key recreation facility provision approaches and leisure service delivery philosophies utilized by municipalities throughout the country. Provided below, the Strategy and Framework have been linked to the key goals and priorities of the Pathways to Wellness: The Framework for Recreation in Canada 2015.



Foster active living through physical recreation.

At every level of play, tennis is a physical pursuit that involves exercise that can be as rigorous as desired by the participant.



Increase inclusion and access to recreation for populations that face constraints to participation.

The overriding purpose of the Strategy and Framework is to increase the number of accessible covered courts thereby relieving year round play constraints faced by many Canadians.



Help people connect with nature through recreation.

The Strategy will increase the number of covered courts plus increase the number of tennis players, many of whom will play in the natural outdoor environments in the summer months.



Ensure the provision of supportive physical and social environments that encourage participation in recreation and build strong caring communities.

The Strategy encourages collaboration between a variety of community partners with a focus on introducing new participants to recreation environments that will support their physical and social activities.



Ensure the continued growth and sustainability of the recreation field.

The Strategy facilitates the development of accessible and sustainable facilities that will allow recreation to positively influence the lives of more Canadians.

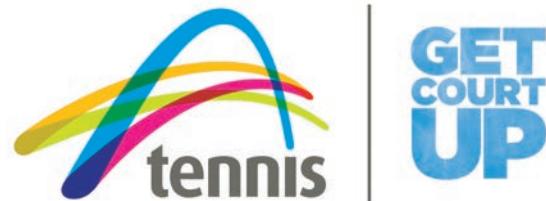
APPENDIX B

Insights from the International Tennis Community

Several other tennis governing bodies are proactive advocates for the development of more tennis facilities – especially covered court facilities or outdoor courts of higher quality standards. For example, in Great Britain the Lawn Tennis Association (LTA) established an initiative entitled Transforming British Tennis Together. The idea is to inspire communities across Britain to become more active through tennis. LTA is set to partner with local organizations that support tennis within their community with the stated purpose of developing more covered tennis courts so that anybody can enjoy the sport on a year-round basis. The initiative provides grants to qualified local tennis organizations that bid to be supported by the program. The initiative also encourages matching funds from other potential project partners – like local municipal authorities. The ultimate objectives of Transforming British Tennis Together are to double the number of children playing tennis within the next 10 years and to double the number of times infrequent adults play tennis over the next decade.

In support of a robust and well managed nationwide tennis system, Tennis Australia undertakes a national survey of tennis facilities to assess performance in management, usage and financial stability. Results of the survey are used by the Association to establish operating metrics and other performance thresholds that are important indicators of performance. Survey participants receive a report from the Association (the report is prepared by the University of South Australia) that compares their performance to national metrics for facilities of a similar type. The Association also uses the information garnered from the survey to develop tools, tips and other resources that will help facility operators improve their performance in the future.

To improve the quality, access and distribution of tennis courts, Tennis Australia has also created the National Court Rebate program. The program provides funding assistance to local tennis organizations, municipalities, and schools. Funding can be used towards developing new courts, upgrading or resurfacing existing court surfaces, kids mini courts, online court booking software, remote gate access technology and other related projects. Since its inception in 2008, the program has



helped fund over 2,800 new or resurfaced tennis courts and has stimulated considerable investment in sport across Australia.

For over a decade the United States Tennis Association (USTA) has invested in tennis infrastructure to foster continued growth for the sport. Their current Facility Assistance Program provides communities with technical and financial resources to help develop, upgrade or fix local tennis facilities. Technical support includes concept plans, construction document review and project management expertise. Financial assistance is provided for facility improvements, court resurfacing, lighting, new construction or reconstruction of mini kids tennis courts, and the installation of live streaming and/or player analysis technology at varsity tennis facilities. To date the USTA's facility assistance program has invested more than \$12 million in communities through 7,240 projects nationwide. The program has contributed to \$500 million worth of tennis infrastructure in the U.S., building or renovating 40,000 tennis courts.

Leading tennis nations around the world have recognized the importance of investment in tennis infrastructure and have worked with various public and private partners to create or expand opportunities for residents to play tennis. Tennis Canada aims to do the same with their Municipal Tennis Facilities Strategy and Partnership Framework.

APPENDIX C

Canadian Sport Policy and the Sport for Life Model's Alignment with Community Tennis

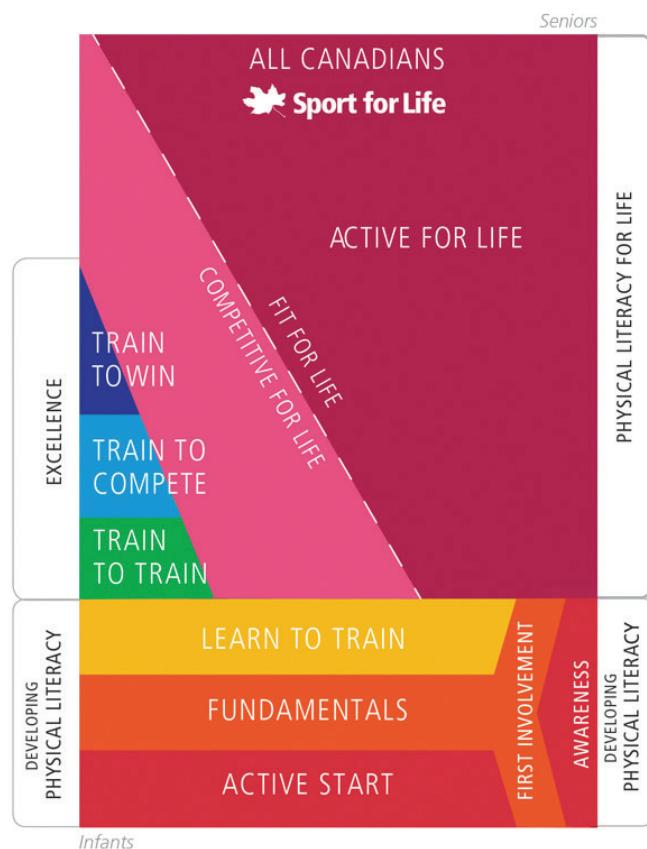
In 2012, federal, provincial and territorial Ministers responsible for sport, physical activity and recreation endorsed an updated Canadian Sport Policy. The Policy was developed in consultation with all provinces and territories, the Canadian sport community as well as organizations, agencies and stakeholders involved in Canadian sport.

The Vision of the Canadian Sport Policy is to have a dynamic and leading-edge sport environment that enables all Canadians to experience and enjoy involvement in sport to the extent of their abilities and interests.

The Policy asks the entire sport community to make sport available to every segment of Canadian society. It endeavors to involve all those who are not currently active to become engaged in some sort of sport for their own individual health as well as the broader public health benefits of a more active population. Above all, the Policy is intended to improve the sport experience of Canadians by supporting a harmonious and effective sport system. The Canadian Sport Policy is based on a shared leadership model that relies on collaboration to achieve more participation, enhanced excellence, improved capacity and better interaction within sport.

Science, research and decades of experience all point to the same thing: kids and adults will get active, stay active and even reach the greatest heights of sport achievement if they do the right things at the right times. This is the logic behind the Sport for Life and Long-Term Athlete Development (LTAD) model.

Numerous Canadian municipalities are adopting the Canadian Sport for Life model as an anchor to their sport service delivery philosophy. Subsequently, municipal recreation programs are offered at variety of skills levels for participants of all ages. This enables children, youth, adults and seniors to get physically active in an environment that is designed for success and ensures they have fun. In turn, participants are encouraged to participate in physical activity throughout their life and have the appropriate opportunities to do so.



Most tennis players are introduced to the sport in a casual or spontaneous fashion on public tennis courts. As a player's interest intensifies and skill levels improve, they may seek more formal or structured tennis environments. These types of environments are often provided by community tennis clubs – operating on public tennis courts – or at private tennis clubs.

Responding to their role of providing levels of service spanning the spectrum of the public's interest and in keeping with the Sport for Life model, many municipalities have expanded their range of tennis services through developing and supporting community tennis clubs that meet the needs of a wide range of tennis enthusiasts. In other cases, municipalities are entering into relationships with third party providers that deliver tennis facilities or programs at a level higher than traditional municipal

norms. In several instances, municipalities have decided to expand their recreation services to include access to tennis facilities and programs on a year-round basis.

Decisions related to the level of tennis programs and services that should be justifiably provided by a public recreation department are entirely based on local circumstances. Factors to consider in making these decisions include local demand for tennis services, the availability of other tennis facility and service providers, the physical and financial accessibility of other tennis alternatives and the service's conformity to municipal recreation service delivery principle.

It is important to recognize the role that the community tennis clubs play in promoting interest in the sport. Across Canada there are hundreds of not-for-profit summer community tennis clubs that encourage participation in tennis by offering programs, lessons, tournaments, etc. and their members tend to be the most frequent players. Maintaining a strong player base and promoting the appeal of the sport to a broad audience is important to the long-term health in the sport. By extension, a solid base of enthusiastic tennis players often leads to incremental increases in the use of neighbourhood courts. Therefore, in combination, no-cost public court availability coupled with support for community clubs can lead to an active and robust community of tennis enthusiasts.



More about Sport for Life

Sport for Life is a movement to improve the quality of sport and physical activity in Canada through improved athlete training and better integration between all stakeholders in the sport system, including sport organizations, education, recreation and health. A key feature of Sport for Life is Long-Term Athlete Development (LTAD), a developmental pathway whereby athletes follow optimal training, competition, and recovery regimens from childhood through all phases of adulthood.

Sport for Life has been gathering momentum since the publication of the 2005 resource paper Canadian Sport for Life. Since 2005, every national sport organization in Canada has developed sport-specific LTAD guidelines for their athletes. Further work has been done by provincial organizations and governmental groups and agencies to promote Sport for Life in their jurisdictions.

The vision behind Sport for Life is to reshape how we support sport and train athletes at all levels in Canada – from children to adults, from towns to cities, from provinces and regions through to the National level. In realizing this vision, we aim to keep more Canadians active for life with recreational sport and physical activity, and at the same time help Canadians in all sports win more medals internationally.

APPENDIX D

The Long-term Athlete Development Plan for the Sport of Tennis in Canada

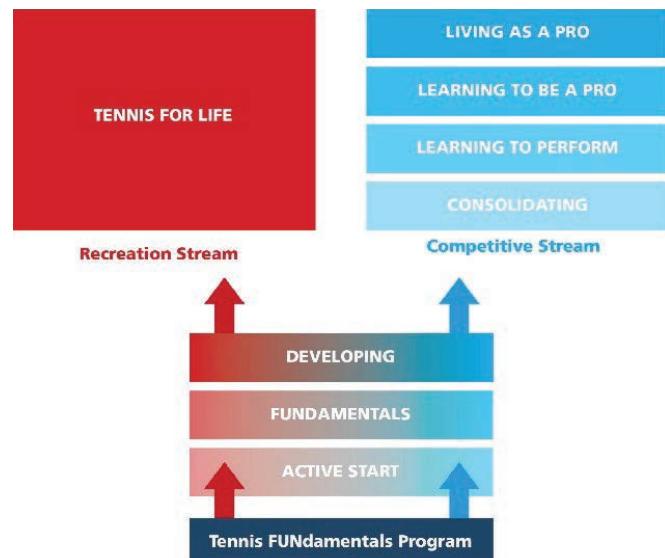
Tennis Canada has embraced the national Long-term Athlete Development Model as its foundation for a similar model specifically crafted for tennis.

Long-term Athlete Development (LTAD) is a systematic approach adopted by Tennis Canada to maximize potential and increase the enjoyment of participants and athletes in tennis. It provides a framework for developing physical literacy, physical fitness and competitive ability, using a stage-by-stage approach.

The Tennis Canada LTAD model outlines an optimal development plan based on growth, development and maturation for all individuals to participate in tennis. This LTAD model emphasizes that physical literacy is the foundation for:

- Being active, healthy and engaged in physical activity for life; and/or
- Achieving personal best performances at all levels of competition.

The competitive nature of tennis implies that only a few athletes will advance to the Living as a Pro stage. However, the LTAD is a model for all areas of tennis, providing a route for those who wish to excel, and options that promote “tennis for life” for enjoyment, health, participation and achievement. The players who wish to excel in tennis get the optimal training, competition and recovery in each stage of their athletic development. This approach will also include attention to the holistic development of the player identifying important technical, physical, tactical, mental and emotional components to be integrated into the program. These elements should be applied throughout the player’s development, acknowledging that the model is made up of important stages which are building blocks for thorough athlete preparation.



Canada has a proud and storied history of successful tennis players at both the amateur and professional level. Players such as Daniel Nestor, Lorne Main, Grant Connell, Carling Bassett-Seguso, Helen Kelesi, Sébastien Lareau, Hélène Simard, Sarah Hunter and Lee Carter have all been role models for our upcoming wave of professional players. The international tennis arena is rapidly advancing and competing on the world stage is becoming increasingly more challenging. Tennis Canada can use the Long Term Athlete Development process as an opportunity to systematically identify and develop the next generation of successful international athletes.

Furthermore, tennis can help address the nationwide concern about the level of inactivity among children, youth and adults. As obesity rates increase and the level of physical activity decreases, tennis can provide a fun, social way to stay involved in a game and stay active. The Tennis Canada LTAD model promotes physical literacy that will help provide a foundation necessary to enjoy sport, physical activity and tennis for life.

After reviewing the generic LTAD model, Tennis Canada identified opportunities to leverage the enormous amount of research and planning work that had shaped national initiative in order to prepare a model that specifically applied to developing tennis players. To view Tennis Canada's LTAD please visit:

www.tenniscanada.com/more-info/l tad/

“Many elements need to be in place to achieve ongoing success on the national and international tennis stages. These elements help maximize the contribution that the sport of tennis can make to improve the health and well-being of Canadian society.

The Long Term Athlete Development (LTAD) model has been developed to ensure Canadians have a clear understanding of the eight stages of development and information on the key components of the tennis sport system. These facets are seamlessly integrated into the model to help achieve the above objectives. Tennis is also a sport that can be played at all levels successfully by people with a physical disability, thus material relating to the wheelchair tennis game has been integrated throughout the model.”

— Michael Downey
President and CEO // Tennis Canada



Photo Credit: Mauricio Paiz



APPENDIX E

Physical Literacy

“Physical literacy is the motivation, confidence, physical competence, knowledge and understanding to value and take responsibility for engagement in physical activities for life.”

- The International Physical Literacy Association, May 2014

Physical activity is a lot more fun when we’re physically literate. If we want children to be active for life, they need to develop physical literacy at a young age. Physicalliteracy.ca offers coaches, recreation professionals and health practitioner’s access to a wide range of resources that can help people become physically literate.

Motivation and confidence (Affective)

Motivation and confidence refers to an individual’s enthusiasm for, enjoyment of, and self-assurance in adopting physical activity as an integral part of life.

Physical competence (Physical)

Physical competence refers to an individual’s ability to develop movement skills and patterns, and the capacity to experience a variety of movement intensities and durations. Enhanced physical competence enables an individual to participate in a wide range of physical activities and settings.

Knowledge and understanding (Cognitive)

Knowledge and understanding includes the ability to identify and express the essential qualities that influence movement, understand the health benefits of an active lifestyle, and appreciate appropriate safety features associated with physical activity in a variety of settings and physical environments.

Engagement in physical activities for life (Behavioural)

Engagement in physical activities for life refers to an individual taking personal responsibility for physical literacy by freely choosing to be active on a regular basis. This involves prioritizing and sustaining involvement in a range of meaningful and personally challenging activities, as an integral part of one’s lifestyle.

To help coaches across Canada deliver tennis programs that are aligned with the fundamentals of physical literacy, the Ontario Tennis Association has developed a Physical Literacy Handbook based on Tennis Canada’s Learn to Play Curriculum.



APPENDIX F

Continuum of Partnership Alternatives

MUNICIPAL OWNERSHIP OF LAND	
MUNICIPALLY OPERATED	<ul style="list-style-type: none"> • Municipally owned capital assets and equipment • Municipal Staff Operated • Many are multi-sport facilities <p>Examples: Brampton, ON, North Vancouver, BC, Drummondville, QC</p>
COMMERCIAL OPERATOR	<p>Private Operator:</p> <ul style="list-style-type: none"> • Long-term land lease with the Municipality • Private Operator owns capital assets and equipment <p>Examples: Aurora, ON and Surrey, BC</p> <hr/> <p>Private Operator – Program Only</p> <ul style="list-style-type: none"> • Private operator operates out of municipal land and capital assets and operator only owns equipment and runs programs <p>Examples: Coquitlam, BC, Eglington Flats, ON (winter only)</p>
NOT-FOR-PROFIT OPERATOR	<p>NFP – New Construction</p> <ul style="list-style-type: none"> • Long-term land lease with the municipality • Land lease is free or very low fee • New facility construction is funded by NFP (3 levels of government and/or private donations) • NFP Operates all programs <p>Examples: Fredericton, NB, Calgary, AB</p> <hr/> <p>NFP – Tennis Canada or Provincial Tennis Association</p> <ul style="list-style-type: none"> • Tennis Canada or PTA led • Long-term favourable land lease • New facility construction is funded by NFP (3 levels of government, private donations) • NFP operation directly run by PTA or TC or sub-contracted out to another operator <p>Examples: Stade Jarry, QC, future Provincial Training Centres</p> <hr/> <p>NFP – Existing Municipal Facility</p> <ul style="list-style-type: none"> • Municipality owns capital and equipment • Long-term facility lease from municipality • NFP Operator (NFP could be a Tennis Canada Building Tennis Community) <p>Example: Rimouski, QC</p>

NOT-FOR-PROFIT OPERATOR SEASONAL ONLY	<p>Summer Club</p> <ul style="list-style-type: none"> • Free land lease to Summer Club (April – October) • Club operates as a Not-for-Profit • Club owns and maintains equipment • Membership and public access <p>Examples: Hillcrest Tennis Club, ON, North York Tennis, ON, Stanley Park Tennis Club, BC</p> <hr/> <p>Summer Club converted to Winter Club</p> <ul style="list-style-type: none"> • Seasonal lease after Summer Club lease ends (November-March) • NFP or Private Operator move in to operate during the winter • Capital assets owned by operator (e.g. Bubble) <p>Examples: Milton, ON, Gander, NFLD (TBD)</p>
UNIVERSITY / COLLEGE OR SCHOOL BOARD OWNERSHIP OF LAND	
UNIVERSITY/ COLLEGE OWNED AND OPERATED	<ul style="list-style-type: none"> • University or College owned and operated facility <p>Examples: UBC, BC, Laval, QC, U of A, AB</p>
SCHOOL BOARD OWNED LAND/ FACILITY & COMMERCIAL/ NFP OPERATED	<ul style="list-style-type: none"> • Not-for-Profit or Commercial Operator <p>Examples: Cougar Dome, Truro, NS</p>
COMMERCIAL OWNERSHIP OF LAND	
PRIVATE OPERATOR OWNS THE LAND AND IS THE OPERATOR	<ul style="list-style-type: none"> • Private Operator owns the capital assets • Private Operator runs the programs <p>Examples: Blue Mountain Resort, ON, Fairmont Montebello, QC, Bear Mountain Resort, BC</p>
PRIVATE OPERATOR LEASES COMMERCIAL SPACE/LAND	<ul style="list-style-type: none"> • Private Operator constructs capital assets within a leased space • Private Operator runs programs <p>Examples: Tessa Tennis, Vaughan, ON, Sean Sweeney, Ottawa, ON, Cambridge, ON, Charlottetown, PEI</p>

APPENDIX G

Information to Help Build Successful Partnerships

Elements of a Successful Partnership

Each potential partnership must respond to specific local needs and be structured in a manner that is consistent of the requirements the proposed tennis centre. However, several common elements are usually inherent with successful relationships for sports or recreation facilities.

- The venture will be **mutually beneficial** to the partners.
- There will be clearly **defined roles** and responsibilities.
- There will be a **performance evaluation** methodology.
- There will be **shared commitment to serve** the needs of those affected by the venture.
- There will be a **commitment to improve**.
- There will be **fair and honest recognition** of each partner's contribution.

Choosing a Partner

Research has found nine factors that should be in place when choosing to enter into a relationship or selecting a potential partner.

- **Individual excellence** - partners have something of value to contribute to the relationship.
- **Importance** - the contemplated alliance fits the strategic goals of each partner.
- **Interdependence** - the partners need each other and their complementary skills, to fulfill the goals and objectives of relationship.
- **Investment** - there is tangible commitment of resources by all involved.
- **Increased reach** - the size of the project's market or scope of services is expanded.
- **Information** - there is open communication regarding goals, conflicts, problems and changes.
- **Integration** - there are many connections between partners at several levels.
- **Institutionalization** - the alliance has a formal status for both organizations and cannot be abandoned on a whim.
- **Integrity** - no partner will try to undermine the alliance.

Potential Partnership Outcomes and Benefits

Partnerships between municipalities and outside interests generally involve one or more of the following objectives and/or outcomes.

- To create or maintain public infrastructure
- To improve customer service
- To acquire access to more information
- To reduce the cost of government procurement
- To commercialize municipal resources
- To provide public agencies or community groups with greater access to new sources of capital
- To capitalize on collective energies and expertise of participating groups
- To optimize the use of public sector resources
- To undertake major social or economic initiatives

Partnership benefits compared to traditional municipal managed approaches can include the following:

- Increases in operational efficiencies
- Improved revenue production
- Reduced operating costs – although less savings than often presumed
- Shared operating and commercial risks
- Expanded inventory of programs and services

Myths about Partnerships

While partnerships are applicable to many facility development and operating situations, municipal decision makers need to understand certain limiting factors of these types of relationships. Common misconceptions include the following:

Private equity will solve capital funding problems –

private sector capital investment is often more expensive than traditional municipal funding models. Typically the private sector expects returns on investment that are higher than municipal borrowing rates. Often, traditional lending institutions are not inclined to provide partners – private or (especially) not-for-profit organizations - with financing assistance in the absence of a municipality covenant to backstop the loan. It is for this reason that in some cases capital projects involving private or not-for-profit partners have been entirely funded by local governments.

Partners with similar mandates will have a solid and successful relationship – sometimes this is not the case because of conflicts in styles, branding issues or differing approaches to certain aspects of business. For example, some municipalities that have entered into recreation facility operating agreements with not-for-profit groups have later discovered that the municipality's brand has all but disappeared from the facility. In other cases, under the operating agreement, municipal recreation clients are required to pay higher fees than would be applicable to access other municipally operated facilities or programs.

Once the relationship is struck, the municipality has little to do – to be successful, partnerships need to be effectively managed. It is not sufficient for the municipality to nurture a relationship and then leave the partner to its own devices. It is the municipality's obligation to maintain an ongoing relationship with its partner to ensure that service standards are maintained; contractual obligations are met; required supports are provided; and potential problems are addressed through joint planning and action. A balance must be struck between the municipality's responsibility for audit and oversight and the partner's right to conduct business with minimal interference. Each party should appoint one person to be the main contact point on all matters relating to the administration of the agreement. They should meet on a regular basis to stay abreast of emerging issues, resolve potential problems and identify opportunities where additional resources are required to enhance the success of the relationship.



Mutual Responsibilities

The extent of the municipality's influence on a partnered relationship for a covered court tennis centre will hinge on a number of issues such as the amount of municipal investment in the project, the allocation of risk, the size and intricacies of the facility and the community's perception and acceptance of a partnership for the centre. All of these factors must be addressed and managed not only while developing the relationship but also as the arrangement is managed throughout its lifecycle.



The municipality will always be perceived as the trustee of public resources and as such should focus on achieving public benefit while managing or minimizing risk. Meanwhile, the non-municipal partner can focus on the facility's development and/or operations which meet pre-established partnership principles, objectives and standards. Both the municipality and its partner are responsible for the success of the partnership and both are ultimately accountable to the community.

RESOURCES



MUNICIPAL TENNIS
FACILITIES STRATEGY &
PARTNERSHIP FRAMEWORK



Photo Credit: Tennis BC

RESOURCE A

Tennis Participation Data and Statistics to Assist in Facility Planning

In 2018, Tennis Canada commissioned a national participation study through a third-party research firm. Charlton Insights conducted a survey of 1,500 households from across Canada to ensure a representative and diverse sample. The results of the participation study found that:

- 50%** of Canadians (18.5M) had played tennis in their lifetime
- 18%** of Canadians (6.5M) had played in the past year
- 12%** of Canadians (4.5M) had played tennis at least 4 times during the past year
- 8%** of Canadians (2.9M) had played tennis at least once a week during the tennis

Please note that the percentages mentioned above are inclusive of each other.

The tables below provide a demographic breakdown of each type of tennis participation:

CANADIANS THAT HAVE PLAYED TENNIS IN THEIR LIFETIME			
18,517,000 Canadians		50% of Canadians	
BREAKDOWN BY GENDER			
Male:	53%	Female:	47%
BREAKDOWN BY AGE GROUP			
6 to 8	9 to 11	12 to 17	18 to 34
1%	2%	12%	31%
35 to 49	50+		
		24%	30%
ADDITIONAL FACTS			
41% of participants over 18, have children under 18 at home			
18% were born outside of Canada			

CANADIANS THAT PLAYED TENNIS IN THE PAST YEAR			
6,547,000 Canadians		18% of Canadians	
BREAKDOWN BY GENDER			
Male:	56%	Female:	44%
BREAKDOWN BY AGE GROUP			
6 to 8	9 to 11	12 to 17	18 to 34
2%	5%	22%	32%
35 to 49	50+		
		25%	13%
ADDITIONAL FACTS			
63% of participants over 18, have children under 18 at home			
22% were born outside of Canada			

CANADIANS THAT PLAYED TENNIS AT LEAST 4 TIMES IN THE PAST YEAR

4,522,000 Canadians

12% of Canadians

BREAKDOWN BY GENDER

Male:	58%	Female:	42%
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BREAKDOWN BY AGE GROUP

6 to 8	9 to 11	12 to 17	18 to 34	35 to 49	50+
2%	6%	23%	30%	26%	13%

ADDITIONAL FACTS

70% of participants over 18, have children under 18 at home

23% were born outside of Canada

CANADIANS THAT PLAYED TENNIS AT LEAST ONCE A WEEK DURING THE TENNIS SEASON (I.E. FREQUENT PLAYERS)

2,936,000 Canadians

8% of Canadians

BREAKDOWN BY GENDER

Male:	58%	Female:	42%
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BREAKDOWN BY AGE GROUP

6 to 8	9 to 11	12 to 17	18 to 34	35 to 49	50+
2%	5%	25%	38%	22%	7%

ADDITIONAL FACTS

67% of participants over 18, have children under 18 at home

18% were born outside of Canada



RESOURCE B

Components of a Tennis Strategy

Several municipalities across Canada have developed Tennis Strategies to guide their provision of tennis facilities and services to their residents. Tennis strategies typically examine the trends in tennis participation, the demographics of local tennis players, and the inventory and quality of existing tennis courts. By doing so a Tennis Strategy is able to provide short-term and long-term recommendations regarding the development of tennis services and facilities by a municipality or a third-party. Key stakeholders engaged in the strategy development process include: community tennis clubs, provincial tennis associations, and grassroots organizations that provide recreational programs in underserved neighbourhoods. Online surveys and public consultations are also conducted to ensure adequate feedback is collected from residents across the municipality. Provided below is a summary of the key components of a Tennis Strategy:

Tennis Participation and Demand

This section of the Strategy looks at the trends in participation at the national and local level. The frequency of tennis participation and behaviour of participants (seasonal, spontaneous, competitive etc.) are both examined. Local community tennis clubs will be able to provide detailed participation statistics that will help accurately estimate the size of the local tennis playing community. In addition, Provincial Tennis Associations may be consulted to identify emerging trends in tennis such as Progressive Tennis, Cardio Tennis, Touch Tennis etc.

Inventory of Courts and Needs Assessment

This section of the Strategy completes a comprehensive review of the availability of tennis facilities across the municipality. The total number of tennis courts are tabulated and the ratio of residents per tennis courts is calculated. This ratio is typically compared to a municipality's service delivery standard and level of service provided by nearby or similar in population municipalities. This data can also help assess the needs for courts, types of programs and types of usage. A municipality should also examine the quality of tennis courts (surface conditions, lights, and fencing) and the amenities (hitting walls, parking, and washrooms) provided to their residents. Lastly, the geographical distribution of public and private tennis facilities is examined to identify any underserved or overserved neighbourhoods.



Consultations

Consultations will typically begin with community tennis clubs to determine the needs of the local tennis playing community. Local community tennis clubs will provide insights on operations and capital improvements the municipality can undergo. Local clubs will also provide recommendations on how municipalities can work with clubs to grow the sport of tennis across all ages and abilities. Based on the comments and suggestions made by local clubs, municipal staff can develop an online survey for residents and/or conduct in-person public consultations at local community centres for residents. This will provide valuable input on the frequency of participation, participation behaviour, programming needs, facility needs, and evaluate the current level of service provided by the municipality. The consultation input can also be used to evaluate the consumer behaviour of residents – municipalities can propose a range of fees for covered courts and a range of travel distance to a covered court facility to examine what residents are willing to commit to for a covered court facility. This will enable municipalities to evaluate the market demand for covered courts. The consultation results can also be assessed alongside the community's demographic data, to review population growth data and other community composition data.

Recommendations

Based on the information collected through research, surveys, and consultations, municipalities will be able to identify key operational and capital improvements that will enhance their delivery of tennis services and facilities. Operational improvements will typically cover areas of tennis programming and partnerships with local community clubs, organizations and schools. Capital improvements will identify courts that need to be resurfaced, and may include capital investments such as lights, parking and a covered court facility. The operational and capital recommendations identified could then be divided into short -term and long-term priorities and actioned according to the municipality's specific policies and processes.

This overview was developed using the following Canadian Municipal Tennis Strategies:

- 1.** Town of Milton Tennis Strategy – October 2009
- 2.** The City of Coquitlam - Tennis and Pickleball Services and Facilities Strategy 2017 - 2037
- 3.** City of Niagara Falls – Tennis and Basketball Service Delivery Review – November 2017



RESOURCE C

Performing a Needs Analysis

Understanding the need for a proposed covered court tennis facility to meet community recreational and competitive needs is an extremely important first step in determining the viability of the new tennis venue. The needs assessment involves examining key data about the community as well as tennis specific information applicable to the local jurisdiction. The following pertinent information is usually available through municipal planning departments.

- Historic and projected population numbers by age cohort;
- Household income;
- Education status of community residents; and
- Existing and projected ethnicity of the community.

Examining this information provides a base level of understanding of the existing community and what it should look like in the future.

The analysis should also take into account leisure trends in general and the specific trends related to tennis. General leisure trends can usually be found in recreation planning documents and specific information about tennis should be available through either Tennis Canada or the provincial tennis association. In combination this information provides a window into where recreation service delivery will be going in the future and how this future will affect tennis.

High-quality analysis if need should include the certain degree of public consultation. For general public input regarding the proposed project, this could take the

form of a general survey circulated through the municipal web site. Full more specific input, a survey to tennis enthusiasts could be distributed through a community tennis club or a local sports council. The survey should request input regarding the proposed project including the likelihood of supporting the project, the probability of utilizing the covered courts and user fees sensitivity. Frequently, survey results are complemented by face to face feedback received through public meetings, focus groups or stakeholder interviews. A combination of these consultation methods usually provides useful direction regarded the public's attitude towards the proposed facility and offers insight into the propensity for its use.

The needs assessment should also include an environmental scan the existing supply of tennis facilities available through public, not-for-profit more private sector providers. Where possible, use profiles of these facilities would be helpful in gauging local interest in tennis activity.

In combination, these examinations and consultations will be helpful in setting the stage for more detailed analysis of market conditions.



Photo Credit: Tennis Edmonton

RESOURCE D

Covered Courts across Canada

AVAILABILITY OF COVERED COURTS BY PROVINCE			
PROVINCE	NUMBER OF COVERED COURT FACILITIES	NUMBER OF COVERED COURTS	COVERED COURT TO POPULATION RATIO
British Columbia	33	174	1 per 26,000
Alberta	8	59	1 per 69,000
Saskatchewan	5	18	1 per 61,000
Manitoba	4	17	1 per 75,000
Ontario	73	398	1 per 34,000
Quebec	29	217	1 per 36,000
New Brunswick	1	6	1 per 125,000
Nova Scotia	4	17	1 per 54,000
Prince Edward Island	1	2	1 per 71,000
Newfoundland & Labrador	2	7	1 per 88,000
CANADA	160	915	1 per 40,000
AVAILABILITY OF ACCESSIBLE COVERED COURTS BY PROVINCE			
PROVINCE	NUMBER OF HIGH-END PRIVATE COVERED COURTS	NUMBER OF ACCESSIBLE COVERED COURTS	ACCESSIBLE COVERED COURT TO POPULATION RATIO
British Columbia	50	124	1 per 37,000
Alberta	22	37	1 per 110,000
Saskatchewan	0	18	1 per 61,000
Manitoba	3	14	1 per 91,000
Ontario	87	311	1 per 43,000
Quebec	10	207	1 per 38,000
New Brunswick	0	6	1 per 125,000
Nova Scotia	0	17	1 per 54,000
Prince Edward Island	0	2	1 per 71,000
Newfoundland & Labrador	0	7	1 per 88,000
CANADA	172	742	1 per 50,000

AVAILABILITY OF COVERED COURTS BY MUNICIPALITY
 (Number of Covered Courts)

BRITISH COLUMBIA – 21 Municipalities

Abbotsford (4)	Kelowna (3)	Richmond (17)	Victoria (8)
Burnaby (13)	Langley (4)	Saanich (4)	West Vancouver (17)
Coquitlam (5)	Nanaimo (4)	Salt Spring Island (1)	Whistler (3)
Delta (4)	North Saanich (4)	Sechelt (2)	
District of Oak Bay (7)	North Vancouver (16)	Surrey (10)	
Kamloops (5)	Powell River (2)	Vancouver (44)	

ALBERTA – 3 Municipalities

Calgary (33)	Edmonton (22)	Red Deer (4)	
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SASKATCHEWAN – 4 Municipalities

Regina (4)	North Battleford (3)	Saskatoon (8)	Yorkton (3)
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MANITOBA – 2 Municipalities

Steinbach (1)	Winnipeg (16)		
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ONTARIO – 31 Municipalities

Ajax (4)	Hamilton (5)	Newmarket (3)	Sault Ste. Marie (1)
Amaranth (4)	Kingston (4)	Niagara-on-the -Lake (6)	Sudbury (4)
Aurora (6)	Kitchener (3)		Toronto (137)
Brampton (6)	London (15)	Oakville (6)	Vaughan (14)
Burlington (21)	Markham (25)	Oshawa (4)	Lincoln (4)
Cambridge (1)	Midhurst (4)	Ottawa (40)	Waterloo (13)
Collingwood (4)	Milton (5)	Pickering (4)	Welland (4)
Guelph (10)	Mississauga (22)	Richmond Hill (15)	Windsor (4)

QUEBEC – 22 Municipalities

Boucherville (14)	Laval (26)	Repentigny (5)	St-George (4)
Brossard (14)	Les Pays-d'en- Haut (6)	Rimouski (6)	Trois-Rivières (4)
Drummondville (5)		Saguenay (5)	Vaudreuil-Dorion (4)
Gatineau (5)	Lévis (4)	Saint-Hilaire (4)	Victoriaville (4)
Granby (5)	Longueuil (10)	Sherbrooke (9)	Ville de Québec (16)
Lac-Brome (1)	Montréal (57)	St-Eustache (9)	

NOVA SCOTIA - 3 Municipalities

Halifax (10)	Truro (6)	Yarmouth (1)	
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NEW BRUNSWICK	PEI	NEWFOUNDLAND
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Fredericton (6)	Charlottetown (2)	St. John's (7)
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For a detailed breakdown of tennis facilities in any municipality please contact us.

RESOURCE E

Estimating the Size of the Available Indoor Tennis Market

The single most important factor in determining the need for a covered court tennis facility is the number of available tennis players who would find the facility convenient and affordable. Consequently, estimating the size of the current and future tennis market in reasonable proximity to a proposed new indoor facility is an important step in determining need.

Based on participation and registration patterns of sport and recreation consumers, potential tennis players that reside within an eight to twelve minute travel time from the proposed facility are considered the primary market of the facility. Generally, 60% to 70% of the facility's patronage will arise from the primary market. The secondary market would come from an area outside the primary market boundary and up to a travel time of up to twenty minutes to the facility. Between 30% and 40% of the facility's users can be expected to come from this market.

These market area boundaries can vary quite broadly based on the characteristics of the community, its urban vs. rural locale, the local demographic makeup of its residents, etc. A review of the local recreation department's program registration and sales data can provide a very good indication from where a proposed new facility might attract potential tennis player.

It would also be useful to understand the municipal stance on how many residents from other jurisdictions would be acceptable at the new facility. Normally, financial relationships between municipalities and external organizations are only justifiable if the municipal contribution – such as access to the municipal courts on a year round basis - provides an acceptable level of community benefit to local ratepayers. Therefore, while individuals living outside the jurisdiction in question could help to bolster the membership roster of a potential indoor facility, local municipal residents who have more direct access to the proposed facility should be considered the key numbers in the needs analysis.

An additional qualifier to consider in the need analysis is the priority of the focus on the number of available adult members as the base line indicator. Children and youth represent a portion of the tennis community that will participate in tennis programming that can provide a reasonable stream of income over and above membership or court revenue. However, revenue produced by adult or family memberships plus the income generated by court fees are usually a significant ingredient in a positive business case. So, while junior tennis players will benefit from the availability of an indoor facility in the municipality, the needs assessment should be more heavily weighted in favour of the potential number of players from the available adult market.



The key variables you will need to have in hand in order to accurately estimate the numbers of potential tennis players in the primary and secondary markets are:

- A.** The number of adults currently residing in the primary and secondary market areas of the proposed new facility as well as any estimated population growth in both areas over the next 10 to 15 years (usually available from municipal planning departments);
- B.** The most current tennis participation rate in your community (if a local rate is not available from municipal data like from a sport or recreation master plan, the provincial participation rate available from Tennis Canada can be used);
- C.** The percentage of “frequent” tennis players from within the general pool of all tennis players (frequent players are the most likely candidates to be affiliated with either outdoor or indoor clubs);
- D.** The most current rate of indoor tennis participation by tennis players (available from Tennis Canada’s annual Brand Study); and
- E.** The estimated number of people who play indoor tennis at existing facilities that have market or trade areas that overlap the market area of the proposed facility.

So, hypothetically, let's assume:

- The adult residential population in the primary market area is 50,000 and 25,000 in the secondary market. Both markets will grow by 2% per year for the next 15 years;
- The local tennis participation rate is approximately equivalent to the national rate of 18%;
- The national percentage of tennis players who play indoors is 20%
- 20% of players play frequently (using the Tennis Canada definition of a frequent player).

These factors result in the following projection of players available in the primary and secondary markets.

	YR1	YR5	YR10	YR15
<i>Total Adult Population Primary Market</i>	50,000	54,122	59,755	65,974
<i>Total Adult Population Secondary Market</i>	25,000	27,061	29,877	32,987
<i>Total Players in Primary Market @ 18%</i>	9,000	9,742	10,756	11,875
<i>Total Players in Secondary Market</i>	4,500	4,871	5,378	5,938
<i>Total Indoor Players in Primary Market @ 20%</i>	1,800	1,948	2,151	2,375
<i>Total Indoor Players in Secondary Market</i>	900	974	1,076	1,188
<i>Indoor Frequent Players in Primary Market @ 20%</i>	360	390	430	475
<i>Indoor Frequent Players in Secondary Market</i>	180	195	215	238
<i>Total Available Market</i>	540	585	645	713

RESOURCE F

Risk Evaluation Template

For municipalities to accurately assess and allocate project risks, it is important to understand the complexity of relationships within the partnership framework. That's because besides the principle players - i.e. the municipality and its partner - there could be a number of other participants within the arrangement. For example, the development of an air supported structure over municipal tennis courts will involve the following:

- The municipality – land owner
- The partner – the facility owner and operator
- The bubble membrane manufacturer
- The HVAC equipment manufacture
- The supplier of necessary equipment elements such as lights, air lock door, etc.
- General contractor to perform site work
- Subcontractors such as trades to install utilities
- Investors
- Insurance company
- Operating equipment supplier
- Service subcontractors such as contract-out tennis professionals

In a competitive search and selection process, municipalities are well advised to obligate proponents to submit their risk plans as part of the Request for Proposals (RFP) process. The municipality must be satisfied that the risk plan and the allocation of risk are consistent with the municipality's guiding principle associated with risk management. At the very least, the proponent's plan should identify those risks that it is prepared and capable of absorbing. At the same time, the municipality should prepare its own risk plan reflecting the risks it is willing to undertake. The RFP evaluation process should analyze risk patterns and determine if the proponent's submission is in anyway contrary to the municipality's expectations for risk. Regardless of the worthiness of the balance of the proponent's bid, the municipality must be satisfied that the relationship does not violate its risk tolerance.

It is also important to understand that the partner will also evaluate its risk exposure compared to its capacity to undertake the risk. Most often, this will relate to the partner's key investment criteria and financial expectations for the project. While these criteria may not be issues of considerable concern for the municipality, it is important that the public partner understand the factors that will drive its external partner's financial decision making. Typically these criteria include:

- The return on investment
- Return on equity
- Net present value after taxes
- Payback period
- Debt service coverage

The following risks should be of concern to municipalities considering partnerships for covered tennis centres.

MARKET RISK – changes in market conditions such as variations in local demand for covered tennis courts could have a significant impact on the proponent's business plan. In striking a partnership agreement, the municipality should look to transfer market risk to the proponent.

INCOME RISK – this could be caused by overly optimistic financial forecasts included in the original business plan, improper assumptions with respect to facility traffic (causing court revenue to underperform), the inability to attract projected numbers of program participants (causing income generated by lessons and leagues to fall short of projections), etc. Unless the municipality includes stipulations in the agreement that could jeopardize the operator's ability to achieve its business plan, the municipality should transfer all income risk to its partner.

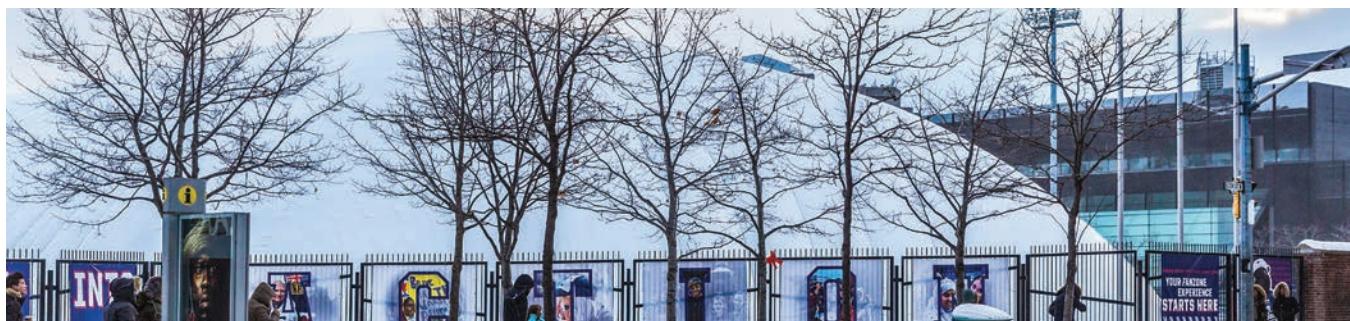
CONSTRUCTION DELAYS – this can be caused by unforeseen soil condition, breakdowns of the equipment, manufacturing delays or other common occurrences during the construction phase. If the proponent is expected to absorb this risk, the municipality should expect a substantial risk allowance in the proponent's capital costs estimates. Consequently, this risk is often shared between partners.

COMPLETION DELAYS – this risk is often associated with communication difficulties between partners, last minute design changes, financing difficulties or problems in receiving permits and other construction approvals. This risk can be mitigated with aggressive project management and communication methodology set out at the beginning of the relationship. Sometimes they are insurable events over premiums can be substantial.

OPERATION RISK – breakdowns in equipment, technology foul-ups, the inability to attract the required number of adequately qualified staff, etc. can get in the way of the operator meeting its business plan objectives. Municipalities usually transfer this risk to the partner.

MAINTENANCE RISK – this factor relates to the maintenance and the state of good repair of the facility. This risk can be mitigated with pre-established and written maintenance standards agreed to by both parties. However, in the absence of standards, the operator is free to establish its own operating procedures and protocols which they may not line up with the municipality's expectations. Asking the operator to conform to new or elevated maintenance standards mid-contract could be very expensive to the municipality. Consequently, written maintenance standards should be a Schedule of the agreement. Furthermore, the municipality should insist that the operator annually set aside a capital reserve contribution to be used on approved repair and maintenance items.

OBSOLESCENCE RISK – the municipality should establish its expectations with respect to the condition of the facility at the conclusion of the agreement. This is particularly important if the facility is to revert to municipal ownership at the conclusion of the license or lease. This risk should be top of mind when the municipality evaluates the partner's plans for developing the facility. It will therefore be important for the municipality to be assured that the material and finish specifications are acceptable, that equipment is of a reasonable standard and that equipment replacement plans are sufficient to protect municipal interests related to building and equipment quality. This should be an important consideration during the RFP stage a process given the fact that at the end of the agreement, the partner will have no further interest in the facility.



Simple Risk Assessment Template

Risk Factor	Probability (1)	Impact (2)	Municipal Risk (3)	Partner Risk (4)
<i>Market risk</i>				
<i>Income Risk</i>				
<i>Construction delays</i>				
<i>Completion delays</i>				
<i>Operation risk</i>				
<i>Maintenance risk</i>				
<i>Obsolescence risk</i>				
<i>Other</i>				
<i>Other</i>				
<i>Other</i>				

Notes:

- ① Rate each risk factor's probably of occurring as high (H), medium (M) or low (L)
- ② Estimate the negative impact to the project as significant (S), moderate (M) or limited (L) if the risk event occurs
- ③ Indicate the estimated proportion of impact (%) that will be absorbed by the municipality
- ④ Indicate the estimated proportion of impact (%) that will be absorbed by the partner



RESOURCE G

Sample Request for Proposals for Tennis Facility Providers

Presented with the Permission of the Town of Milton

SEASONAL INDOOR TENNIS OPERATOR TERMS OF REFERENCE

1.0 PROJECT DESCRIPTION

Established in 1857, the Town of Milton is a municipality located on the western edge of the Greater Toronto Area, within the Region of Halton with a total landmass of 366 square kilometres. Nestled within the Niagara Escarpment, Milton attracts many visitors to the area each year. Milton is in an ideal location in the Western region of the Greater Toronto Area, with substantial access to major transportation corridors. Currently, Milton is experiencing vast residential and industrial growth, and is considered Canada's fastest growing community with a current population of over 100,000 and is expected to grow to approximately 228,000 by 2031.

The Milton community is young, well-educated and growing welcoming an average of almost 2,000 families into new homes per year. The Town's expansion strikes a balance between residential and industrial growth while holding on to Milton's historical charm and roots.

The Milton Tennis Club (MTC) is located at 800 Santa Maria Boulevard on public lands within the Milton Community Park. The facility includes 8 outdoor regulation sized tennis courts complete with lights and an adjacent clubhouse and has a typical operating season commencing in early April and running until November (weather permitting). The MTC is provided year-round access to the facility under agreement with the Town of Milton that includes financial considerations. The club offers affordable and accessible outdoor community tennis programs through a membership model.

The tennis courts are due to be reconstructed in 2018 which presents an opportunity for the introduction of seasonal indoor tennis. An existing grade beam is present under the 5 most southern courts but the viability of this structure for future use is unknown.

The Town of Milton is seeking a private operator to supply, install, operate and maintain an air supported structure to provide winter tennis at the Milton Community Park. The Town is looking for interested proponents to submit proposals that respond to the enclosed Terms of Reference.

2.0 SCOPE OF WORK

2.1 Town of Milton

The Town is soliciting Proposals from qualified Proponents for the supply and installation of an air supported structure for indoor tennis at the site of the existing Milton Tennis Club and the operation/finance of the Tennis Facility. The Town's objective is to engage the services of a third-party to deliver indoor tennis for the use of the community, without capital or operating costs to the Town. The Town will be providing the land for the facility at the Milton Tennis Club located within the Milton Community Park, through a lease agreement with the Contractor. The lease agreement will be seasonal and allow the Contractor exclusive access to the site for the yet to be determined indoor season. The Town will consider lease agreements with a minimum length of 20 years. The Milton Tennis Club will maintain a lease agreement to deliver outdoor tennis programs and the length of the annual indoor and outdoor operating periods are to be proposed by the Proponent.

The Town requires that the Proponent to visit the site as they deem necessary. For reference purposes, a map of the proposed site at the Milton Community Park is attached hereto as Schedule "A". The fixed aspects (i.e. grade beam) of the constructed Seasonal Tennis Facility at the Milton Community Park (and any other ancillary features that are constructed) shall become the sole property of the Town upon termination or expiry of any operational agreement. The Proponent may remove its business fixtures and equipment (i.e. dome fabric and associated mechanical equipment) given that the Proponent immediately repair any damages caused by such removal. The Town retains all rights and ownership of naming rights to the park and tennis facility.

2.2 Proponent

Responsibilities of the successful Proponent shall include:

- Construction, installation and maintenance of the Seasonal Indoor Tennis Facility at Milton Community Park and the operation/finance of the Tennis Facility
- Seasonal operation of the Tennis Facility (dates TBD) including the annual install, demount and storage of the tennis dome
- Responsible for any capital improvements and ongoing operating and capital costs for the Tennis Facility (including the tennis dome, five (5) tennis courts, and any clubhouse amenities, including washrooms and/or change room facilities, if applicable)
- Obtain and pay for, where applicable, all necessary Town approvals and permits including but not limited to, planning approvals and building permits, and all required Town Department fees at the Proponent's cost
- Executing subsequent agreements (with, and to the satisfaction of, the Town), as required for the design, construction, and operation of the Tennis Facility, and for the lease of the Town's property for the Tennis Facility
- Responsible for all servicing that is required above and beyond what is currently supplied at the current facility (electrical, gas etc.)
- All costs included with assessing the viability of the current grade beam
- All costs associated with installing a new grade beam should the current grade beam need replacing
- Providing an opportunity for public access and community programs for the Tennis Facility
- Paying rent and/or fees to the Town for the use of the land for the Tennis Facility and as part of revenues to the Town under the operational agreement
- Maintaining the Tennis Facility at its own cost, to the Town's satisfaction
- Keep the Tennis Facility open for business at a time that is satisfactory to the Town
- Providing a fully accessible Tennis Facility in accordance with the Accessibility for Ontarians with Disabilities Act, 2005

-
- Provide adult supervision during all hours of operation
 - Provide and maintain, in a location approved by the Town, a waste disposal bin of a type approved by the Town and shall deposit all garbage generated therein by the use of the Tennis Facility, and be responsible for any costs associated with the removal of garbage
 - Provide the Town with the list of proposed fees and tennis court rental charges at least ninety (90) days prior to the commencement of each season for approval, which approval may be withheld if, in the opinion of the Town, said proposed fees and rentals are greater than those prevailing for a similar facility within the Region of Halton or are otherwise not justifiable
 - Make the Tennis Facility available to any resident of the Town who is prepared to pay the rates and/or fees
 - Pay for all utility and operational costs of the Tennis Facility, such as but not limited to electricity, gas, water, and winter maintenance (snow clearing etc.) associated with Santa Maria Blvd beginning at Community Park entrance, parking lots, entrances / exits and sidewalks. All snow clearing activities required by an air supported structure will be the responsibility of the successful proponent.
 - Comply with the Municipal Alcohol Policy as approved by the Council of the Town prior to obtaining a liquor license under the laws of the Province of Ontario, and subsequent to the Contractor obtaining a liquor license, comply with the terms and conditions of that license and the applicable law in respect of the license
 - Comply with all federal, provincial and municipal laws, rules, regulations and bylaws, and the orders and directors of the Region of Halton Police Department or any other department having jurisdiction over such an operation
 - Pay, when due, any taxes (if any) with respect to the operation of the Tennis Facility and the lands on which they are situated

3.0 PROJECT SCHEDULE

A notification of award will be made by August 23 2017. Companies that are confident in their capacity for this type and scale of project within their forecasted annual work program, and with demonstrated experience and capabilities to undertake such a project, should consider submissions of a Proposal.

RFP Issued - July 6, 2017

Site Meeting - July 13th @ 2:00 p.m.

RFP Closing Date - On or before 11:00 a.m. on July 26, 2017

Proponent Interviews - Morning of August 4th

RFP Awarded by August 23, 2017

RESOURCE H

A Guide to Developing a Municipal Comparator

There is mounting worldwide evidence that partnerships between municipalities and non-public entities can result in win-win results for both project participants. In response to the growth in the sheer volume of non-traditional partnerships, governments and government agencies are actively developing tools to assist municipalities create partnerships with the best chance of positive results for both the public, private or not-for-profit participants. Whether for the development of infrastructure and ancillary services or for the delivery of existing public services by private or not-for-profit partners, these tools are specifically aimed at government administrators who need to assess options and make decisions which result in the most effective and efficient deployment of public monies, taking into account both financial and non-financial considerations¹.

What is required to create successful public/private/not-for-profit partnerships has been well studied in both United Kingdom and Australia. Organizations responsible for partnership development in both countries recognize the importance of addressing the key policy issue of how to ensure that value for money is achieved when a partnership is developed. These investigations have concluded that the development of a “comparator”, based on the fair and accurate valuation of internal or in-house costs, establishes a benchmark against which options can be compared and decisions can be made with respect to ensuring value is achieved for the taxpayer.

A Public Sector Comparator (PSC) can be used by any level of government to make decisions by testing whether a non-government investment proposal offers value for money in comparison with the most efficient form of public procurement or delivery. The rationale for using a comparator to assess various delivery options extends to the assessment of delivery alternatives presented by a group of internal staff, submissions by not-for-profit organizations, propositions by other levels of government or proposals from private sector proponents (either solicited or unsolicited). The best and most

fulsome assessments analyze financial and nonfinancial factors. In this way, the PSC assists government in determining whether or not to use internal public resources for the development of infrastructure and ancillary services or to pursue alternative delivery methodologies involving a partner.

Typically the PSC begins and ends with a rigorous examination of the “in-house” costs of implementing the project and assigning the various types of risks to the appropriate party that can best handle them. The development of a “comparator” results in a benchmark against which options are compared and value for money is assessed. Therefore, the PSC is a critical piece of the puzzle when embarking on an assessment of partnership options for infrastructure and/or service delivery.



¹ The Public Sector Comparator, Best Practices Guide, Industry Canada, 2003

RESOURCE I

Checklist of Evaluation Criteria to Evaluate Proposals

Projects of interest to the private sector are often more complex and carry greater financial and operating risk than projects involving most community organizations. It is therefore important that proponent proposals are thoroughly vetted to determine if the relationship is acceptable to the municipality.

The following criteria have been utilized by several municipalities to the analysis proposed relationships with private enterprise.

- Confirmation that there is legal authority to undertake the proposal;
- There is clear community benefit and/or economic impact spin-offs for the municipality;
- There is value inherent in the proposal that would provide the municipality with enhanced levels of service;
- The proponent is capable of demonstrating operating and technical qualifications and financial ability commensurate with the nature and scope of the project;
- The project is clear of any environmental concerns;
- The proposal includes a risk analysis (financial, continuity of service, public relations, liability, etc.) that is acceptable to the municipality; and
- The proposal includes a benefit analysis for both the municipality and the proponent that is acceptable to the municipality.



RESOURCE J

Public Consultations on “Tennis Bubbles”

When developing a recreational facility it is common for municipalities to conduct public consultations to collect feedback from local residents. Due to the diverse needs and interests of residents in any municipality, public consultations can typically result in valuable discussion and debate. Provided below are a brief synopsis of two public consultation processes that were conducted for air-supported tennis facilities in Canada. In both instances of discussion and debate, the air-supported structure was successfully implemented.

CASE STUDY 1: L'Amoreaux Tennis Centre – Scarborough, ON¹

In 1997, the L'Amoreaux Winter Tennis Club identified the need to cover five of ten outdoor courts to accommodate growing demand for year-round tennis. By late 1999, City Council approved a \$400,000 project to erect an air-supported structure over five existing outdoor courts as a part of the 2000 Capital Budget. The structure was financed through a capital reserve fund generated from existing operations of an indoor permanent structure. Between November 1999 and April 2000, three public consultations were held to receive feedback from the local community. Existing community tennis clubs and local residents were widely in support of the structure, however some residents raised concerns about the visual impact of the structure, and indicated they would have preferred to see a permanent tennis facility instead.

At a City Council meeting in June 2000, council stated that funds were available to proceed with the air-supported structure immediately, with no additional costs to the tax base. Council stated that if a permanent structure were to be explored, it would also have a visual impact and the project would undoubtedly require taxpayer dollars and would be delayed to the next five-year capital budget cycle. Given these facts, City staff recommended the project move ahead with an air-supported structure.

CASE STUDY 2: Vancouver Lawn Tennis & Badminton Club – Vancouver, BC²

In 2005, the Vancouver Lawn Tennis & Badminton Club submitted an application to City Council to erect a second air-supported structure over four existing outdoor courts to accommodate current and future growth in tennis participation. When the application was submitted, the Club erected a rezoning sign on the site and City staff notified approximately 3,000 property owners in the surrounding area. Staff subsequently received three letters from a resident who lived across from the Club and opposed the air-supported structure. The letters noted the proposed structure would adversely affect that resident's home value. The home owner noted that the Club had the option of building four underground courts.

The Club's report to Council noted that the cost of the underground court project would be an estimated \$6.5 million and would not be feasible until many other interior upgrades and additions were completed. In comparison, the air-supported structure would cost the Club approximately \$600,000 to engineer, design, ship and install. In February 2005, City Planning Staff recommended the Club land be rezoned to allow for a second seasonal air-supported structure. There was no further opposition to the project.

¹ Scarborough Community Council. (2000, July). Installation of a “Bubble” over Five Outdoor Tennis Courts at L'Amoreaux Tennis Centre (Ward 17 – Scarborough Agincourt).

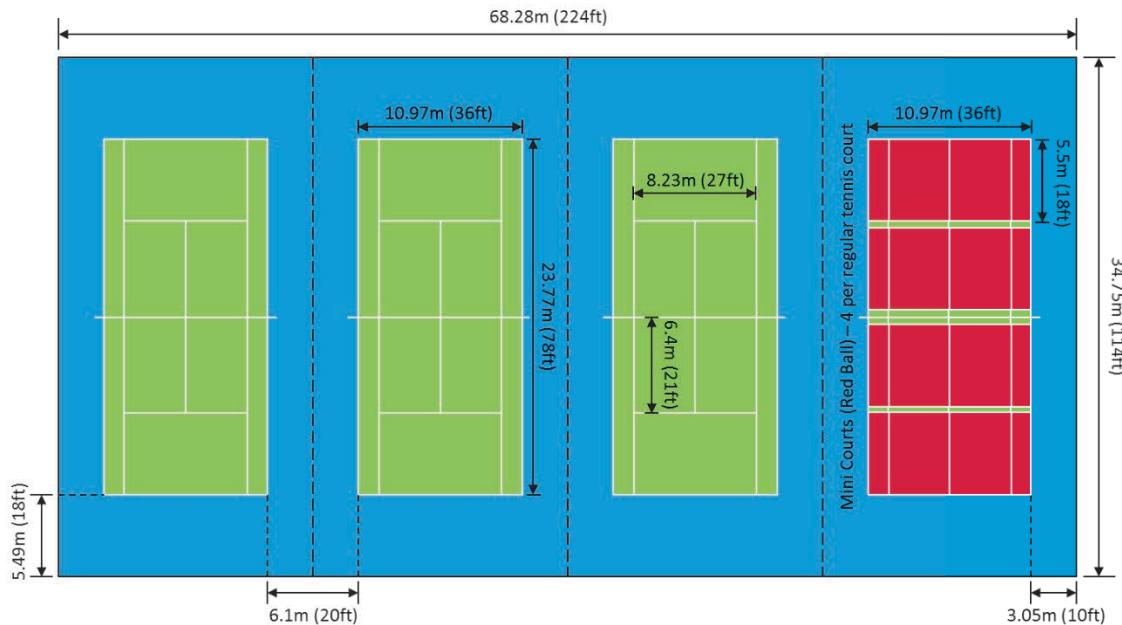
² City of Vancouver (2005, February 28). CD-1 Text Amendment – 1630 West 15th Avenue (Vancouver Lawn Tennis and Badminton Club).

RESOURCE K

Tennis Court Design Standards

Court Layout and Design Considerations

Provided below is the typical layout for a four-court tennis facility. The dimensions used to generate the diagram below are based on the International Tennis Federation's recommended measurements for a recreational tennis facility. It is not unusual for recreational tennis facilities in Canada to leave a smaller amount of space between two courts to save additional land. The diagram also provides internationally accepted tennis court dimensions (36x78ft) and dimensions for mini courts (18x36ft) which are used to teach beginner tennis players.



When building a tennis facility, the following items need to be taken into consideration:

Tennis Court Surfaces	Hard (acrylic), clay, Har-Tru, concrete, asphalt
Indoor Lighting	LED, metal halide, high pressure sodium
Equipment	Nets, net posts, court dividers, back-stop curtains
Considerations for a Seasonal Covered Court Facility	Orientation of Tennis Courts: to ensure the sun is never directly in the eyes of a tennis player, tennis courts for outdoor use must be constructed with a north-south orientation Fencing: to contain the ball within the playing area and provide security for players Outdoor Lights: Metal halide, high-pressure sodium, fluorescent, and tungsten halogen

Design and Construction Models

Winter tennis requires a covered and heated playing area which can be a temporary structure installed over outdoor public tennis courts or a permanent building to accommodate courts. There are a number of benefits and drawbacks of both building options. A brief comparative summary of both facility options is presented in the following table.

COMPARISON OF PERMANENT AND AIR SUPPORTED TENNIS CENTERS		
Consideration	Permanent Structure*	Air Supported Structure
Capital Cost	A permanent building is the more expensive option to construct with capital costs dependent on facility size, design specifications and construction quality	An air-supported structure is the least expensive alternative with capital costs dependent on facility size, single or dual liner, type of lighting and equipment selection
Operating Cost	Staff and utility costs represent the most significant operating expenses over a permanent building's 12-month operating season	Utility costs are relatively more expensive per hour of facility use however, facility operating costs apply to a shorter covered court season – 5-6 months
Seasonal Implications	These are popular winter venues but difficult to program and challenging to encourage utilization in the summer months	Offers flexibility as the courts can be covered in the winter and be converted to outdoor courts in the summer
Life Cycle	Similar to other types of community recreation buildings, the life of a covered court tennis facility would likely be between 25 to 35 years	The bubble fabric has a life expectancy of 15 to 20 years – depending on UV protection and the operator's inflation and take down procedures
Consumer Opinions	Patrons generally enjoy the environment and the program flexibility of permanent tennis court facility	Consumers like the ability to play outdoors in the summertime Some suggest that the air quality and temperature in a bubble is superior to a traditional covered court environment
Operating Considerations	Requires aggressive programming to keep occupied during the non-peak summer season	Often cannot be used as a "general gathering place" due to code issues thereby limiting certain program alternatives

*Permanent structures can be built using various materials such as steel, brick, concrete etc.

RESOURCE L

Air-Supported Structure Features

CUSTOMIZABLE

Can be built to any size and the outer fabric comes in several colours



4-court and 7-court domes – Roosevelt Island Tennis
(Manufacturer: The Farley Group)



4-court dome – Bear Mountain Tennis
(Manufacturer: The Farley Group)

ADAPTABLE

Can be erected over virtually any existing tennis facility, regardless of the location or orientation of tennis courts



12-court dome – Stadium Tennis Center at Mill Pond,
LLC (Manufacturer: The Farley Group)



3-court dome – York Racquet Club
(Manufacturer: The Farley Group)

CLIMATE–CONTROLLED

Insulated fabrics and powerful heating and air-conditioning units provide ideal playing conditions year-round



4-court seasonal dome – Barrie North Winter Tennis
(Manufacturer: The Farley Group)



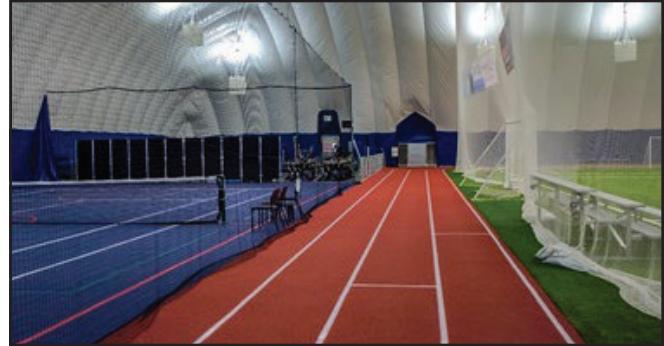
6-court permanent dome – Atlantic Training Centre
(Manufacturer: The Farley Group)

MULTI-PURPOSE

Can house multiple sports all under one dome



Todd and Jen Hutton Sports and Recreation Center
(Manufacturer: Yeadon)



Russell Township Sports Dome
(Manufacturer: The Farley Group)

SEASONAL

Can be inflated and deflated in a few short hours



(Manufacturer: The Farley Group)



ECONOMICAL

Most cost-effective building system available when it comes to covering large, clear span space.



Markham Sports Dome
(Manufacturer: The Farley Group)



6-court bubble at Marilyn Redvers Tennis Centre
(Manufacturer: The Farley Group)

RESOURCE M

Accessibility Guidelines for Tennis Facilities

Introduction

The purpose of these guidelines is to provide advice and guidance in the design of new tennis facilities and the enhancement of existing tennis facilities.

All new tennis facilities and extensions or refurbishments to existing facilities should meet or exceed the standards set out in the current Building Code Regulations.

Design Principles - General

To have a 'fully accessible' center means having more than sufficient door widths and the provision of ramps. In order for a facility to run efficiently and smoothly requires knowledgeable and appropriately trained staff. There are a wide range of disabilities which need to be considered when managing and designing a tennis facility. These include mobility, visual, hearing and learning disabilities. Clubs should also take into consideration how the public, both players and spectators, can access the club.

Parking

- Wheelchair parking spots should be located close to the main entrance.
- A standard wheelchair parking spot is 3.6m wide. Alternatively, you can have 2 standard parking spots at 2.4m wide plus 1.2m common access aisle.
- When designing new parking lots, ensure that they are flat. Lowered curbs or cut aways should be provided in appropriate positions.

Access from parking lot to front door

- Wheelchair access should be clearly marked with symbols
- Access should be a clear, unobstructed pathway with a firm, even surface that is non-slip.
- Consider a minimum walkway width of at least 1.5m, or 2m, to allow for the passing of wheelchairs
- Provide for both stepped and ramp access.
- Automatic doors are preferred for main entrance access.

Access within facility

- Entrance doors should have a clear width of at least 1200mm. This is to accommodate sports wheelchairs.
- The threshold should not be above the floor surface and attention should be given to wells and gratings, as these may impede movement/wheelchair mobility.
- Consider incorporating a low level reception desk or a bar hatch system in the Reception area.
- Reduce the strength of door closers. Lighter doors also benefit young children and the elderly.
- Consideration should be given to access onto the indoor and outdoor courts. This should incorporate suitable access from the clubhouse and for wheelchairs.

On-court player accessibility

- Secure area for the storage of wheelchairs (both standard and tennis).
- Is there adequate space between court net posts for tennis wheelchair access?
- Is the distance from the baseline to the back stop long enough? Recommended dimension is 6.40m.
- Is there enough room between courts for a tennis wheelchair?
- Is there enough access around the court to allow players to change ends easily?



Mobility Problems that may be encountered by wheelchair and semi-ambulant users are:

- Inaccessible toilet and changing facilities;
- Corridors and doorways that are too narrow or obstructed;
- Changes in level i.e. steep ramps, curbs.

Visual Problems that may be encountered are:

- Poor use of colour contrast which could hinder location and comprehension;
- Poor illumination due to low level lighting, glare and reflection;
- Poor signage – consider incorporating Braille;

Hearing Problems that may be encountered are:

- Insufficient information which results in restricted independence;
- Poor staff communication.
- People with learning disabilities may have a combination of other impairments such as mobility or visual. It is therefore recommended that as well as the above points, you should consider the following:
 - Avoid too many colour schemes and clever signs which could cause confusion;
 - Use signage, layout and lighting of the building to clearly identify routes and public areas;
 - Trained staff that are easily recognizable.

WC and changing facilities

- Provision of changing facilities should cater for both the individual/independent user and small groups during public sessions. Ideally a separate wheelchair toilet stall should be incorporated.
- Consider the proximity of the changing areas to the activities within the building. Storage areas for items such as wheelchairs, etc., are a useful addition.
- Showers, toilets and cubicles (if provided) should allow for easy transfer from a wheelchair. This includes close proximity and the provision of shower benches.
- There should not be any step up or down into the shower compartment. Shower heads, soap dispensers, etc., should all be located within easy reach when seated (approx. 1.3m).

Emergency exit routes and procedures (indoor centers, ITIs, etc.)

- The incorporation of suitable emergency exits/routes including elevators and stairs is advised.

This document is based on the LTA G4-Accessibility Guidelines. Tennis Canada would like to thank and acknowledge the Lawn Tennis Association (LTA) and their ongoing leadership and efforts in making tennis accessible for everyone.

For further questions in regards to facility accessibility please contact Tennis Canada at coveredcourts@tenniscanada.com

RESOURCE N

Pickleball, Badminton & Tennis Integration

Over the past few years, municipalities across Canada have been integrating pickleball and badminton onto existing tennis courts. Pickleball and badminton courts are similar in size and can easily fit onto a tennis court. The sports are typically integrated through painting additional lines in a different colour to differentiate them from tennis. Both sports have portable and foldable nets that can be easily stored adjacent to the courts. Municipalities may also explore dedicating separate hours to each sport to ensure the courts are fairly shared between pickleball, badminton and tennis players.

“Badminton Canada fully supports and endorses Tennis Canada’s Covered Tennis Court Facilities initiative. These facilities can service a multitude of racquet sport such as Tennis, Badminton and Pickleball.”

— Joe Morissette, Executive Director,
Badminton Canada

“Pickleball Canada and Tennis Canada have tremendous potential to work together and maximize opportunities for shared use facilities to accommodate the growing tennis and Pickleball playing populations. We are supportive of Tennis Canada’s Municipal Tennis Facilities Strategy and Partnership Framework and will be pleased to work with municipalities that want to explore facilities to serve both sports.”

— Marcel Latouche
Board Member VP of Development
Pickleball Canada



Photo Credit: HART Sport

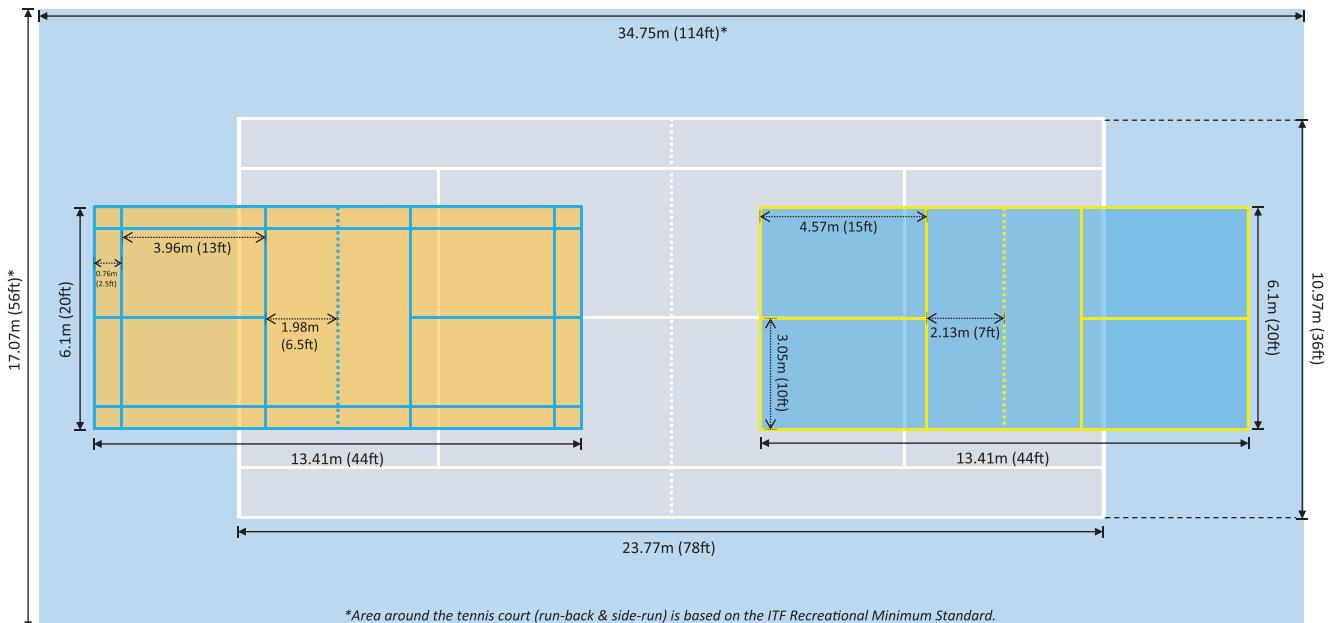


Photo Credit: Pickleball Kelowna

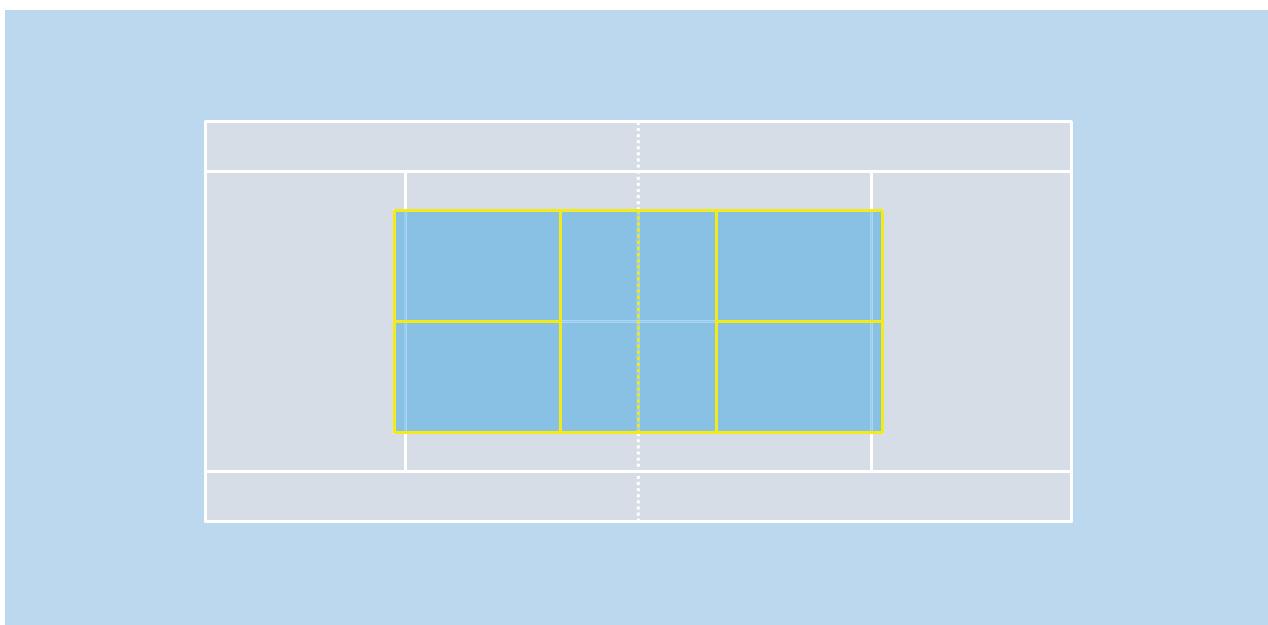
To learn how to best integrate these sports at a covered court facility, Tennis Canada reached out to Badminton and Pickleball Canada. Provided below are different multi-line integration methods. Courts depicted below are proportional to standard recreational sizes accepted by the relevant national sport organizations.

TYPICAL INTEGRATION LAYOUT:

2 Badminton / Pickleball Courts on 1 Tennis Court



1 Pickleball Ball Court on 1 Tennis Court



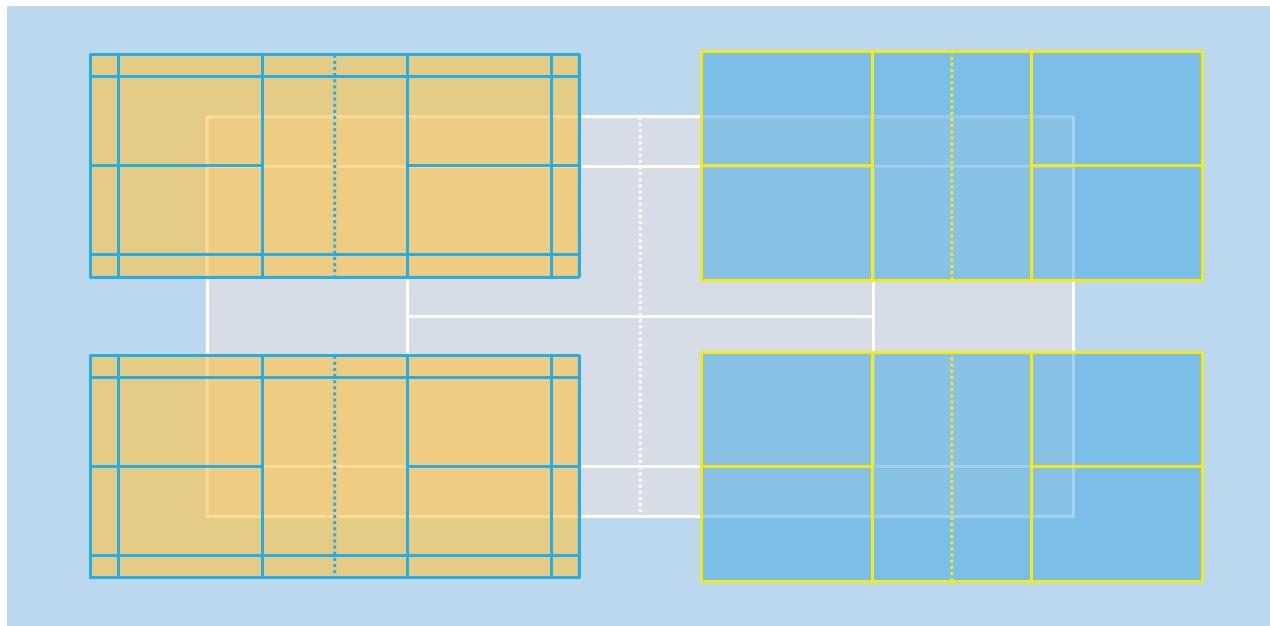
Badminton Court

Pickleball Court

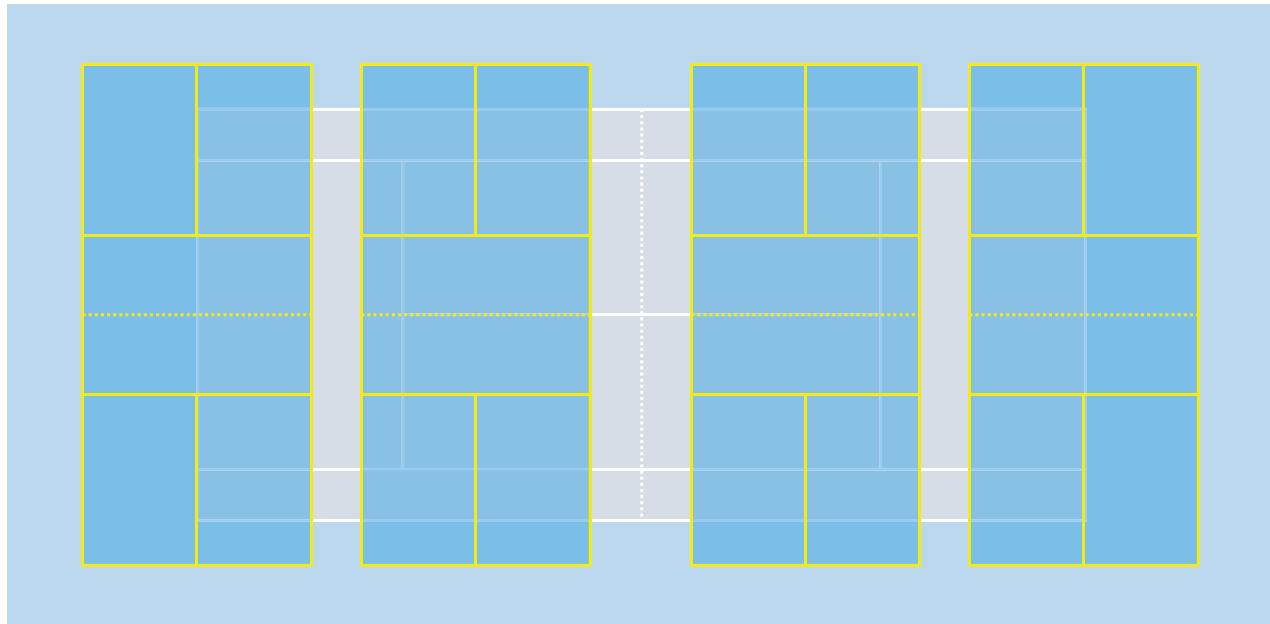
Tennis Court

Area Around Tennis Court

4 Badminton / Pickleball Courts on 1 Tennis Court



4 Badminton Courts on 1 Tennis Court



Badminton Court

Pickleball Court

Tennis Court

Area Around Tennis Court

When multi-lining tennis court facilities, some municipalities will have to take into consideration how this will impact their tournament hosting capacity. If a municipality would like to retain eligibility for tournament hosting opportunities, temporary multi-lines can be used, or permanent multi-lining can be reserved for certain courts.

RESOURCE O

Air-Supported Structure Utilities Expenses – Examples from Across Canada

Air-supported structures require heat and inflation units to maintain the shape of the dome and provide ideal playing conditions for participants. To aide municipal staff with creating financial projections and forecasts for a potential air-supported indoor tennis facility, utilities expenses have been estimated for climates across Canada. The table below states the average utilities expense incurred during a winter month for a 4-court or 6-court facility. Variables that influence utilities expenses such as climate, utility rates, and operating hours are also summarized below.

	Surrey, BC	Edmonton AB	Saskatoon SK	Guelph, ON	Montreal, QC	Moncton, NB
Outside Winter Temperature	-1.7 °C	-28.9 °C	-31.7 °C	-15.5 °C	-21.1 °C	-20.6 °C
Heating Fuel Cost (per m ³)	\$0.21	\$0.20	\$0.12	\$0.26	\$0.35	\$0.33
Electricity Cost (per kwh)	\$0.09	\$0.06	\$0.12	\$0.09	\$0.10	\$0.11
Operating Hours	Monday to Friday 8am to 11pm, Saturday & Sunday 8am to 8pm					
Size	4-court structure (224x118ft – 26,000 sqft.)			6-court structure (336x118ft – 40,000 sqft)		
Monthly Utilities Expense (Winter)	\$2,660	\$3,160	\$4,240	\$4,780	\$7,410	\$6,380

Based on our research, utilities expenses for an air-supported structure can range from \$2,600 to \$7,400 per month during the winter.

*Winter = December 1st to March 31st
Utilities are estimated for an insulted air-supported structure.*

RESOURCE P

A Step-by-step Guide to Programming Your Tennis Facility

This Step-by-step Guide walks readers through the process of developing and delivering a full continuum of programming for participants of all ages and abilities. From determining your user groups to hiring your coaching staff, and everything in between, the guide provides the relevant information and expertise required to operate a well-programmed tennis facility.

The Guide is designed to help readers:

- Understand the key principles behind successful programming
- Develop programs along a pathway of progression for different user groups
- Develop a diverse range of programs that cater to different user needs and interests
- Understand how to price programs to ensure financial viability
- Understand how to communicate and market programming options
- Understand how to build a team of coaches for exceptional program delivery

The Guide is comprised of 8 detailed steps that are organized into 4 parts:

Part A: Adult Programming

- Step 1: Determine your user groups
- Step 2: Design your “vertical programming” (levels of play)
- Step 3: Design your “horizontal programming” (program types)
- Step 4: Create your “program map”
- Step 5: Create your weekly adult program schedule

Part B: Junior Programming

- Step 1: Determine your user groups
- Step 2: Design your “vertical programming” (levels of play)
- Step 3: Design your “horizontal programming” (program types)
- Step 4: Create your “program map”
- Step 5: Create your weekly adult program schedule

Part C: Additional Program Elements

- Step 6: Pricing
- Step 7: Create your communication plan

Part D: Coaching Staff

- Step 8: Staff Involvement & Training

**To obtain a digital or print copy of the full Guide please email
coveredcourts@tenniscanada.com**

Tennis Canada would like to thank and acknowledge the excellent work that Wayne Elderton has done in producing this Guide. Wayne is the Tennis Director at the North Vancouver Tennis Center, one of Canada's most successful indoor tennis facilities. In producing this resource Wayne used his vast programming experience and expertise to produce a very practical guide to successfully programming a tennis facility.

RESOURCE Q

Quality Standards for Kids Tennis

Introduction

In recognizing the importance of a kid's early experience in sport, Tennis Canada along with its Provincial Partners and the Tennis Professionals Association developed Quality Standards for Kids Tennis. The Standards were developed in accordance with the High Five national curriculum and National Coaching Certification program. Aligning with national initiatives that promote safe and quality kids programming, the Standards helps tennis deliverers review, evaluate and improve their kid's tennis programs.

Why Quality Matters

Research has shown that a kid's early experience in sport can have a long-lasting impact on physical activity levels and sport participation as an adult. These early experiences are heavily influenced by positive interactions, encouragement and a safe environment. Meeting these needs through high quality programming is critical to providing the positive experiences that motivate kids to continue playing tennis. When kids keep playing, everyone benefits. Children stay active and learn a game that can be enjoyed for life, and deliverers see improved retention rates.

What are Quality Standards for Kids Tennis?

The six key characteristics of quality kids programs are:

- ① Caring Instructor
- ② Making Friends
- ③ Active Participation
- ④ Appropriate Challenge
- ⑤ Opportunity for Skill Improvement
- ⑥ Fun

Tennis Canada along with its partners have encouraged tennis organizations across Canada to take a pledge to improve their kid's tennis programming through these six key characteristics. Organizations that take the pledge to quality programming are provided with a poster that communicates their commitment to parents and participants.

To help organizations honour their pledge, Tennis Canada has developed numerous resources that include **training videos, a self-assessment checklist, online modules, workshops** and more. To access these resources and for more information on Quality Standards for Kids Tennis please visit the TPA Website or contact coveredcourts@tenniscanada.com



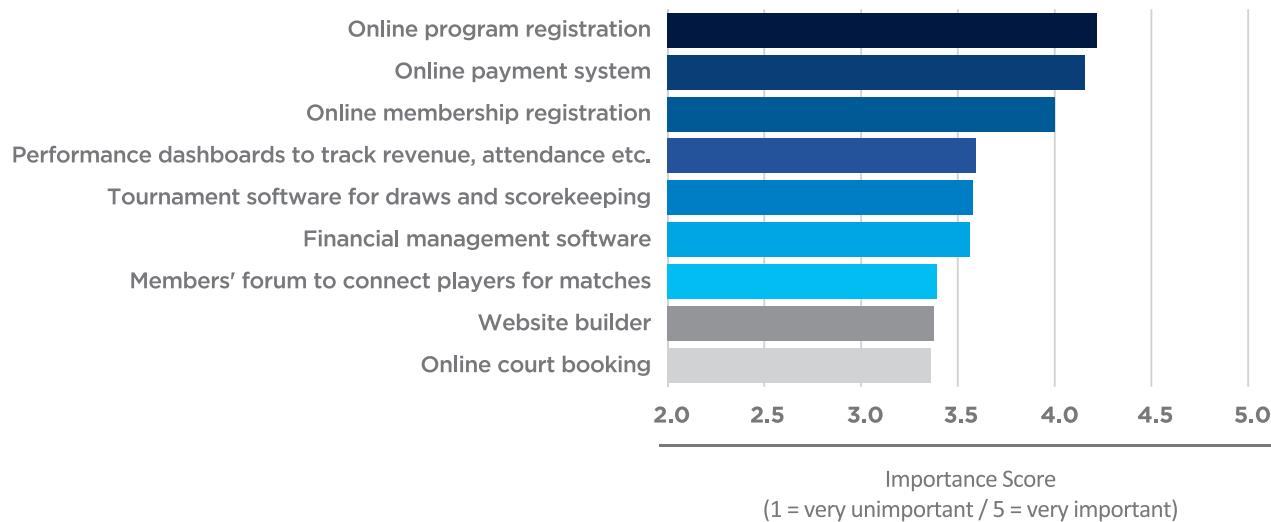
Quality Standards for Kids Tennis Official Poster

RESOURCE R

Tennis Facility Management Software

Many municipalities across Canada have implemented software to manage their recreation programs. These software systems enable residents to register and pay online for various programs throughout the year across several municipal facilities. With the help of technology, municipalities are able to efficiently manage their programs, allocate resources, track participants fees and much more. Covered court facilities can receive similar benefits from implementing a software to help with daily operations and tennis programming.

To aide tennis facility operators, Tennis Canada conducted a comprehensive review of the available tennis facility management software in 2018. By leading this initiative Tennis Canada intended to help tennis facilities reduce time, resources and funds spent finding a software solution for their operations. The modernization exercise began with identifying the areas of facility management that could be improved and streamlined through the implementation of technology. 64 tennis facilities across Canada were surveyed and asked how important 9 different technological features/services would be to their day-to-day operations. The survey question yielded the following results:



The results informed the software selection and development process. Tennis Canada is willing to work with tennis facilities to help them test and/or implement the tennis facility management software. Many recreational facilities and municipalities may already be using software programs to manage registrations and court reservations. Tennis Canada is willing to discuss the capabilities of their recommended software with municipalities and provide options as to how it can be integrated into current systems.

RESOURCE S

Experienced Advisors

Provided below is a list of current advisors that Tennis Canada has had the experience of working with respect to covered courts and are agreeable with having their names published in this document. If you or anyone you know would like to have their names published on this list, please contact us. We are interested in meeting more passionate covered court advocates to see how they can fit into our current initiatives.

Air-Supported Structure Manufacturers

The Farley Group

info@thefarleygroup.com

Currently, The Farley Group is the only Canadian manufacturer of air-supported structures. There are several other US and international air-supported structure manufacturers that have licensees in Canada.

Municipal Recreation Leaders with Tennis Facility Experience

Darlene Joslin

Director, Recreation & Culture

Town of Richmond Hill, Ontario
darlene.joslin@richmondhill.ca

John Frittenburg

President, The JF Group

Recreation Management Consultant
jfgroup@bell.net

Steve Palmer

Manager, Recreation Programs

Town of Milton, Ontario
steve.palmer@milton.ca

Operators

Adam Seigel (Ontario)

General Manager

Tennis Clubs of Canada
adam@tennisclubs.ca

Larry Jurovich (British Columbia)

General Manager

The Tennis Centre – Surrey & Coquitlam
larryandheather@thetenniscentre.ca

Rufus Nel (New Brunswick)

Director of Tennis

Abony Family Tennis Center
nelrufus@gmail.com

Danny DaCosta (Alberta)

General Manager

OSTEN & VICTOR Alberta Tennis Centre
ddacosta@albertatenniscentre.ca Alberta

Pierre Lamarche (Ontario)

President, All Canadian Sports Management Inc.

Founder of ACE Tennis
pierre@acetennis.ca

RESOURCE T

Sport Tourism in Canada

The following information has been drawn from material produced by The Canadian Sport Tourism Alliance. Municipalities can join the Alliance to gain access a host of tools and resources to assist in planning, hosting and evaluating events held at covered tennis centres. The Alliance can be reached at:

Canadian Sport Tourism Alliance
600-116 Lisgar St., Ottawa. ON K2P 0C2
Tel: 613-688-5843 • www.canadiansporttourism.com

The Industry

- Sport tourism is a \$3.6 billion segment of Canada's tourism industry and is Canada's fastest growing tourism segment.
- Sport tourism is recognized as a stabilizing force within the \$78 billion Canadian tourism industry, especially during times of volatility within the industry.

CSTA's Objectives

- To market Canada as a preferred sport tourism destination.
- To facilitate networking, educational and communications opportunities between Canadian stakeholders.
- To coordinate research and data collection within the sport tourism industry.
- To build investment in the sport tourism industry from the public and private sectors.
- To promote and enhance the image and profile of the sport tourism industry within Canada.
- To develop and facilitate access to industry tools.

Sport Tourism in Canada

- CSTA is at the forefront of promoting sport tourism domestically and internationally and has grown from its 18 founding members in 2000 to over 400 members today.
- Canada has a long and proud history of hosting international sport events, including Olympic, Pan American and Commonwealth Games, and a multitude of single and multi-sport world championships.
- The benefits of hosting sport events continue to resonate with the public sector as federal and provincial governments invest more resources into sport tourism initiatives, policies and programs.





Sport Tourism Stakeholders

- Stakeholders include government at all levels including destination marketing organizations, economic development agencies, sports, recreation and heritage organizations.
- Events rights holders, including national/provincial and multi-sport organizations and independent event management firms.
- Industry suppliers such as travel & hospitality sectors and marketing agencies.
- International audiences.

Economic Impact

- International tourism receipts totaled \$1.03 trillion in 2011 with an estimated 10% attributed to sport-related travel.
- CSTA has developed STEAM (Sport Tourism Economic Assessment Model) and STEAM PRO to predict and measure the economic impact of hosting sport events on Canadian communities.
- STEAM has been used to estimate the economic impact of over 1,200 sport events in communities across Canada.

CSTA Tools & Resources

- CSTA develops leading-edge industry tools and resources, including the Sport Tourism Planning Template, Sport Events Directory, Business Plan Template for Sport Events, STEAM/STEAM PRO, Bid Template, Bid Evaluation Model, Sport Event Marketing Template and the RFP Template.
- CSTA hosts Sport Events Congress, Canada's largest annual gathering of sport events rights holders, event managers, parks and recreation personnel, economic development agencies and tourism professionals.
- CSTA's PRESTIGE Awards (Program Recognizing Exceptional Sport Tourism Initiatives, Games and Events) recognizes and celebrates excellence in the sport tourism industry.





For more information please contact
coveredcourts@tenniscanada.com
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