



Staff Report

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Report To:	General Government Committee	Report Number:	CSD-009-19
Date of Meeting:	October 15, 2019	By-law Number:	
Submitted By:	George Acorn, Acting Director of Community Services		
Reviewed By:	Andrew C. Allison, CAO	Resolution#:	GG-458-19, GG-459-19 & GG-465-19
File Number:			
Report Subject:	South Bowmanville Recreation Centre		

Recommendations:

1. That Report CSD-009-19 be received;
2. That Council approve the proposed facility program as presented;
3. That Council refer the proposed Phase I project budget of \$48,005,300 to the 2020 budget deliberations;
4. That Council authorize staff to complete the application for funding for this project as prescribed in the Investing in Canada Infrastructure Program; and
5. That all interested parties listed in Report CSD-009-19 and any delegations be advised of Council's decision.

Report Overview

In response to one of the Strategic Priorities adopted by Council for the 2019 – 2022 Term, staff are reporting on a proposed facility program for the South Bowmanville Recreation Centre. After engaging our key stakeholders and the general public, Council is being presented a two phase facility construction plan that will address the growing needs of our community for recreation and leisure activities. The timing of this report coincides with an infrastructure funding opportunity that could leverage municipal funds with provincial and federal assistance to provide great value to the taxpayers of Clarington.

1. Background

- 1.1 At the January 23, 2017 General Government Committee meeting, Report CSD-001-17 was presented, introducing the Indoor Facilities Development Strategy (Strategy). This Strategy addressed the need to develop a comprehensive facility development plan to identify future facility needs based on growth of the Municipality, changing demographics and evolving recreation and leisure trends in our community. The scope of the study was to look at the facility needs of Clarington to 2031.
- 1.2 The purpose of this Strategy was to provide both Council and staff a reference to plan for indoor recreation facility development with a longer term vision that strategically meets the needs of our residents for that timeframe.
- 1.3 The Strategic Priorities and Goals for the 2019 to 2022 term of Council included the following goal; “Develop the concept, financing, project plan and potential construction schedule for the South Bowmanville Recreation Centre for Council in 2019, for consideration in the 2020 budget, with a design to follow”.
- 1.4 To accomplish this goal a project team was created, made up of Community Services staff and Robert Lockhart of the Rethink Group (the Project Team). The work of the team included: providing an update of the data and findings of the earlier Strategy, conducting public engagement, holding meetings with key stakeholders and Community Services staff. The objective was to present to Council, a facility program that would provide an outline for the design of a recreation facility based on the feedback of the general public, major indoor facility user groups and staff.

2. Public and User Group Engagement

- 2.1 In June, the Project Team scheduled meetings with facility users to gather feedback on their program and facility needs, to better inform the team on what the future needs are in our community from their perspective.
- 2.2 One meeting focused on our major ice user organizations. Groups in attendance were: Clarington Minor Hockey Association, Clarington Girls Hockey Association and Clarington Zone AAA Hockey Association. The focus of this meeting was to discuss current and future demand for ice and whether or not their program would benefit from the construction of additional ice pads. A representative from the Newcastle Memorial Arena Board and one of our local hockey development operators also attended.
- 2.3 All meeting attendees indicated they currently purchase significant amounts of ice time outside of Clarington in order to satisfy the needs of their current programs. The lack of prime time ice prevents any expansion of on-ice programs such as player skill development. The organizations indicated they would move this additional ice back to Clarington if ice time is available. Although not specifically stated at this meeting, staff have received ice allocation requests from Newcastle Village Minor Hockey in past years. It is anticipated additional ice pads in South Bowmanville would satisfy all of the above noted ice needs.
- 2.4 Another meeting focused on a broader group and was attended by: Clarington Swim Club, Clarington Squash Club, Clarington Minor Lacrosse Association, Clarington Green Gaels Lacrosse, and Autism Home Base Durham. Discussions with the groups included whether their current access to space met their operating requirements and if there was a potential for future growth should access to space increase.
- 2.5 Clarington Minor Lacrosse advised staff they operate a winter lacrosse program at the Children's Arena in Oshawa. They would move the program to Clarington if floor time was available during the fall and winter months. This may be feasible at a future date when the Darlington Sports Centre has reached the end of useful life as an arena facility.
- 2.6 Clarington Swim Club expressed a desire to expand their program in the future. They currently rent 17 hours of pool time per week and would like to increase this to 27 hours, over a number of years. If a new swimming pool is constructed and the Club were to relocate, they would no longer have any need for pool time at the Alan Strike Aquatic and Squash Centre.
- 2.7 Clarington Squash Club expressed an interest in seeing new courts being included in a new facility, ideally four single courts and two doubles courts. They stated a need for a lounge facility (suitable for alcohol events) and for club-style change facilities. This would

allow them to host larger tournaments. If new courts were added, they would no longer have a need for the two courts at the Alan Strike Aquatic and Squash Centre.

- 2.8 On June 18, 2019, a Community Forum was hosted at the Garnet B. Rickard Recreation Complex, to gather input from residents and stakeholders on their thoughts about the proposed South Bowmanville Recreation Centre. Approximately 90 people attended the session and were organized into 11 discussion groups. After a presentation of background information, delegates participated in small group discussions.
- 2.9 The format of the Forum was a facilitated round table discussion. The conversation focused on three predetermined questions, provided to each table. There were a number of themes that emerged. These themes pointed to the most important facility components to those in attendance being:
- Indoor Ice
 - Swimming Pools
 - Fitness/Wellness
 - Multipurpose Program/Community Space
 - Gymnasium
- 2.10 It is important to note that there were mixed feelings about a Library Branch, however, this appeared to be based on confusion surrounding the future of the main branch in Bowmanville. According to the Clarington Public Library (CPL), the plan is to establish a branch location at this facility in addition to their main library in downtown Bowmanville.
- 2.11 Additionally, with the assistance of our Communications Office, the Engage Clarington web page was used to add an on-line survey providing an opportunity for residents who could not attend the Community Forum to provide input on what is most needed at this facility. The survey was active from June 8 to July 9. There were 2,177 respondents that completed the survey. Since the intent of the survey was to solicit general feedback from residents across the Municipality we did not collect information on where respondents lived or their demographic profile.
- 2.12 The survey was limited to two questions to increase the response rate. Question 1 asked about the respondent's degree of agreement/disagreement with the key facility components that were emerging for the proposed facility. Question 2 asked about other desired amenities and features to be considered. 872 respondents provided an answer to this question.

2.13 Lastly, a workshop was held with the Community Services management/supervisory team, which represented all areas of the Department. There was robust discussion on what the possible facility components should be and what, from a staff perspective, were important factors to consider. Some of the important comments from this session include:

- The need to provide flexible program and community activity space and not dedicated space for any one age cohort or group. This would help to maximize access and facility usage.
- The potential impact of adding additional swimming pools should be fully evaluated. Currently, pools are not fully utilized. The addition of a pool could further spread out usage, specifically in the case of the Alan Strike Aquatic and Squash Centre. Further, there is a regional and province-wide challenge in attracting aquatic staff. Would we be able, in the short term, to adequately staff four aquatic facilities?
- There is an increasing demand for public skating programs. Due to the demand for prime time ice, the majority of our “drop-in” skating programs run Monday – Friday during the daytime. There is a growing demand to expand our programs and offer more options in the evenings and on weekends.
- With the current demand on prime time ice, it is difficult to promote sport tourism and attract larger events such as hockey tournaments and skating competitions. The impact these events have on regular programming, due to cancellations, is a challenge for our ice users.
- There was agreement that minor sports organizations do not have adequate ice time to properly run their programs and provide opportunities to expand.
- Would there be an impact on existing membership numbers at Courtice Community Complex fitness centre if a new facility was included in South Bowmanville? Would we increase our number of members or disperse existing members across two facilities?
- Is the private sector adequately servicing the fitness needs of our residents, especially in the immediate area of the proposed facility?
- The need for a walking or running track is regularly expressed by the community to staff.

Major Findings

- 2.14 Following the extensive community engagement and staff consultation, the conclusions regarding what is needed in this new recreation centre confirm the findings of the previous Strategy. We did hear some unique ideas such as including an area for children attending sibling hockey games to play in, creating a space where community members feel comfortable gathering, creating multi-purpose space that encourages arts and culture programming, and the need to provide inclusive spaces such as gender neutral change rooms and washrooms.
- 2.15 There is a pent up demand for ice time from our minor sport organizations, as supported by their need to contract ice outside of the Municipality. This trend is expected to continue as our population grows.
- 2.16 While important to identify the needs expressed for a new facility, it is also important to evaluate and assess demand indicators, trends and other considerations prior to making the decision to move forward on any particular component. For example, although the need for a new swimming pool ranked fairly high through the engagement discussions, usage and other factors need to be considered. Similarly, a fitness/wellness centre was also popular, however, further investigation is needed before expanding into the Bowmanville area.

3. Proposed Facility Program – Phase 1

- 3.1 The proposed program for Phase I, as outlined below, represents the recommendations of the Project Team.

Twin Pad Arena

- 3.2 The proposed program includes a twin pad arena facility consisting of two NHL sized ice surfaces, associated dressing rooms for players and officials, a pre-game warm up area, storage rooms and spectator seating for each ice pad in the range of 250-300.
- 3.3 The provision of two additional ice pads will address the pent up demand for additional ice from both the general public and major sport organizations. As previously stated, a significant amount of ice is being contracted outside of the Municipality. Not only is this preventing expansion in some areas of their programs, the lack of prime time ice is impacting the ability to deliver municipally operated programs.
- 3.4 The addition of two ice pads will assist staff with the allocation of ice for all residents of Clarington. In the past we have received ice requests from the Newcastle Village Minor Hockey Association that unfortunately we were not able to accommodate. During recent discussions with representatives of the Newcastle Arena Board we restated our desire to work with them to address any ice time shortages they may have.

- 3.5 As indicated, the addition of two ice pads would enable the Municipality to attract new, larger special events. This has a positive economic impact through sport tourism and is a fantastic way to promote Clarington. Currently to achieve this, ice users are negatively impacted, so there has been a movement away from special events. Staff are confident these additional ice pads will allow us to grow this area of our business.

Indoor Walking Track

- 3.6 The proposed program includes a minimum three lane rubber floor indoor walking track. Although the final design will need to be confirmed, it is anticipated this walking track will be constructed in the upper level perimeter of the gymnasium. For this reason the length of the track has not been determined. The space could include a warm-up area and other fitness/wellness features.
- 3.7 Although this does not represent a major facility component in terms of capital cost, the demand for year-round access to walking, regardless of outdoor weather conditions, has been heard from many of our residents and that this amenity should be considered for major recreation facility expansion plans in the future.

Gymnasium

- 3.8 The facility program includes a 10,000 square foot gymnasium that can be dividable into sections with curtain partitions, access to change room facilities, storage and viewing in adjacent lobby area.
- 3.9 The Municipality operates only one full-sized gymnasium located at the Diane Hamre Recreation Complex. The remainder of the gymnasium based programs and activities are located in school gymnasiums. Access to school gyms is limited to non-school hours and school based needs are given priority for space. Although a rare occurrence, we recently experienced cancellation of school permits due to a labour dispute at area schools.
- 3.10 Through the engagement process we heard the need to provide flexible use space for a wide variety of activities. A gymnasium will satisfy this need effectively. This space will provide early childhood physical literacy skills, increased opportunities for older adult daytime active sport programming, after school activities as well as various youth and adult sport drop-ins and programs. Based on the demand for space at Diane Hamre, staff are confident this will be a valuable addition to this facility.

Multi-Purpose Community and Programming Space

- 3.11 The facility program includes 6,000 square feet of flexible multi-purpose space, storage for both Department programs and community groups, a teaching style kitchen facility and space for floor-based fitness programs.
- 3.12 It is necessary to include multi-purpose programming space in all facility developments. The facility will be well served by spaces that satisfy the needs of a recreation centre and also create the atmosphere of a “Community Hub”.
- 3.13 The program will not include dedicated space for community groups or specific activities, however, access to kitchen facilities and storage space will allow groups to call the space ‘home’ when they are in the facility. This will also maximum utilization for daytime and evening use seven days per week.

Community Services Administrative Office Space and Tourism Office

- 3.14 In addition to the office and administrative space required for the staff who will be working in the facility, the program includes 2,700 square feet for the relocation of the Department’s administration staff from 40 Temperance Street, and senior staff currently working at other facilities.
- 3.15 In addition to freeing up office space at 40 Temperance Street, this move would allow the Director and Managers to be closer to our customers, take advantage of efficiencies and to work closer with their team.
- 3.16 This facility will not only serve the recreation needs of our residents but will also serve as a “Community Hub”. The facility will also attract a number of out of town visitors who are here for various sporting events and other activities. For these reasons we are proposing the Clarington Tourism operations relocate to this facility. We very much see the synergy between recreation/leisure and tourism and believe this relocation would be a great addition to the facility.

Branch Library

- 3.17 At the May 22, 2019 Board Meeting the following resolution was adopted:

Motion LB048-19, “That the Clarington Public Library Board express interest to the Municipality of Clarington to provide library services at the Bowmanville South location”.

- 3.18 Community Services staff have met with Clarington Public Library staff to discuss preliminary requirements for a branch library. Based on the size of branch locations in Newcastle and Courtice it was discussed a branch location at this facility would be in the 10,000 – 12,000 square foot range.

- 3.19 The proposed program includes a 10,000 square foot library branch that will offer a full range of public library services including: lending services; a dedicated children's space, program, cultural and educational opportunities; and collaborative creation spaces. The branch in this facility is considered an adjunct (not a replacement) to the main Bowmanville Branch on Church Street.
- 3.20 The proposed branch is envisioned as a flagship for creativity and technology by offering services that will support lifelong learning and engagement with STEM (Science, Technology, Engineering, and Mathematics) by way of coding activities and digital creation tools, such as a 3D printer. The Library will provide programming opportunities for residents which will support design-centred, computational thinking through a combination of education and self-directed exploration.
- 3.21 The branch will include semi-private workspaces/study rooms that can be used for individual silent study or small group work. Library programming will be conducted in the facility's joint multi-use programming and community room.
- 3.22 In 2020 the Library will incorporate museum and archive services into its mandate. The proposed branch could include a museum and archives exhibits to promote local history and culture.
- 3.23 The provincial benchmark for library facility square footage is 0.6 square feet per capita. Using this benchmark and the 2016 Clarington census population data, Clarington Public Library has a facility shortfall of 6,504 square feet; this does not include past or future population growth. The calculation can be seen in the chart below.

Library Facility Needs (sq. ft.) *(based on 0.6 square feet per capita guidelines)	55,208
Current Library Facility Offerings	Size (sq. ft.)
Bowmanville	24,000
Courtice	12,000
Newcastle	9,100
Orono	3,604
Total	48,704
Library Facility Shortfall (2016)	6,504

*2016 Census Clarington Population 92,013

4. Proposed Facility Program – Phase 2

- 4.1 Throughout the community engagement process, both an aquatic facility and a fitness/wellness centre were well received by our user groups and the public and should be included in the South Bowmanville facility. The Project Team had to not only consider the responses from the public but also had to consider the demand indicators and staff input on the current state of the potential facility components. Consideration of the total project cost has determined this facility needs to be developed in two phases. Once this decision was made, the Team identified what components would be proposed for Phase II. The timing on the Phase II project has not been confirmed but based on the 2017 Strategy the aquatic facility was identified for 2029.

Aquatic Facility

- 4.2 The proposed program includes a 25 metre, 8 lane main pool tank, a large therapeutic pool, supervisor/lifeguard office, on deck storage, a large family change room as well as good sized male and female change rooms. The family change room will have barrier free change facilities and all change rooms will have universal design washrooms.
- 4.3 Based on the current usage of our three indoor swimming pools, it is anticipated the existing supply will satisfy the needs of the community for the next 4-7 years. The 2017 Indoor Facilities Strategy proposed a renovation at the Courtice Community Complex to commence design in 2024, which would expand the swimming pool area to the west, providing a larger warm water pool that would enhance younger children’s learn to swim programs and therapeutic uses. With a reconfiguration of the existing pool change rooms,

this project should create pool capacity that will sustain the demand until a decision is made on an aquatic facility for South Bowmanville in the 2028/29 timeframe.

- 4.4 In 2015, a significant renovation was completed at the Alan Strike Aquatic and Squash Centre. In addition to immediate improvements to accessibility and public viewing, the improvements to the filtration, mechanical and electrical systems will extend the lifecycle of this facility for 10 – 15 years. At such time as a new aquatic facility is constructed, the need for the Alan Strike facility would drastically diminish and a decision on the future of the building would be required. There was some discussion at the Community Forum and in the on-line survey regarding the need for a 50 metre pool for Clarington. This type of facility would exceed the needs of our local community and would be considered a regional or provincial level type of facility, expensive to construct and to operate. This type of facility is not recommended for this facility.

Fitness/Wellness Space

- 4.5 The proposed program includes a total of 8,000 square feet for aerobic, strength and conditioning, and spinning areas, change room facilities, assessment and storage rooms.
- 4.6 A centrally located fitness facility would be beneficial to the delivery of fitness services to our community, however, in the shorter term, we are concerned about the impact this would have on our existing membership base at Courtice Complex. Our membership base has remained relatively steady over recent years and staff agree that the current facility could accommodate increased memberships.
- 4.7 The Department does reach out to the entire community by offering a wide variety of fitness and wellness classes in most of our recreation facilities. This will continue through the offering of programs in the multi-purpose program space in Phase I of this project. There are also examples where equipment based opportunities have been incorporated into other areas of recreation facilities. A good example would be to provide treadmills and bikes adjacent to a walking track. This will be a consideration during the design phase of the new facility.
- 4.8 The provision of fitness facilities by Clarington is an area that is also serviced by the private sector. An existing Council resolution prevents development of municipal fitness centres and this must be reconsidered before moving forward with a fitness/wellness centre in this facility. Deferring this component to the second phase will allow staff to gauge the impact of population growth and the ability of the private fitness operators to satisfy the needs of the community.

5. Proposed Facility – Phase I and II Capital Costs

- 5.1 The summary of the total cost of the Phase 1 program is provided below. More details of the proposed budget can be found in Attachment 1. As the project costs will be shared

between Community Services and Clarington Public Library, and will be financed separately, the total cost and the individual costs are provided.

Total Phase I Project Costs:

Construction	\$42,100,000
Design/Engineering/Project Management	4,200,000
Furnishings and Equipment	<u>1,705,300</u>
Total	\$48,005,300

Recreation Facility Costs:

Construction	\$36,969,750
Design/Engineering/Project Management	3,843,000
Furnishings and Equipment	<u>1,500,000</u>
Total	\$42,312,750

Branch Library Costs:

Construction	\$ 5,130,250
Design/Engineering/Project Management	357,000
Furnishing and Equipment	<u>205,300</u>
Total	\$ 5,692,550

- 5.2 The summary of the total cost of the Phase II program is provided below. More details of the proposed budget can be found in Attachment 1.

Phase II Project Costs:

Construction	\$16,600,000
Design/Engineering/Project Management	1,660,000
Furnishings and Equipment	<u>650,000</u>
Total	\$18,910,000

Please note that no financing calculations have been provided for Phase II capital costs.

6. Proposed Facility – Operating Costs

- 6.1 A detailed operating budget for the proposed Phase I project has not been finalized at this time. Based on the preliminary work to date, it is estimated that the components of the facility (excluding library operations) would generate in the \$1.0M range annually. In addition, the existing indoor soccer facility annual revenues are \$150,000 and they are expected to grow following this expansion.

- 6.2 Consideration will also be given to alternative sources of funding for this facility, either to contribute to the capital costs or to the annual operating costs. This could include facility naming rights or sponsorships as well as instituting a surcharge on rentals and activities. Both of these revenue opportunities are used successfully in other Durham area municipalities.
- 6.3 In addition to the obvious partnership with CPL at this facility, staff will also look to partner with the private sector and/or local community groups to lease space to offer complementary services to the facility. This would provide a source of additional revenue. Examples of this could include pro shop and food services.
- 6.4 Staffing costs will represent the largest component of this facility's annual operating budget (excluding debt servicing charges). When constructed this would be the largest recreation facility in Clarington, and would require adequate staffing levels to both maintain the high quality of facility standards and deliver the best programs and services, expected by our community. The proposed staffing plan is still to be developed.
- 6.5 As utility costs represent the second largest impact to operating a facility, it will be important to control those costs. This will be done by adopting energy efficiency principles in the design phase of the project, as well as in our operating practices. As noted below, funding applications will be judged on meeting or exceeding published energy efficiency standards.
- 6.6 Community Services staff will continue to work on a proposed operating plan and will provide this to Council in advance of the 2020 budget deliberations as these costs would need to be identified in our four-year operating budget forecast.

7. Investing in Canada Infrastructure Program

- 7.1 On September 3, 2019, the Province announced they were accepting applications for funding of projects under the Investing in Canada Infrastructure Program (ICIP), Community, Culture and Recreation stream. Approximately \$470 million in federal funding and \$320 million in provincial funding will be available in this stream over 10 years commencing in 2019. In addition to the current intake, a second intake is anticipated in 2021.
- 7.2 Priority will be given to projects that are community-oriented, non-commercial and open to the public. In addition, projects will be judged in terms of meeting or exceeding the highest published standards for your jurisdiction, in terms of accessibility and energy efficiency.

- 7.3 The deadline date for submissions is November 12, 2019. The program calls for a two-step evaluation process. Initially, the Province will receive all applications for review. The Province will notify applicants if their project has been selected for nomination to the federal government for review and approval. This is estimated to occur in winter 2020. Applicants will be notified of the federal funding decisions in spring/summer 2020, also estimated.
- 7.4 Based on a review of the program guidelines, staff have determined that all associated costs for the design and construction of the facility expansion, as presented in this report, would be eligible costs and subject to the funding formula outlined in the program. The cost sharing formula (maximum for Federal and Provincial contributions, and minimum for municipal contributions) for all eligible costs is as follows:

Federal Contribution	40.00%
Provincial Contribution	33.33%
Municipal Contribution	26.67%

8. Potential Construction Schedule

- 8.1 The initial project schedule we were working towards needed to be revised due the timelines set out by the provincial and federal government for their infrastructure funding program. As indicated earlier in the report, a final decision on funding approval by the federal government is not expected earlier than the summer of 2020.
- 8.2 The Key Project Milestones are:
- | | |
|---|-------------------|
| Infrastructure Funding Application | November 12, 2019 |
| Council Capital Budget Approval | January 20, 2020 |
| Infrastructure Funding Approval (estimated) | August 31, 2020 |
| Design Approval (estimated) | June 30, 2021 |
| Construction Contract Award (estimated) | October 15, 2021 |
| Facility Open to Public (estimated) | October 15, 2023 |
- 8.3 Should it be the desire of Council to accelerate the project schedule, approval for site geotechnical work and the facility design could be initiated upon project approval in the 2020 capital budget. However, it should be noted that costs incurred on this project in advance of receiving federal approval will not be eligible for the cost sharing program.

9. Construction Methodology

- 9.1 The preliminary timelines identified above are based on the traditional Stipulated Price Contract (Design-Bid-Build). This has been the method used for previous recreation facility construction. In addition, the Design-Build and more recently Integrated Project Delivery options could be considered.
- 9.2 Staff will further investigate these project options to determine what is in the best interest of the Municipality in terms of value for money, quality of final product and completion schedule. A decision will be made in advance of the estimated federal funding decision timeline.

10. Financial Considerations

Capital Costs

10.1 The following provides a breakdown of the proposed costs of Phase 1:

Recreation Component	
Construction	\$36,969,750
Furniture, Fixtures and Equipment	1,500,000
Design/Engineering/Project Management	3,843,000
Total Recreation	\$42,312,750
Library Component	
Construction	\$5,130,250
Furniture, Fixtures and Equipment	205,300
Design/Engineering/Project Management	357,000
Total Library	\$5,692,550
Total Phase 1	
Construction	\$42,100,000
Furniture, Fixtures and Equipment	1,705,300
Design/Engineering/Project Management	4,200,000
Total Phase 1 Cost	\$48,005,300

Capital Funding Sources

- 10.2 The Municipality can fund the capital costs related to the South Bowmanville Recreation Centre through government grants, development charges and sponsorships. It is important to understand what can be raised through these funding sources because the shortfall between these funding sources and the capital costs must be funded directly from the tax levy. There are many unknowns regarding government grants and development charges that prevent us from calculating what the tax levy impact of this facility will be.
- 10.3 The first unknown is the Municipality's application to the Investing in Canada Infrastructure Program. If successful, the grant could fund up to 73.33%, or \$35.2 million, and the Municipality's share would be \$12.8 million, which would be funded through development charges and the levy.
- 10.4 The second unknown is the amount that the Municipality will be able to fund through development charges (DC's). The new provincial act "Bill 108: More Homes, More Choice Act" will remove the soft-services (Parks, Recreation, Library and Planning Studies) from development charges and move these services to a Community Benefit Charge (CBC). The implication of this change is not yet known, as the regulations of the Act have not been released. It is anticipated that regulations will be released in October and once released, staff will be able to assess what the impacts will be.
- 10.5 Given that we do not know how the CBC will be calculated at this time, we will show a scenario where we are able to collect the same amount as we are able to under the existing DC framework, and a scenario where this project would not be eligible to be funded through the CBC.
- 10.6 Under the current Development Charge (DC) by-law, 90% or \$43.2 million of the new facility could be eligible to be funded through development charges. The remaining 10% or \$4.8 million, would be funded through own source revenues. The eligible amount will depend on the final scope of the facility and whether there is a benefit to existing or replacement share. At this time the new facility is not intended to replace existing facilities.

Financing

- 10.7 The Region of Durham staff have estimated that the range of interest rates could be from 2.7% to 5.25%. To be conservative, staff have assumed a 20 year debenture at 5.25%. A lower rate would reduce the impact to the levy.

10.8 For the recreation component, based on a debenture of \$42.3 million, interest costs would be \$22.8 million, totalling \$65.1 million. The first year of debt servicing costs would total \$4.3 million.

10.9 The Clarington Public Library share would be \$5.7 million of principal plus \$3.1 million of interest, for a total of \$8.8 million. The first year of debt servicing costs would be \$580,000.

10.10 The following table shows the impact on the tax levy under four different scenarios. The scenarios consider whether the grant application is successful and whether the project will continue to be eligible under the new CBC.

Scenario	Grant	CBC	Recreation	Library	Total
1	No	No	7.60%	1.02%	8.62%
2	No	Yes	0.75%	0.10%	0.85%
3	Yes	No	2.00%	0.27%	2.27%
4	Yes	Yes	0.10%	0.03%	0.13%

10.11 Under Scenario 2 consideration must be given to the Municipality’s ability to fund debt payments through DC’s (or Community Benefit Charges). For Indoor Recreation, the average DC collections since 2015, which have been high growth years, has been \$3.5 million. Under Scenario 2, where the project would be CBC eligible, there would be \$3.9 million funded through the Indoor Recreation DC reserve fund annually. Without higher DC collections there would be an annual shortfall of \$400,000. The Indoor Recreation DC reserve fund is in a negative balance of \$120,000, and is committed to funding \$6.4 million of debt payments between 2019-2024 related to the Diane Hamre Recreation Complex and the Bowmanville Indoor Soccer Facility.

10.12 Debt servicing costs for Diane Hamre are expected to be complete in 2022. Starting in 2023 these funds can be redirected to the South Bowmanville Recreation Centre debt.

10.13 The average library DC collections have been \$550,000 since 2015. Under Scenario 2, where the project would be CBC eligible, there would be \$580,000 funded through the Library DC reserve fund annually. The Library DC reserve fund has an available balance of \$900,000, but is committed to funding \$78,000 debt payments annually related to the Courtice Library expansion. The current balance could be used to lower the debt requirements.

Operating Impact

10.14 Community Services staff will continue to work on a proposed operating plan and will provide this to Council in advance of the 2020 budget deliberations, as these costs would need to be identified in the four year operating budget forecast.

Summary and Next Steps

10.15 Without external financial resources such as senior government support and increased development growth there will be a significant impact to the tax levy. Therefore, it would be prudent at this time to apply to the Investing in Canada Infrastructure Program and assess the Municipality's ability to fund the facility once the status of the application is known.

10.16 Council may consider as part of the 2020 budget deliberations to begin a contribution to reserve funds to mitigate future debt servicing costs and stabilize potential tax increases.

10.17 Staff recently began the process to update the Municipality's DC by-law. As part of this process and once the regulations of Bill 108: More Homes, More Choice Act are released staff will report back to Council on how the CBC could fund the South Bowmanville Recreation Centre.

11. Concurrence

This report has been reviewed by the Director of Finance who concurs with the recommendations.

12. Conclusion

It is respectfully recommended that Council consider the findings of the research and community engagement completed by staff, with technical assistance from The Rethink Group, and conclude that the facility components proposed for the 2020 capital budget will serve our current residents as well as our community.

Staff Contact: George Acorn, Acting Director of Community Services, 905-623-3379 ext. 2502 or gacorn@clarington.net.

Attachments:

Attachment 1 – Feasibility Study for the South Bowmanville Recreation Centre

Interested Parties:

List of Interested Parties available from Department.

Draft Report

Feasibility Study for the South Bowmanville Recreation Centre



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Table of Contents

Chapter One: Introduction	3
1.1 Objectives and Scope	3
1.2 Methodology	3
1.3 Report Structure.....	4
Chapter Two: Planning Context	5
2.1 Introduction	5
2.2 Aligning with Corporate Frameworks	5
2.2.1 Strategic Policy Documents	5
2.2.2 Supporting Documents and Policies	5
2.3 Community Profile.....	6
2.3.1 Regional Context	6
2.3.2 Communities within a Community.....	6
2.3.3 Age Profile	7
2.3.4 Income	8
2.3.5 Educational Attainment.....	9
2.3.6 Ethno-Cultural Characteristics	9
2.3.7 Persons with Disabilities	11
2.4 Anticipated Population Growth and Change	12
2.4.1 Changing Age Profile	13
Chapter Three: Needs Assessment	15
3.1 Introduction	15
3.2 The Market Area	15
3.3 Indoor Recreation Facilities Development Strategy, 2017	15
3.4 Indoor Recreation and Library Facilities.....	17
3.5 Updated Demand Indicators	19
3.5.1 Introduction	19
3.5.2 The Community Forum	20
3.5.3 The Online Household Survey	23
3.5.4 Consultation Session with Arena User Groups	26
3.5.5 Consultation Session with Other Groups	27
3.5.6 Workshop with Clarington Community Services Staff.....	28

3.5.7 Key Information About Arenas	30
3.5.8 Key Information About Aquatic Facilities.....	32
3.5.9 Key Information About Fitness/Wellness Facilities	32
3.5.10 Other Local Recreation Trends.....	33
3.5.11 National Leisure Trends Relevant to The Proposed Facility	33
3.6 Life Cycle Status of Municipality of Clarington Indoor Recreation Facilities	34
3.7 Conclusions and Implications for the Proposed Facility	35
3.7.1 Current Age Profile	35
3.7.2 Above Average Household Income	35
3.7.3 Anticipated Population Growth and Change	36
3.7.4 Aging Infrastructure	37
3.7.5 Current and Future Demand for Culture and Recreation Facilities	38
3.7.6 Leisure Trends.....	39
3.7.7 Recommended Facility Components of the South Bowmanville Recreation Centre.....	39
Chapter Four: The Facility Concept	40
4.1 Introduction	40
4.2 The Site.....	40
4.3 Description of the Proposed Facility and Components	43
4.3.1 The Facility Concept.....	43
4.3.2 Components of the Proposed Facility	47
4.4 Estimate of Capital Cost.....	50
4.5 Anticipated Impact of the Proposed Facility on Existing Facilities and Businesses	51
Appendix A: Reports and Information Reviewed.....	52

Chapter One: Introduction

1.1 Objectives and Scope

The intent of this study is to update the findings and conclusions of the 2017 **Indoor Recreation Facilities Development Strategy** that relate to the proposed South Bowmanville Recreation Centre. That entailed updating key information about the current and future community profile, demand for the types of components and features that may comprise the recreation centre, utilization of relevant facilities, lifecycle status of older indoor recreation facilities, implications for existing facilities, and any new facilities and components that are currently under consideration.

The preferred components and characteristics of the proposed facility will be identified, and a conceptual facility and site plan was prepared, along with an estimate of capital cost.

Separate to this work, Community Services staff will continue to develop an operating budget for the proposed facility program, options to a preferred method of design and construction, an assessment of the ability of the Municipality to build and operate the facility, the financing strategy, and next steps and anticipated timeline for implementation. These deliverables are not included in this report.

1.2 Methodology

A 'scoped' approach is being undertaken to test and refine the concept for the proposed South Bowmanville Recreation Centre against the recommendations contained in the **Indoor Recreation Facilities Development Strategy** and to assess the feasibility of the facility. A good deal of information was collected and integrated to reach the conclusions and develop the recommendations contained in the 2017 strategy that relate to the proposed South Bowmanville Recreation Centre.

This study updated and added to the original research about supply, local demand and trends. On June 18, 2019, a Community Forum was hosted that engaged over 80 stakeholder groups and community residents. The intent of the Forum was to evaluate the emerging facility concept and provide suggestions to further advance the concept. The municipal website was used to provide information about the study. An on-line household survey was hosted on the web site from late June into early July that mirrored the questions discussed at the Community Forum. Refer to **Section 3.5.2 and 3.5.3** for the results of the Community Forum and the household survey.

On June 13, 2019, a session was held with Community Services Department staff to augment information being collected about local demand and trends – and to provide further input into the evolving facility concept.

Once the facility and site concept were finalized, capital costs were estimated as outlined under objectives and scope.

1.3 Report Structure

The report is organized into four chapters and one appendix as follows:

Chapter One: Introduction

Chapter Two: Planning Context

Chapter Three: Needs Assessment

Chapter Four: The Facility Concept

Appendix A: Reports and Information Reviewed

Chapter Two: Planning Context

2.1 Introduction

This chapter identifies key strategies and studies that were reviewed, describes the profile of the community, as well as anticipated population growth and change.

2.2 Aligning with Corporate Frameworks

Since the intent of this report is to update and advance the research, findings and recommendations of the 2017 **Indoor Recreation Facilities Development Strategy**, the strategic policy documents and supporting documents and policies that were reviewed for that study have been repeated below, along with other key documents that were reviewed for this update.

2.2.1 Strategic Policy Documents

- Municipality of Clarington Strategic Plan (2015-2018)
- 2015 Municipality of Clarington Development Charges and Background Study
- Consolidated 2014 Municipality of Clarington Official Plan (adopted November 2016)
- Comparison Guide for Proposed Changes to the Official Plan
- Municipality of Clarington Community Services Strategic Plan
- Indoor Recreation Facilities Development Strategy, 2017

2.2.2 Supporting Documents and Policies

- 2013-2017 Accessibility Plan
- 2014 Accessibility Status Report
- 2014 Growth Trends Review
- Department Operating Budget
- Department Capital Budget
- Recreation and Leisure Guide
- Clarington Community Forecast Update
- Clarington Community Forecast – Population and Employment Projections
- Municipality of Clarington Customer Service Policy (CLD-023-09)
- Parks, Open Space and Trails Development Paper
- Schedule of Rates and Fees (CSD-007-15)
- Various staff reports
- Memorandum to the Municipality of Clarington Re: Clarington Community Forecast Update 2013, Hemson Consulting Ltd, January 2013
- Places to Grow – Growth Plan for the Greater Golden Horseshoe (2017)
- Clarington Growth Trends 2017, Municipality of Clarington Planning Services Department, 2017

- Clarington Growth Trends 2018, Municipality of Clarington Planning Services Department, 2018
- Demographic Information 2018, Clarington Board of Trade and Office of Economic Development
- Statistics Canada, 2016 Census, Community Profile, Municipality of Clarington Census Subdivision
- Statistics Canada, 2016 Census, Community Profile, Bowmanville Population Centre
- Statistics Canada, 2016 Census, Community Profile, Regional Municipality of Durham Census Subdivision
- Statistics Canada, 2016 Census, Community Profile, Province of Ontario

2.3 Community Profile

2.3.1 Regional Context

The Municipality of Clarington is an urban-rural community with one of the largest land areas (611 kms²) in the Greater Toronto Area. It's rich heritage dates back over 125 years. The landform is diverse, comprising the Lake Ontario shoreline, the Oak Ridges Moraine and farmland that is protected by the extensive Ontario Greenbelt. Easy access to the Greater Golden Horseshoe region and the rest of southern Ontario is afforded by highways 401, 407, 418 (future), 35/115, as well as C.N. and C.P. rail lines and a future GO Train terminal.

The Municipality is located within the Region of Durham and is bordered by the City of Oshawa on the west, the Township of Scugog and the City of Kawartha Lakes on the north, the Municipality of Port Hope on the east and Lake Ontario on the south.

2.3.2 Communities within a Community

As a 'community of communities' Clarington comprises the following four distinct urban areas: Courtice, Bowmanville, Newcastle and Orono - located west to east along the Lake Ontario shoreline, principally linked by highways 2 (King Street East) and 401. Within the rural area are smaller hamlets and settlement areas (Hampton, Newtonville, Solina, Tyrone, Mitchell Corners, Leskard, Enniskillen, Haydon, Wilmot Creek, Kirby, Burkton, Enfield, Maple Grove and Brownsville) – each with a defined settlement area boundary).

Current Population

Bowmanville is the most populated of the urban areas, followed by Courtice and Newcastle. The 2016 census population is reported below. The Statistics Canada Census Profile did not delineate Courtice as a separate settlement area; therefore, the population of Courtice and, by default, the rural area are estimates. The estimated net under-coverage for Clarington that has been calculated at 3.73% has been applied to

the national census numbers. The national net under-coverage is lower at 2.8%.

- Courtice 27,000 (estimate)
- Bowmanville 40,840
- Newcastle 9,509
- Rural area 18,096 (estimate)
- **Total 95,445**

Clarington Planning Services recently estimated the 2018 population as follows:

- Coutice 27,422
- Bowmanville 46,600
- Newcastle 10,881
- Rural area 19,692
- **Total 104,580**

2.3.3 Age Profile

The 2016 census reported that the age profile of the Municipality of Clarington was similar to Durham Region, but considerably younger than Ontario. For Clarington, the average age was 38.9 compared to Ontario at 41.0. At 39.1, the median age in Clarington was also younger than Ontario (40.2).

Compared to Ontario, the percentage of children, youth, young adults and mid-age adults in Clarington was higher, while the percentage of the population that was age 55+ was significantly lower (26.3% in Clarington, compared to 30.4% for Ontario).

Compared to Durham Region, the percentage of children, youth and young adults in Clarington was slightly larger. The percentage of age 40-54 adults was the same as Durham Region. However, for the age 55+ population, the Clarington percentage was slightly smaller (26.3% compared to 27.8%)

This suggests that Clarington is attractive to young families in their family-forming years. Communities that are growing at an above average rate tend to have a younger age profile. The number of children and youth age 0-19 totaled 23,360, and the number of young adults age 20-39 totaled 23,790. Even though the proportion of older adults was below the provincial average, there were 12,615 age 65+ and 24,205 age 55+ in 2016.

Refer to **Table 1** for more detail.

Bowmanville

Since the proposed facility will be located within the Bowmanville urban area, it is useful to examine the demographic profile of that community. Statistics Canada, through the 2016 census, provided specific data about what they refer to as the Bowmanville Population Centre. The age profile of the Bowmanville community was younger than the Municipality as a whole, with a much larger percentage of children, youth and young adults. The percentage of mid-age adults (age 40-54) was slightly smaller than the

Municipality as a whole, and the percentage of the Bowmanville population age 55+ was considerably smaller than the Municipality (22.4% compared to 26.3%).

For Bowmanville, the average age was 36.9 compared to Clarington at 38.9. At 36.1, the median age in Bowmanville was also considerably younger than Clarington (39.1).

Refer to **Table 1** for more detail.

2.3.4 Income

The 2016 census reported on 2015 household income. For Clarington, average household income (before tax) was somewhat higher than the Ontario average at \$109,266 compared to \$97,856. Average household income in Clarington was slightly higher than Durham Region (\$106,886). At \$100,758, the average household income for Bowmanville was lower than Clarington and Durham Region, but higher than the Ontario average.

In 2015, almost half of households in Clarington had an income of \$100,000 +, which was higher than Durham Region and considerably higher than Ontario (47.2%, 43.8% and 34.9% respectively). For Bowmanville, the figure was lower at 45.7%.

Refer to **Table 2** for more detail.

Table 1: Age Profile - Clarington, Bowmanville, Durham Region and Ontario, 2016

Age Cohort	Clarington		Bowmanville		Durham Region	Ontario
	#	%	#	%	%	%
0-4	5,590	6.1	2,750	7.0	5.5	5.2
5-9	5,790	6.3	2,835	7.2	6.2	5.6
10-14	5,770	6.3	2,545	6.5	6.3	5.6
15-19	6,210	6.7	2,660	6.8	6.7	6.0
20-24	5,880	6.4	2,395	6.1	6.7	6.7
25-29	5,410	5.9	2,665	6.8	5.8	6.5
30-34	6,240	6.8	3,110	7.9	6.1	6.4
35-39	6,260	6.8	3,055	7.8	6.4	6.3
40-44	6,235	6.8	2,835	7.2	6.7	6.5
45-49	6,515	7.1	2,750	7.0	7.3	7.0
50-54	7,900	8.6	2,965	7.5	8.5	7.9
55-59	6,545	7.1	2,380	6.0	7.5	7.4
60-64	5,045	5.5	1,880	4.8	5.9	6.3
65-69	4,320	4.7	1,495	3.8	4.9	5.5
70-74	3,235	3.5	1,110	2.8	3.4	3.9
75-79	2,170	2.4	760	1.9	2.4	2.9
80-84	1,520	1.7	580	1.5	1.8	2.3
85+	1,375	1.5	625	1.6	1.8	2.2
Total	92,013	100	39,371	100	100	100
0-9	11,380	12.4	5,585	14.2	11.7	10.8

Age Cohort	Clarington		Bowmanville		Durham Region	Ontario
	#	%	#	%	%	%
10-19	11,980	13.0	5,390	13.7	12.9	11.6
20-39	23,790	25.9	11,225	28.5	25.1	19.6
40-54	20,650	22.4	8,550	21.7	22.4	21.4
55-64	11,590	12.6	4,260	10.8	13.5	13.7
55+	24,205	26.3	8,825	22.4	27.8	30.4
65+	12,615	13.7	4,565	11.6	14.4	16.7
Average Age	38.9		36.9		38.9	41.0
Median Age	39.1		36.1		40.2	41.3

Source: Statistics Canada, 2016 Census (not including the census net under-coverage rate of 2.8%)

2.3.5 Educational Attainment

Educational attainment for Clarington residents age 15 and older was very similar to Durham Region and Ontario – across all levels. Levels in Bowmanville were very similar to Clarington as a whole.

Refer to **Table 3** for more detail.

2.3.6 Ethno-Cultural Characteristics

Although the population is not as ethno-culturally diverse in Clarington compared to Durham Region and Ontario, it will become more so in the coming years.

Visible Minority Population

The proportion of the population representing visible minorities in Clarington (and Bowmanville) is much smaller than Durham Region and Ontario (7.9% and 8.0% for Clarington and Bowmanville, compared to 27.15 and 29.3% for Durham Region and Ontario). In 2016, the top five sub-groups in Clarington were:

- Black 2.7%
- South Asian 1.7%
- Filipino 0.6%
- Latin American 0.6%
- Chinese 0.6%

In Durham Region, the top sub-group was South Asian (8.6%), followed by Black (8%) and Filipino (2.3%). For Ontario, the top sub-group was South Asian (8.7%), followed by Chinese (5.7%) and Black (4.7%).

Place of Birth

At 54.9% and 54.0% respectively, Europe is the top place of birth of Clarington and Bowmanville residents, followed by the Americas and Asia. For Durham Region and Ontario, Asia represents the top place of birth, followed by Europe and the Americas.

Ethnic Origin

At 76.8% and 75.3%, European was the top ethnic origin reported for Clarington and Bowmanville residents in the 2016 census. Although that was also the case for Durham Region and Ontario, the percentages were considerably smaller at 65.2% and 61.2% respectively. North American non-Aboriginal origins were second in all jurisdictions, followed by Asian – although for Asian origins, the percentages were much higher in Durham Region and Ontario.

Aboriginal Identity

For Clarington, Bowmanville, Durham Region and Ontario, Aboriginal Identity was similar at between 2.0% and 2.8%.

Refer to **Table 4** for more detail.

Table 2: Household Income - Clarington, Bowmanville, Durham Region and Ontario, 2015

Income Characteristic	Clarington	Bowmanville	Durham Region	Ontario
Average total income of households	\$109,266	\$100,758	\$106,886	\$97,856
Total household income by income group	1.0%	1.0%	1.6%	3.0%
▪ Under \$10,000	2.4%	2.9%	3.8%	6.2%
▪ \$10,000 to \$19,999	4.2%	4.8%	5.5%	7.5%
▪ \$20,000 to \$29,999	5.3%	5.7%	6.1%	7.9%
▪ \$30,000 to \$39,999	6.2%	6.8%	6.7%	7.9%
▪ \$40,000 to \$49,999	6.8%	7.0%	6.8%	7.5%
▪ \$50,000 to \$59,000	6.8%	6.9%	6.8%	7.0%
▪ \$60,000 to \$69,999	6.7%	6.9%	6.5%	6.5%
▪ \$70,000 to \$79,999	6.7%	7.2%	6.4%	6.0%
▪ \$80,000 to \$89,999	6.5%	7.0%	6.1%	5.5%
▪ \$90,000 to \$99,999	25.4%	25.6%	22.9%	18.5%
▪ \$100,000 to \$149,000	21.8%	20.1%	20.9%	16.4%
▪ \$150,000 and over				

Source: Statistics Canada, 2016 Census

**Table 3:
Educational Attainment (Age 15 and Over) Clarington, Bowmanville, Durham Region and Ontario, 2016**

Attainment Level	Clarington	Bowmanville	York Region	Ontario
No certificate, diploma or degree	16.7%	17.4%	16.2%	17.5%
Secondary school diploma or equivalency certificate	29.4%	29.1%	29.9%	27.9%
Post-secondary certificate, diploma or degree	53.9%	53.5%	53.9%	55.1%

Source: Statistics Canada, 2016 Census

2.3.7 Persons with Disabilities

One in seven people in Ontario has a disability (almost 2 million). By 2036, that number is expected to rise to one in five as people age. Over the next 20 years, aging Ontarians and people with disabilities are expected to represent 40% of the total population. Although figures are not available for Clarington’s younger than average population, it is likely that the proportion of the current population with a disability is close to the Ontario average. Based on the 2016 population of Clarington, there are likely over 13,000 local residents living with a disability.

Table 4: Ethno-Cultural Characteristics - Clarington, Bowmanville, Durham Region and Ontario, 2016

Characteristics	Clarington	Bowmanville	York Region	Ontario
Visible Minority Population				
▪ Total	7.9%	8.0%	27.1%	29.3%
▪ Black	2.7%	2.7%	8.0%	4.7%
▪ South Asian	1.7%	0.4%	8.6%	8.7%
▪ Filipino	0.6%	0.7%	2.3%	2.4%
▪ Latin American	0.6%	0.4%	1.0%	1.5%
▪ Chinese	0.6%	0.4%	1.9%	5.7%
▪ Arab	0.3%	0.3%	0.9%	1.6%
▪ West Asia	0.2%	0.3%	1.0%	1.2%
▪ Korean	0.1%	0.1%	0.2%	0.7%
▪ Japanese	0.1%	0.1%	0.2%	0.2%
Place of Birth				
▪ Americas	20.6%	21.1%	26.6%	15.5%
▪ Europe	54.9%	54.0%	31.4%	29.7%
▪ Africa	3.6%	5.4%	5.3%	5.9%
▪ Asia	15.2%	18.7%	36.3%	48.5%
▪ Oceania and Other Places of Birth	0.6%	0.9%	2.7%	4.4%
Ethnic Origin				
▪ North American Aboriginal Origins	4.3%	5.1%	3.2%	3.9%
▪ Other North American Origins	36.8%	46.2%	28.8%	24.3%
▪ European Origins	76.8%	75.3%	65.2%	61.2%
▪ Caribbean Origins	3.0%	2.8%	7.8%	3.5%
▪ Latin, Central & South American Origins	1.7%	1.5%	2.8%	2.4%
▪ African Origins	1.3%	1.5%	3.1%	3.1%
▪ Asian Origins	5.1%	5.3%	17.7%	23.4%
▪ Oceania Origins	0.2%	0.2%	0.2%	0.2%
Aboriginal Identify	2.6%	2.9%	2.0%	2.8%

2.4 Anticipated Population Growth and Change

Between 2011 and 2016, Census Canada reported that the population of Clarington had increased by 7,465 or 8.8%, which was considerably faster than the Ontario average of 4.6%. During the same period, Bowmanville grew at an even faster rate of 12%.

The most current population forecast for Clarington is dated. A Community Forecast Update for Clarington was produced by Hemson Consulting Ltd. in January 2013. That forecast was based on population, households and housing data reported in the 2011 census and the 2009 Growth Plan for the Greater Golden Horseshoe. The Hemson Update projected the population to 2031 for the Municipality and for Courtice,

Bowmanville, Newcastle and the rural area. The 2009 Growth Plan for the Greater Golden Horseshoe forecast the 2016 population of Clarington to be 97,100, which was 1,655 above the census population (including the Clarington-specific census net under-coverage of 3.73% that was applied to the 2016 census population).

Table 5: Clarington Population by Community, 2006 – 2031

Year	Bowmanville	Courtice	Newcastle	Rural	Total
2006	31,600	23,200	8,900	17,200	80,900
2011	36,100	24,900	8,300	18,400	87,700
2016	40,840	27,000	9,509	18,096	95,445
2018	46,600	27,422	10,881	19,667	104,580
2021	47,100	31,300	12,200	19,100	109,800
2026	55,100	33,600	15,300	19,600	123,900
2031	64,200	36,600	19,300	20,300	140,400
Growth 2018-2031	17,600 37.8%	9,178 33.5%	8,419 77.4%	633 3.2%	35,820 34.3%

Sources: Statistics Canada Census (2006, 2011, 2016), Clarington Planning Services (2019) and Hemson Consulting Ltd. (projections for 2021, 2016, 2031)

Note: 2016 population includes net under-coverage rate of 3.73% (Clarington-specific).

Growth is projected to be almost exclusively focused on the three urban communities, with the share of the population gradually diminishing in the rural areas. It is projected that between 2018 and 2031, the population of Newcastle will increase at a much faster rate than Courtice and Bowmanville.

The full build-out population for the Municipality of Clarington, the three urban communities and the rural area are as projected by 2031 in the Growth Plan for the Greater Golden Horseshoe - and based on the share of the Region's population that was allocated to Clarington. However, it is possible that the 140,400 allocation for Clarington could be increased. Refer to **Table 5**.

2.4.1 Changing Age Profile

The 2013 Community Forecast Update by Hemson Consulting Ltd. projected the changing age profile of the Municipality, the three urban communities and the rural area to 2031.

The overall aging of the population in the Municipality is a demographic trend that is typical of most Ontario communities, as well as much of Canada. However, in Clarington, the effect of higher fertility rates, especially in the three urban communities, will result in a larger number and percentage of children in the population, compared to provincial averages.

During the twenty-year period (2016-2031), the big Baby Boom and Millennial generations will greatly impact the age profile of Clarington. The Baby Boom will shift from age 51-70 to age 66-85. The Millennial generation will shift from age 16-36 to age 31-51.

That will result in a much smaller proportion of mid-age adults (age 40-54) and a significantly increased proportion of age 65+ residents. The mid-age population is projected to decline from 22.4% to 15.5%, while the age 65+ population is expected increase from 13.7% to 17.1%. The young adult population (age 20-39) is projected to increase a great deal from 25.9% to 33.9%, along with an increase in the child population (from 12.4% to 13.7%). The youth population is projected to decline in percentage from 13% to 11%, along with the pre-senior (age 55-64) population (12.6% to 8.7%).

Refer to **Table 6** for the details.

Table 6: Projected Trends in Age Profile, Municipality of Clarington and Bowmanville, 2016-2031

Age Cohort	Clarington				Bowmanville			
	2016		2031		2016		2031	
	#	%	#	%	#	%	#	%
0-9	11,380	12.4	18,530	13.7	5,585	14.2	8,510	13.8
10-19	11,980	13.0	14,890	11.0	5,390	13.7	7,140	11.6
20-39	23,790	25.9	45,890	33.9	11,225	28.5	22,270	36.1
40-54	20,650	22.4	20,920	15.5	8,550	21.7	10,010	16.2
55-64	11,590	12.6	11,820	8.7	4,260	10.8	5,180	8.4
65-74	7,555	8.2	12,750	9.4	2,605	6.6	4,550	7.4
75+	5,065	5.5	10,410	7.7	1,965	5.0	3,390	5.6
55+	24,205	26.3	34,980	25.9	8,825	22.4	13,120	21.3
65+	12,615	13.7	23,160	17.1	4,565	11.6	7,940	12.9
Total	92,013	100.0	135,210	100.0	39,371	100.0	61,650	100.0
50-69	23,810 ■	25.9% ■	25,090	18.6	8,720 ■	22.1 ■	11,660	18.9
65-84	11,245	12.2	20,040 ■	14.8% ■	3,945	10.0	7,770 ■	11.6 ■
15-34	23,740 ◆	25.8 ◆	41,910	31.0	10,830 ◆	27.5 ◆	20,940	34.0
30-49	25,250	27.4	39,830 ◆	29.5 ◆	11,770	29.9	18,260 ◆	29.6 ◆

Source: Statistics Canada Census and Hemson Consulting Ltd.

Baby Boom Generation	■
Millennial Generation	◆

For Bowmanville, the patterns are similar, except that the child population is projected to decline slightly by 2031 instead of increasing, as is anticipated for the Municipality as a whole (from 14.2% to 13.8%).

Chapter Three: Needs Assessment

3.1 Introduction

In this chapter, the market area will be described, along with the 2017 Indoor Recreation Facilities Development Strategy, indoor recreation and library facilities, updated demand indicators, and the life cycle status of Municipality of Clarington indoor recreation facilities. The chapter wraps up with conclusions and implications for the proposed South Bowmanville Recreation Centre.

3.2 The Market Area

Even though the Municipality is comprised of four prominent communities, each with a long and well-established history (Courtice, Bowmanville, Newcastle and Orono), as well as a number of hamlets and smaller settlement areas, it is expected that major recreation facilities, no matter where they are located and what facility mix they contain, will be programmed and promoted as available to all residents. It is not the intent to replicate all types of major recreation facility in each of the three communities and throughout the rural area. Some facilities such as the Garnet B. Rickard Recreation Complex regularly attract customers from across the Municipality. Current indoor recreation centres and stand-alone arenas represent a well-balanced distribution of facilities. However, since there is only one full-service fitness facility located in Courtice, and one full-size gymnasium located in Newcastle, those types of facilities are not evenly distributed.

Therefore, it is not intended for the proposed South Bowmanville Recreation Centre to only serve the Bowmanville community. Consequently, the market area for this facility is the entire Municipality of Clarington.

3.3 Indoor Recreation Facilities Development Strategy, 2017

In January 2017, the Indoor Recreation Facilities Development Strategy for the Municipality of Clarington was received by Council. The objective was to prepare a strategy for the provision of indoor recreation facilities to 2031, a date that may roughly coincide with a full-developed municipality and a projected population of 140,400. The only indoor recreation facilities that were not fully included in the strategy were the stand-alone arenas located in Orono and Newcastle. Although owned by the Municipality, they are operated by independent boards of management. The seven other community facilities were included in the study and the provision strategy.

The strategy included short-term, medium-term and long-term recommendations. The timing/phasing of recommended facilities is contingent upon many factors, including actual population growth to 2031, facility utilization, future recreation preferences, the financial capacity of the Municipality to fund and operate additional facilities, competing municipal priorities, and life expectancy of existing recreation facilities.

Short-Term (2017-2021)

1. Rescind Council Resolution C-286-03 regarding the Municipal role in providing equipment-based fitness facilities (2017).
2. Provide a new community centre in south Bowmanville at the location of the indoor soccer facility (South Bowmanville Recreation Centre).
Phase One (2018):
 - twin-pad arena¹
 - gymnasium
 - fitness/wellness facility
 - indoor walking track
 - multipurpose program spaces
 - youth and older adult space
 - Department of Community Services administration offices

Medium Term (2022-2026)

1. Phase One expansion of the Diane Hamre Recreation Complex (2022):
 - fitness/wellness facility
 - youth and older adult space
2. Re-assess arena needs (2023).
3. Expand the Courtice Community Complex to include a new teaching pool (2024).
4. Phase Two Expansion of the Diane Hamre Recreation Complex (2026):
 - twin-pad arena²
 - indoor walking track

Long-Term (2027-2031)

1. Expand the South Courtice Arena (2027)
 - gymnasium
2. Assess indoor aquatic needs (2028)
3. Phase Two Expansion the South Bowmanville Recreation Centre (2029)
 - indoor aquatic facility

¹ A twin-pad arena in Bowmanville is recommended based on the estimated hours being contracted by minor sport users in surrounding communities, expansion of adult hockey opportunities and expansion of municipal recreation programs and services. Construction would commence after the Municipality confirms that sufficient ice-related demand exists, based on market conditions at that future time.

² A twin-pad arena is recommended at the Diane Hamre Recreation Complex subject to the results of an arena needs assessment in 2023.

3.4 Indoor Recreation and Library Facilities

Below is a description of indoor recreation and library facilities owned by the Municipality of Clarington.

South Courtice Arena (77,000 ft²) – 2003

- Twin-pad arena (Olympic and NHL size ice surfaces)
- ¼ court gym with hardwood floor (more of an aerobic fitness studio)
- 2 multipurpose and meeting rooms
- The John Howard Society operates a Youth Centre in a second-floor space between the ice pads
- There is room to expand on the site

Courtice Community Centre (47,000 ft²) - 1997

- 25 metre leisure-style pool x 6 lanes
- Teaching pool (too small and too shallow)
- Whirlpool/sauna adjacent to pool deck
- Change rooms associated with the aquatic facility (male/female/family)
- Fitness centre (approx. 2,000 ft² strength and conditioning gym + approx. 2,000 sf group fitness/aerobic studio + approx. 1,000 sf multipurpose room + reception area + M/F change rooms) – the strength and conditioning gym is too small – 3 levels of membership are offered (Fitness Membership Basic, Fitness Membership Plus, and Group Fitness)
- Change rooms and sauna associated with the fitness operation
- Dedicated older adult space (approx. 3,000 ft² in total - reception area + 2 multipurpose rooms + a small ‘coffee shop’) – not used in the evenings and on weekends – not a membership-based facility
- Branch library (enlarged in 2015) – 12,000 ft², includes a multipurpose room
- There is room to expand to the west over the soccer field

Garnet B. Rickard Recreation Complex (88,600 ft²) – 1988

- Twin-pad arena (1988 and 1998) – one with +/- 1,500 seating and the other with less
- Banquet hall (6,000 ft² - divisible into 3 spaces) + kitchen + outdoor courtyard that can serve alcohol + storage via hallway – recently renovated – heavily used – a community ‘go-to’ place
- 2 multipurpose rooms
- Community Care office and Adult Day Program located in the facility (2010)
- Concession operated by Participation House
- There is no room for facility expansion

Bowmanville Indoor Soccer Facility (28,500 ft²) – 2005

- Indoor synthetic field (slightly under-size at 100' x 180')
- Change rooms (4)
- Meeting room

- Supports indoor walking around the perimeter of the field
- Adjacent outdoor lighted lacrosse box
- There is room to expand to the north and west

Alan Strike Aquatic and Squash Centre (17,200 ft²) – 1982

- Attached to Bowmanville High School
- Major renovation in 2015 to extend useful life by 10-15 years
- 25 metre rectangular pool tank x 6 lanes
- Whirlpool/sauna adjacent to pool deck
- Upper and lower viewing areas – limited occupancy
- Narrow pool decks
- Starting blocks, but no diving board
- Shallow end is 1 m deep
- Change rooms (male/female/family)
- Sanctioned by FINA for swim meets
- Upper viewing areas
- 2 International squash courts
- Multipurpose space – upper level

Diane Hamre Recreation Complex (61,900 ft²) – Newcastle – 2008

- 25 metre rectangular pool tank x 6 lanes
- Teaching pool – large, variable depth to 1 metre
- Whirlpool/sauna adjacent to pool deck
- Change rooms (male/female/family)
- Double gymnasium
- Children’s activity room
- Multipurpose rooms (2) – support floor-based group fitness classes
- Meeting room
- Ample common/viewing areas
- The John Howard Society operates a Youth Centre

Darlington Sports Centre – (32,000 ft²) - 1975

- Single-pad arena
- 4 dressing rooms
- Major renovation in 2010 to extend useful life for 10-15 years

Newcastle Memorial Arena – (27,000 ft²) - 1975

- Single-pad arena

Orono Arena and Community Centre (36,000 ft²) - 1974

- Single-pad arena
- Community hall

Libraries

- **Main Branch** – located in Bowmanville at 163 Church Street – co-located with the municipal office – 24,000 ft² (2003)
- **Courtice Branch** – Co-located with the Courtice Community Complex at 2950 Courtice Road (12,000ft²) - originally build in 1997 – renovated and expanded in 2015
- **Newcastle Branch** – located at 150 King Avenue East – 3700 ft² (2009)
- **Orono Branch** – located at 127 Church Street – 3600 ft² (originally constructed in 1882 as a private residence. The building was obtained by the Library Board in 1969 and opened in 1970)

3.5 Updated Demand Indicators

3.5.1 Introduction

As introduced earlier, the demand research focused on the types of facilities being considered for the proposed South Bowmanville Recreation Centre. The research was further focused on arenas, aquatic facilities and fitness/wellness facilities.

In addition to the Community Forum and the online household survey, Community Services staff conducted two meetings with the following groups:

- **Meeting One:** Clarington Minor Hockey Association, Clarington Zone AAA Hockey Association, Clarington Girls Minor Hockey Association, Eastern Elite Hockey, Scary Skate and the Newcastle Arena Board
- **Meeting Two:** Clarington Swim Club (instructional and competitive swim programs), Clarington Squash Club (recreational squash league), Autism Home Base Durham (programs and support for age 18+ people with Autism), Clarington Minor Lacrosse Association (representative and house league) and Clarington Green Gaels Jr. B Lacrosse Association.

Additional demand research comprised the following:

- recent wait lists and requests for programming and facilities;
- trends in registration re: sport and other relevant user groups;
- trends in program registration;
- trends in facility bookings and utilization (including level of utilization in hours and uses/programs – to determine if there is additional capacity in any facilities for specific uses); and
- any other indicators of demand.

In **Section 3.5.11**, key national trends in leisure demand and facility provision that relate to the proposed community centre are noted.

The other types of non-recreation facilities being considered for the proposed South Bowmanville Recreation Centre include:

- a branch library (to supplement the main branch in Bowmanville, and satellite branches in Courtice, Newcastle and Orono),
- Tourism Clarington (move the office from the Liberty Street South location), and
- Department of Community Services administration offices.

A significant factor in the demand assessment across all leisure interests and types of facilities is that the population of Clarington is projected to increase by at least 34% by around 2031 (38% in Courtice, 34% in Bowmanville and 77% in Newcastle).

Key findings and conclusions from the community engagement program and the analysis of the other demand research are reported below.

3.5.2 The Community Forum

On June 18, 2019, a Community Forum was hosted at the Garnet B. Rickard Recreation Complex to provide an opportunity for user groups, other stakeholders and residents to hear about and provide their thoughts about the proposed South Bowmanville Recreation Centre. Approximately 90 people attended the session and were organized into eleven discussion groups. After a presentation of background information, delegates participated in small group discussion.

The following were the discussion questions:

1. What do you most like about what's being proposed so far regarding the South Bowmanville Recreation Centre?
2. Is there anything that you would add, subtract or otherwise change about the emerging facility concept?

The response from both questions was recorded by discussion group leaders. The feedback from both questions has been combined into the following nine themes:

- Indoor Ice
- Aquatics
- Fitness/Wellness
- Multipurpose Space
- Gymnasium
- Outdoor Space
- Design/Layout
- Lobby/Administration
- Other

Indoor Ice

- 10 of 11 groups discussed indoor ice/arenas.
- 9 of 10 groups agreed that more ice pads are needed (from 2 to 4). One group did not think that an arena should be included in the proposed facility.
- One group indicated that Newcastle needs another arena/ice pad.
- Three groups mentioned the need for dry pads (lacrosse).
- Two groups suggested that a curling facility be included.
- Two groups suggested that the proposed walking track could be around an ice pad.
- One group suggested a goalie training pad and another group suggested a half-pad.
- One group mentioned the economic benefit to the community of tournaments.

Aquatics

- All groups agreed that an aquatic facility should be included in the proposed recreation centre.
- There were many opinions about the nature of the aquatic facility.
- Four groups suggested 8-lanes x 50 metre with viewing area and a sufficiently wide pool deck to support swim meets.
- Two groups suggested inclusion of a therapeutic pool and/or a teaching pool.
- Other suggestions: saltwater pool, large whirlpool, indoor splash pad, slide, diving board, adjustable floor.
- Various programs were noted: aquafit for older adults, diving, competitive swimming, swim meets (national), lessons, water polo.

Fitness/Wellness

- Eight groups discussed this topic.
- The value of a fitness centre and dryland training area for sport teams was noted by three groups.
- One group mentioned a sport rehabilitation facility/program.
- Group fitness and less focus on equipment was noted by four groups, although some saw a combination of equipment and group fitness.
- One group suggested a childminding service.

Multipurpose Space

- Every group discussed this component.
- Common comments: flexible, quiet, supports many programs and meetings – for all ages

Gymnasium

- Every group discussed this component.
- Dividable was important (2 or 3 units)
- Many gym sports were mentioned.
- Ensure ample storage is available.

Outdoor Space

- Eight groups discussed this topic.
- Suggestions included: pickle ball courts (3), ice rink/ice skate trail (4), patio (3), performance venue (1), adult fitness gym (1), walking trails and link to wider trail network (2), tennis courts (1), sports fields (3), skateboard facility (1), water play facility (2), basketball nets (1), dog park (1), washrooms (1) and community square (1)

Design/Interior Layout

- Ten groups discussed this topic.
- Suggestions included:
 - shared space between older adults and youth
 - accessibility + ramps rather than elevators (4)
 - sufficient parking (2)
 - entrance off Green Road
 - energy conservation, light sensors
 - bright (skylights)
 - open concept – good sight lines throughout
 - two stories
 - warm-up area
 - wide hallways, especially in arena area
 - viewing to activity areas
 - sufficient storage and lockers (2)
 - designated play area in lobby
 - large change rooms (2)
 - design to allow for expansion
 - no windows in gymnasium
 - gender-free washrooms

Lobby/Administration

- Every group discussed this component.
- Suggestions included:
 - Food services/café/good exposure/good food/healthy food/service outdoor activities as well (13) – not everyone wanted food services
 - Consider privatizing food services (5)
 - Socializing space/lounge area (6)
 - Quality space
 - Office space for Boys and Girls Club of Clarington
 - Municipal office space
 - Storage for swimming
 - Quiet area (homework space)
 - Pro shop (to support skating and aquatics) (2)

- Museum showcase/interpretive space

Other

Suggestions included:

- Kitchen, culinary classes (5)
- Is a branch library necessary?/disagree with library being included (5)
- Library OK – research, tutoring, and computers – will library be walkable? – rethink traditional library (3)
- Childcare/childminding space (5)
- Indoor tennis
- Private/public partnership
- Tourism Clarington is better at existing location/question why included (3)
- Office space for user groups, nonprofits (2)
- Youth spaces + Video/gaming room (2)
- Mini pad goalie training area with synthetic ice
- Facility needs to be serviced by transit
- Indoor tennis (3)
- Squash courts (2)
- Performing arts space, studios, stage (2)
- Rock climbing wall (2)
- Pro shop
- Introduce culture into recreation facilities
- In-line skate track
- Expand existing indoor artificial turf field
- Like the concept of ‘one-stop shopping’
- Do it right the first time, not in phases

3.5.3 The Online Household Survey

2,177 respondents completed the online survey that ran for 32 days from June 8 to July 9, 2019.

Since the market area for the proposed South Bowmanville Recreation Centre is all of Clarington, it was decided not to collect information about where respondents live or to develop a demographic profile of respondents. The survey was kept to two questions to increase the response rate.

Question One asked about the respondent’s degree of agreement/disagreement with the key facility components that were emerging for the proposed recreation centre at the time of the survey. A five-point scale was used to measure the degree of support for each component (from strongly agree to strongly disagree - including neither agree nor disagree). The following are the key messages. See **Table 7** for the details.

All of the recreation facility components received strong support. Note that the order of ranking varied a little, depending on the approach to analysis.

Based on the **weighted average score** for each facility component (maximum 5 points possible), facilities were ranked as follows. The weighted average score accounts for the number of respondents in each of the 'agreement - disagreement' categories.

1. Flexible community and programming space for all ages	4.11
2. Indoor walking/running track	4.03
3. Twin pad arena	3.92
4. Fitness centre	3.76
5. Gymnasium	3.76
6. Aquatic facility (type to be determined)	3.73

Note: Although there was a tie between fitness centre and gymnasium, a higher percentage of respondents 'strongly agreed' with the fitness centre, so it was listed ahead of the gymnasium.

When examining the '**strongly agree**' category, the twin pad arena moved to the top.

1. Twin pad arena	50.8%
2. Flexible community and programming space for all ages	43.36%
3. Indoor walking/running track	42.72%
4. Aquatic facility (type to be determined)	41.75%
5. Fitness centre	34.63%
6. Gymnasium	31.33%

When '**agree**' and '**strongly agree**' were combined, the following was the ranking:

1. Flexible community and programming space for all ages	77.17%
2. Indoor walking/running track	73.08%
3. Twin pad arena	67.34%
4. Gymnasium	65.18%
5. Aquatic facility (type to be determined)	64.76%
6. Fitness centre	64.49%

Although the percentages were relatively small, disagreement was strongest for the aquatic facility (19.94%), the arena (16.31%) and the fitness centre (15.25%).

Support was not as strong for the branch library being part of the proposed recreation centre, with a weighted score of 2.99. Support was evenly split between agree, disagree and neither agree nor disagree. What is not clear is if some respondents thought that the current Bowmanville main branch facility was being moved to the proposed South Bowmanville Recreation Centre, rather than providing an additional branch facility in Bowmanville. With that clarified, support for the branch library might have been stronger.

Although the weighted score was above the mid-point at 2.81, support was weakest for the offices of Clarington Tourism being located within the proposed South Bowmanville Recreation Centre. 33.35% disagreed, 22.24% agreed and 44.42% neither agreed nor disagreed.

Table 7: Detailed Response to Question One

	Strongly Disagree	Disagree	Neither Agree nor Disagree	Agree	Strongly Agree	Total	Weighted Average
Twin pad arena	10.20% 222	6.11% 133	16.35% 356	16.54% 360	50.80% 1,106	2,177	3.92
Aquatic facility (type to be determined)	13.37% 291	6.57% 143	15.30% 333	23.01% 501	41.75% 909	2,177	3.73
Gymnasium	7.90% 172	5.10% 111	21.82% 475	33.85% 737	31.33% 682	2,177	3.76
Fitness Centre	8.31% 181	6.94% 151	20.26% 441	29.86% 650	34.63% 754	2,177	3.76
Indoor walking/ running track	4.23% 92	4.41% 96	18.28% 398	30.36% 661	42.72% 930	2,177	4.03
Flexible community and programming space for all ages	3.45% 75	2.80% 61	16.58% 361	33.81% 736	43.36% 944	2,177	4.11
Branch library	16.03% 349	17.82% 388	33.12% 721	17.50% 381	15.53% 338	2,177	2.99
Location for Clarington Tourism	16.12% 351	17.23% 375	44.42% 967	14.06% 306	8.18% 178	2,177	2.81

Question Two asked about other desired amenities and features to be considered. 872 respondents provided an answer(s) to this question. Although the response largely mirrored the facility categories that were listed in Question One, a few additional indoor and outdoor facilities were requested. Refer to **Table 8**.

Two additional indoor facilities were requested:

- an artificial turf facility (40 in favour), and
- squash courts (29 in favour).

Four outdoor facilities were suggested:

- tennis courts (32 in favour),
- splash pad/water play facility (18 in favour),
- children’s playground (14 in favour), and
- an outdoor pool (9 in favour).

Table 8: Summary of the Responses to Question Two

Type of Facility	Agree		Disagree	
	Number	Percentage	Number	Percentage
Indoor Aquatic Facility	124	93.9	8	6.1
Gymnasium	117	100	0	0
Arena/Ice Pads	116	92.8	9	7.2
Multipurpose Space	80	98.8	1	1.2
Fitness/Wellness Facility	65	97	2	3
Indoor Artificial Turf Facility	40	100	0	0
Indoor Walking/Running Track	33	100	0	0
Squash Courts	29	100	0	0
Branch Library	16	76.2	5	23.8
Clarington Tourism Office	1	25	3	75
Outdoor Tennis Courts	32	100	0	0
Outdoor Splash Pad/Water Play	18	100	0	0
Outdoor Playground	14	100	0	0
Outdoor Pool	9	100	0	0

3.5.4 Consultation Session with Arena User Groups

- **Attending Groups:** Clarington Minor Hockey Association, Clarington Zone AAA Hockey Association, Clarington Girls Minor Hockey Association, Eastern Elite Hockey, Scary Skate and the Newcastle Arena Board
- Every hockey association in attendance indicated that they are purchasing additional ice time outside of the Municipality of Clarington in order to fulfil their needs.
- Expanding municipal programs has not been considered due to the lack of available ice time and public dissatisfaction is growing.
- Association representatives would move all development/practice ice to Clarington if time was available.
- While difficult to quantify, the hours of ice time purchased outside of Clarington by local teams could also potentially move back to Clarington facilities, if there was sufficient ice time available.
- Time swaps (exchanging less desirable Clarington ice time for prime time ice) would not be Considered by the Municipality.
- Both the CGHA and CZHA expressed interest in the potential of supporting a Junior level team.

- CGHA has interest in participating in a women's' hockey league currently operating to the east of Clarington. They would also be interested in creating a Clarington women's league if the interest could be generated.
- Private organizations did not express a need for more Clarington ice at their current capacity.
- Eastern Elite is anticipating growth and is interested in hosting a tournament.
- Private organizations brought forward needs regarding complimentary space – e.g., multipurpose rooms and storage.
- Outside of ice time, all organizations voiced a need for dedicated warm-up area and storage.

3.5.5 Consultation Session with Other Groups

- Autism Home Base Durham (programs and support for 18+ year old people with Autism)
- Clarington Squash Club (recreational squash league)
- Clarington Swim Club (instructional and competitive swim programs)
- Clarington Minor Lacrosse Association (representative and house league)
- Clarington Green Gaels Lacrosse (Junior B)

With the exception of lacrosse, all other associations are operating either at or under the capacity of the time and space they currently use in Clarington facilities.

Autism Home Base Durham is especially interested in the complimentary spaces (e.g., to establish a sensory-friendly room).

The Clarington Squash Club would like to see new courts in the proposed South Bowmanville Recreation Centre (4 singles and 2 doubles) - which would allow them to host tournaments. If new squash courts are included in the new facility, the current courts at the Alan Strike Aquatic and Squash Centre would not be required by the Club. There was a suggestion to repurpose or rent the existing courts to a club outside of Clarington. The Clarington Squash Club also shared the idea of portable courts which could be set up in a gymnasium.

A fitness/wellness centre was considered to be a good compliment to all active associations.

The Clarington Swim Club indicated that they could use an additional 10 hours of pool time, but noted that they would need time to grow their membership and programs in order to afford the extra time. They are concerned about the lifecycle of the Alan Strike pool, and if it is decommissioned, there would be no competitive pool in Clarington. It was suggested that if an aquatic facility is included in the proposed recreation centre, that it be able to host competitions (minimum of 8 lanes and 25 metres in length). At this point, it is unclear whether the Alan Strike pool would still be used by the Swim Club if a new pool is built at the proposed South Bowmanville Recreation Centre.

The Clarington Minor Lacrosse Association is currently running leagues year-round. With no dry pads available in Clarington, they are renting space in surrounding communities at approximately 30 hours per week. If there was sufficient dry floor availability in Clarington, they would move all of their rentals here. Note: This may be a

consideration when the Darlington Sports Centre reaches the end of its useful life as an ice facility.

3.5.6 Workshop with Clarington Community Services Staff

Staff Teams Represented

- Adult 55+
- Aquatics
- Client Services
- Community Development
- Customer Service
- Facilities
- Fitness
- Recreation

With the Municipality representing such a large geographic area, how far will people travel for to use an arena compared to an indoor pool?

- For a pool – in an urban area, users are willing to travel about 15 mins; in a rural area, users are willing to drive about 30 km.
- Typically, there are fewer pools/population than ice pads

Considerations for competition with private fitness centres:

- A move toward strength and conditioning would be a better match for a municipal operation.
- Specialized equipment with a wellness focus

Is there a trend towards multi-purpose vs. dedicated programmable space?

- Although there are staunch supporters of dedicated space, with proper storage options, a space can be dedicated to groups/programs/age groups, while still being available for others.
- Note: Adult 55+ programming may be trending towards ‘adult’ programming, rather than dedicated older adult programming.

Aquatics

- There is a demand for Aquafit during prime time.
- Ethno-cultural swims have to be considered in the design stage to allow for adequate privacy.
- Must anticipate decline of registrations at older aquatic facilities, when a new aquatic facility becomes available.
- Currently, pool utilization is not quite at capacity.
- Potential partnership with the Clarington Swim Club may alleviate downturn at ASC and help develop additional staff resources (lifeguards, instructors).
- Possible partnership with high schools to encourage students to be lifeguard/instructors.
- Design the new aquatic facility in consultation with deck staff, e.g., how many people required on deck to open the pool.

- The new aquatic facility should be designed to meet the needs of the Clarington Swim Club, as well as other users and all aquatic programs, as the Alan Strick facility will be 50 years old in 2032.
- With an aging population, demand for a therapeutic tank will continue to increase.

Public Skating

- Limited time is available for unstructured programming.
- 40 hours of public swims vs. 6 hours of public skating is the current pattern.
- Public demand for unstructured programming is increasing and it needs to be on same level as structured programming.

Ice Rental

- Ice rental numbers are consistent because arenas are operating at capacity in prime time - with no time to accommodate additional demand.
- There is a large current demand from ice user groups. In excess of \$300,000/year is being spent on ice rental outside of Clarington by Clarington organizations.
- Organizations have growth plans and opportunities that cannot be accommodated due to lack of ice time.
- Additional complimentary spaces recommended: warm-up areas, meeting space, fitness centre.
- Organizations are willing to pay for these extra areas.

Fitness

- Growth areas are group classes, challenge-type programs and 'Learn to' classes.
- Team dryland programs is another potential growth area.
- Fitness membership remains steady.
- Consideration for Sport tourism – walking track should be designed for walking, running and competition (6-7 lanes).
- Consider inclusive fitness space, modified equipment/programs.
- Rename Fitness Centre to Wellness Centre (focus on 'active living').
- The Indoor Recreation Facility Strategy recommended a future fitness centre in Newcastle – a fitness facility in Bowmanville could attract customers from Newcastle and Courtice.
- Must have a Plan B for any designated fitness space.

General Discussion about the Facility Concept

Indoor

- Sports injury/rehab clinic
- Warm-up area associated with teams using the arena – dedicated area to be available when needed – can be used for other purposes when not required as a warm-up area
- Mini stick facility
- Spectator seating in at least one arena pad
- Quiet reflection space

- Culinary/teaching kitchen - likely could double as a kitchen to support events in the multipurpose spaces
- Mobile workspaces (WiFi, shared printer, power, maybe a few workstations and/or tables)
- Meeting rooms/small program rooms
- Lots of storage, some dedicated to regular user groups/programs
- Arts and culture programming + art display space
- Large lobby
- Lengthen indoor soccer facility pitch to 200'

Outdoor

- Outdoor gym
- Trails – cross-programmed with fitness/wellness program – could be a skating path
- Major playground
- Water play facility
- Celebration square
- Display and/or sensory garden associated with outdoor quiet reflection space
- Community vegetable garden
- Beach volleyball courts
- BMX track
- Skateboard facility

General

- Ensure diversity and inclusiveness in programming and operations
- LEED certified building
- Good flow throughout the building
- Creating a 'community' centre rather than a 'recreation' centre is a priority.
- Do it right the first time.
- A gymnasium, multipurpose program rooms and an indoor walking/running track are givens. There is greater risk for the Municipality with an indoor aquatic facility and an arena.

3.5.7 Key Information about Arenas

- Facilities include:
 - Garnet B. Rickard Recreation Complex (twin-pad)
 - South Courtice Arena (twin pad)
 - Darlington Sports Centre (single pad)
 - Newcastle Memorial Arena (single pad) – operated by an independent management board
 - Orono Arena and Community Centre (single pad) – operated by an independent management board

- Most of the prime time is utilized by group-based rentals, with limited opportunity for program-based uses (e.g., public skate, parent and tot skate, Skate 55, youth shinny, adult shinny and Shinny 55). Between 2012 and 2016, the annual number of participants in these programs ranged from 17,261 to 21,589. Participation in drop-in public skating increased from 9,288 occasions in 2012 to 16,532 in 2018, with the largest increases for parent and tot, youth and seniors. The most significant decline was in family and group skating. Demand for learn-to-skate programs exceeds supply.
- Increased expectation has been expressed for programmed uses in prime time.
- Hours of ice time rented have been consistent over the past four years for the five ice pads that the Municipality administers. The average per year is 10,383 hours. Prime time is fully booked.
- The current allocation of municipal ice time to sport organizations is not adequate to meet needs. It is estimated that between \$250,000 and \$300,000 is being spent annually on out-of-town ice rental by Clarington groups.
- There is current demand for expanded programs (municipal and ice user groups) and expansion of sport tourism (tournaments and special events), especially in prime time. Examples include the following:
 - Current demand for additional public skating programs cannot be satisfied without taking ice time away from existing user groups. With the expected growth in population, this situation will worsen, and resident voices will only grow louder.
 - The addition of two ice pads will enable the Municipality to attract new, larger special events. This will have a positive economic impact through sport tourism and is a fantastic way to promote Clarington. Currently to achieve this, existing ice users are negatively impacted, so there has been a movement away from special events in recent years. Staff are confident these additional ice pads will allow us to grow this area of our business.
- It is clear that the current supply of especially prime ice time is insufficient to meet current and future needs as the population increases and municipal and user group programs seek to expand.
- The project team is conservatively confident that the current under-supply of ice time currently exceeds one ice pad, and based on the population growth alone over the next few years (5,000 people by 2021), there will be sufficient demand by the time the South Bowmanville Recreation Centre is operational.

3.5.8 Key Information about Aquatic Facilities

- Facilities include:
 - Courtice Community Complex aquatic facility – 25 metre leisure-style pool x 6 lanes, teaching pool, whirlpool and sauna
 - Diane Hamre Recreation Complex (25 metre rectangular pool x 6 lanes), teaching pool, whirlpool and sauna
 - Alan Strike Aquatic and Squash Centre – 25 metre rectangular pool x 6 lanes, whirlpool, sauna, upper and lower viewing areas with limited occupancy, narrow pool decks, starting blocks, shallow end is 1 m deep - sanctioned by FINA for competitions
- Most pool uses are program-based and operated by the Municipality.
- There is increasing demand for registered programs and public swims, with offerings influenced by pool types and availability, as well as staffing availability.
- There is also increasing demand for therapeutic/warm water pool programs/activities, as well as women-only swimming (with privacy implications).
- The type of programming that can be offered at municipal pools is determined by available resources.
- Facility utilization was at about 65% in 2017.
- Based on recent trends in utilization and anticipated growth in demand, it is expected that the current municipal indoor pool supply will be fully utilized in 4-7 years.
- The existing pools and programs are meeting most current needs.
- As the Clarington Swim Club requests more pool time at the Alan Strike Aquatic and Squash Centre, this will be at the expense of community programming.
- A new high-appeal aquatic facility at the South Bowmanville Recreation Centre will attract much of the program-based use at the Alan Strike Aquatic and Squash Centre.
- The recent severe shortage of lifeguards and instructors is a major issue which could impact the ability to maintain current and support expanded services.

3.5.9 Key Information about Fitness/Wellness Facilities

- Facilities include:
 - Courtice Fitness Training Centre – approx. 6,000 sf²., approximately 1,200 members – offering Fitness Basic, Fitness Plus, Group Fitness, Squash and Swim/Skate membership packages
 - Group fitness programs are offered in multipurpose rooms in other municipal facilities
 - Seven commercial fitness/wellness operations in Bowmanville, two in Courtice and one in Newcastle, plus two gymnastic clubs and two martial arts centres located in Bowmanville

- The 11 municipal and commercial operations equate to 1 facility:9,550 population (based on an estimated population of 105,000). If the three Curves operations and the Wellness Path are not included (since they are not comparable full-service fitness operations), the ratio would be 1:13,125 population. North American research indicates that 18-20% of the population belongs to a fitness club or has access to home-based fitness equipment. A population of 20,000 is generally considered minimum to support a profitable full-service fitness operation. Therefore, with a current ratio of 1 full-service fitness operation per 13,125 population in Clarington, it would appear that there would currently be considerable competition for another full-service fitness operation. However, a growing population will increase demand. At the current ratio of full-service fitness facilities, a population of 140,400 would support 10.7 facilities.
- Participation in group fitness is increasing - all levels, but especially for more challenging programs (a local and national trend). Registration in municipal group fitness programs increased from 24,165 in 2015 to 31,603 in 2018.
- Requests are increasing for dryland training, as well as team and group training.
- Popular programs include: Weight Loss Challenge, Learn to Lift and OCR classes are offering participants competition, challenges, motivation and variety.
- There is increasing demand for an indoor walking/running track (a local and national trend linked to increasing demand for outdoor walking, running and hiking). The best opportunity for indoor walking in Clarington is at the indoor soccer facility where people walk around/on the artificial turf field. It is estimated that there are 7,500 to 8,000 person-visits per year at this facility for walking.

3.5.10 Other Local Recreation Trends

- Increasing demand for unstructured play and programs, drop-ins, pay-as-you-go, low fee/no fee opportunities (e.g., youth open gym). People want more flexibility in their leisure activities schedule.
- Camp Activities – increasing demand for specialty, educational and experiential camps (e.g., cooking, science, outdoor play).
- Increasing demand for preschool, educational, short-duration classes (less than one hour) and preparation for entry to kindergarten.
- Increasing demand for entry level programs and life-long learning.

3.5.11 National Leisure Trends Relevant to the Proposed Facility

The following are national trends in demand for leisure and facility provision that relate to the proposed South Bowmanville Recreation Centre.

- Trend toward multi-facility culture and recreation facilities, sometimes including other municipal facilities such as a library, a municipal service centre, fire/EMS facility, etc.
- Partnership opportunities in facility provision are increasing.
- Barrier-free facility design has become a 'must'.
- Environmentally friendly/energy-efficient facility design is increasingly popular.

- Increasing popularity of facilities that can be repurposed as demands shift.
- Aging infrastructure with implications for new, more functional and appealing and expanding facilities.
- Increasing popularity of unstructured and self-scheduled activities.
- Demand for rigorous team and individual sports and recreation activities decline with age, while less rigorous activities gain in popularity.
- Since swimming is in demand through all age groups, demand should continue to be strong, including strong and growing interest in women's-only, therapeutic and fitness-based aquatics.
- Interest in fitness/wellness is increasing across all age groups - further influenced by above average educational attainment and income in Clarington.
- Interest in arts and culture and life-long learning increases with age, income, education and level of professionalism.
- Interest by new Canadians in traditional Canadian recreation activities is usually lower, while interest in activities such as cricket and soccer is stronger. For many new Canadians, teaching their children to swim is a high priority.

3.6 Life Cycle Status of Municipality of Clarington Indoor Recreation Facilities

Of relevance to the proposed South Bowmanville Recreation Centre is the age, condition, functionality and appeal of the Orono Arena and Community Centre, the Darlington Sports Centre, the Newcastle Memorial Arena and the Alan Strike Aquatic and Squash Centre. If one or more of the arenas is retired or repurposed within the next 10-15 years, the under supply of ice pads will worsen. If the Alan Strike Aquatic and Squash Centre is retired, the only competition aquatic facility (with significant limitations) will be lost, along with the only squash courts in Clarington.

When determining current and future demand for the types of facilities to include in the proposed South Bowmanville Recreation Centre, the future of these four facilities must be considered. Although the detailed condition of the Newcastle and Orono arenas still needs to be confirmed, their age suggests that a discussion on the long-term plan major retrofit may be required in the near future. The Darlington Sports Centre underwent a major retrofit in 2010 to extend its useful life to 2020-2025. Although the Alan Strike Aquatic and Squash Centre was renovated in 2014, the aquatic portion of the facility has design limitations that disqualifies it for higher level swim meets. The Clarington Squash Club would like 4 single and 2 double courts included in the proposed recreation centre, which would allow Clarington to host tournaments. However, the current club membership does not require that many courts.

Darlington Sports Centre

- Built in 1975 (will be 50 years old in 2025)
- \$2.2M renovation in 2010 to extend its useful life 10-15 years
- As a single pad arena with only 4 dressing rooms, it falls short of current expectations for an arena.
- Due to the multi-level design, the facility also has accessibility challenges.

Alan Strike Aquatic and Squash Centre (formerly Clarington Fitness Centre)

- Built in 1982 (will be 50 years old in 2032)
- \$3.5M renovation in 2014 to extend its useful life cycle by 10-15 years
- The pool design is limiting for aquatic lessons and some other programming/uses.

Orono Arena and Community Centre

- Built in 1974 (will be 50 years old in 2024)

Newcastle Memorial Arena

- Built in 1975 (will be 50 years old in 2025)

3.7 Conclusions and Implications for the Proposed Facility

3.7.1 Current Age Profile

Since the current population of Clarington is younger than the Ontario average, with a significantly higher proportion of children, youth, and young and mid-age adults, demand for the types of activities desired by a younger population and families with children living at home should be above average. Since it is expected that Clarington will continue to attract young families until after full build-out is reached, this pattern should continue for at least another decade. Therefore, demand for the types of facilities being considered for the South Bowmanville Recreation Centre (and activities/programs that they will be able to accommodate) should continue to increase in proportion to the growth in the population for at least another decade or until full build-out is reached (e.g., arena, indoor aquatic facility, fitness/wellness facility, indoor walking track, gymnasium, multipurpose program/activity rooms, child and youth programming and libraries).

3.7.2 Above Average Household Income

Above average household income should continue to generate strong demand for public services like culture and recreation - and may also generate above average expectations for facility and programming quality, no matter the provider. Higher income and a maturing and increasingly diverse and sophisticated community will also generate increasing demand for arts and culture facilities and programming.

3.7.3 Anticipated Population Growth and Change

With an expected increase of at least 35,000 people over the next 10-15 years, demand for all types of culture and recreation activities and programs will continue to increase from population growth alone. Based on trends in demand, fueled in part by an aging population, interest in some activities will be greater than others.

With the Baby Boom generation aging from age 50-69 in 2016 to age 66-85 by 2031, demand for activities of interest to an older generation will remain strong over the next 15 years, but should begin to peak around 2031 and then begin to decline in the decades to follow. However, although that generation will have declined in size from 26% of the Clarington population in 2016 to around 15% by 2031, they are projected to total around 20,000 in number at that time, which will represent a significant market with their specific social, wellness and leisure needs.

As the millennial generation transitions from youth and young adults in 2016 to mid-age adults by 2031, it is challenging to predict what that generation will desire for leisure as they head into mid-life. By 2031, the percentage and numbers will have both increased significantly from 26% (23,740) in 2016 to around 30% (39,830), which will represent a very large market. It is likely that this population of 30- and 40-year olds will be increasingly interested in improving their physical and mental wellbeing, life-long learning, less rigorous sports and physical recreation, arts and culture, and family and individual leisure activities. As this generation ages, the amount of time per person that is annually spent participating in sporting activities will decline.

When the Municipality reaches full build-out population, the number of young families moving into the community will begin to lessen and the population will begin the process of aging in place. That will accelerate the aging of the population. One result will be that demand for all types of rigorous indoor and outdoor recreation activities will either stabilize or begin to decline. That will have implications for demand for facilities such as arenas, sports fields, tennis courts, racquetball courts, squash courts, beach volleyball courts and most indoor court activities. On the other hand, interest in less rigorous and healthy culture and recreation activities and facilities will increase (e.g., linear activities, pickle ball, cultural activities, wellness programs, life-long learning, arts and culture, etc.).

Although the proportion of the Clarington population that is immigrant and representative of visible minorities is well below that of the GTA, ethno-cultural diversity will continue to increase in Clarington. This will eventually require the Municipality to broaden its array of outdoor and indoor recreation facilities and programming to maximize participation and support community wellbeing among all groups. As cultural diversity increases, there will be a corresponding need to ensure that leisure opportunities are provided for all cultural interests and in ways that relate to specific

cultural norms. This will require a better understanding of barriers to participation, and development and application of new strategies to increase participation.

Given that about 15% of Clarington's population has a disability and that percentage is expected to increase to around 40 by 2040, it will be essential that facilities and programs are designed to be inclusive and supportive of all residents, regardless of ability.

3.7.4 Aging Infrastructure

Many municipal indoor recreation facilities have many years of useful life remaining. However, being older facilities, the Darlington Sports Centre and to a lesser extent, the Alan Strike Aquatic and Squash Centre have fewer years remaining in their useful life cycle.

In 2010, a major renovation was completed at the Darlington Sports Centre that included a new arena floor, refrigeration system, accessibility improvements and mechanical, electrical and life safety systems upgrades. The objective of this work was to extend the useful life of the facility by 10-15 years. In 2025, the facility will be 50 years old and although it currently provides a vital supply of ice during the winter months and floor rental space during the spring and summer for lacrosse, the longer-term future of this facility is not certain. As indicated in this report, there is demand for year-round floor space for lacrosse and pickle ball, so consideration could be given to re-purposing the facility in the future.

The Newcastle Memorial Arena and the Orono Arena and Community Centre are also older facilities. They will both be at or beyond 50 years old by 2025. Operations Building Services staff have indicated that building condition audits are planned for these two facilities in 2020. The findings of these audits will help inform the longer-term plan for these two arenas.

As identified in the Indoor Recreation Facilities Development Strategy and re-stated in this report, the proposed plan for additional indoor ice pads for the South Bowmanville site has taken into consideration the age of these three single pad arenas. In addition to addressing an immediate demand for additional ice time for both of Clarington's minor sport organizations and the general public for drop-in programs, the two proposed ice pads for the South Bowmanville Recreation Centre will augment the supply of ice pads should any of the above facilities be retired as ice facilities in the near future. The Indoor Recreation Facilities Development Strategy also recommended a re-assessment of arena needs in 2023 before a decision on future ice pads is made.

In 2015, a major renovation was completed at the Alan Strike Aquatic and Squash Centre that included family change facilities, expanded lobby and public viewing areas, a new swimming pool filtration system, accessibility improvements and upgrades to the mechanical, electrical and life safety systems. The objective of this work was to improve the functionality of the facility and to extend its useful life by 10-15 years. In

2032, the facility will be 50 years old and although it currently satisfies the needs of many local residents as well as being the home of the Clarington Swim Club and Clarington Squash Club, it is not designed to provide the types of programs and services that can be provided at the newer aquatic facilities in Clarington. Since there is no additional land available for expansion of this facility, the ability to make further improvements is very limited. If no additional squash courts are provided at another facility before the Alan Strike facility is retired, the impact of the loss of the courts at the Alan Strick facility will have to be considered.

The Indoor Recreation Facilities Development Strategy proposed a new aquatic facility at the South Bowmanville site to coincide with the Alan Strike facility nearing the fifty-year mark. This additional/new aquatic facility, as well as the proposed renovation to the Courtice Community Centre to provide a larger teaching pool and therapy pool in the 2024-25 timeframe will provide adequate aquatic facilities to meet the needs of the community to at least 2031 and a projected population of approximately 140,000.

3.7.5 Current and Future Demand for Culture and Recreation Facilities

Section 3.5 concluded that there is strong and growing demand for most of the culture and recreation facilities being considered for the South Bowmanville Recreation Centre (two ice pads, a double gymnasium, an indoor walking/running track, multipurpose rooms and meeting rooms). By the time the South Bowmanville Recreation Centre would be operational, municipal aquatic facilities will be nearing full capacity. With anticipated increasing demand for fitness and wellness services and the projected growth in the population of the Municipality (+ 35,000 by 2031), there should be sufficient population to support one more full-service fitness facility when the population reaches about 118,000 and a second additional facility when the population reaches about 140,000 – based on the current ratio of facilities to population.

The research also noted numerous other facilities and features that should be considered in planning this facility. Examples include:

- A significant and well-appointed lobby with socializing space, quality food services/café, information services and likely a municipal service counter. If a branch library and Tourism Clarington are incorporated into the facility, they should be accessed via the common lobby.
- Childminding area/service.
- Pro shop.
- Off-ice warm-up/training facility
- Ample storage throughout the facility.
- An open and airy atmosphere/Good flow throughout the building.
- An energy-efficient building/LEED certified.
- Consider the facility to be a more broadly based ‘community’ centre rather than a ‘recreation’ centre.

- Adjacent outdoor facilities and features to be considered include: Celebration Square (public square/socializing/assembly area); children’s play area and water play feature, walkways/trails (with a link to the wider trail network); gardens (floral, sensory, vegetable); skateboard facility; BMX track; beach volleyball courts; and adult outdoor gym.

Although community demand was mixed for the branch library, it is likely that many respondents to the household survey and participants at the Community Forum thought that the branch library suggested for the South Bowmanville Recreation Centre would replace the main branch library that is co-located with the Municipal offices in downtown Bowmanville. Therefore, support for the branch library was likely much lower than typical. Generally, a library that is co-located with a leisure centre is better utilized than a stand-alone facility, and a few components can be shared among the facilities (lobby, multipurpose rooms, childminding service, and food services).

Interest in locating the headquarters of Tourism Clarington at the South Bowmanville Recreation Centre was mixed and weaker than for the recreation components. The decision to locate Tourism Clarington at this facility should not be driven by public demand, but rather by whether this location is best for this type of facility and service to visitors to the community. The requirement for this space should be incorporated into the space requirements of the Community Services Department.

3.7.6 Leisure Trends

As noted in **Section 3.5.11**, relevant national and local leisure trends in demand and facility provision support the types of components and the nature of the proposed South Bowmanville Recreation Centre.

3.7.7 Recommended Facility Components of the South Bowmanville Recreation Centre

Based on the 2017 **Indoor Recreation Facilities Development Strategy** and the research and community engagement conducted for this study, the following are the key facility components recommended for the South Bowmanville Recreation Centre. Based on relative need, demand indicators and the capital costs for the total program, the project team has recommended a two-phased approach for this facility. It is noteworthy that the site master plan work completed prior to the construction of the indoor soccer facility, the 2107 **Indoor Recreation Facilities Development Strategy** and this most recent work have generally reached the same conclusions about this facility.

Refer to **Section 4.3** for a more detailed description of the recommended facility components.

Phase One

- Twin-pad arena
- Off-ice warm-up/training facility
- Mini Stick area
- Gymnasium
- Indoor walking/running track
- Multipurpose rooms
- Indoor soccer facility (existing)
- Branch library
- Offices for the Community Services Department and Tourism Clarington
- Childminding room
- Quiet/sensory room
- Large common lobby (reception area, food services, seating/socializing area, temporary storage)
- Ample storage (throughout the facility and for each major component)
- Ample parking and an adequate on-site vehicular and pedestrian circulation system
- Celebration square
- Outdoor garden(s)
- Outdoor walking path/trail
- Outdoor fitness gym
- Outdoor lacrosse bowl (existing)
- If there is room, other outdoor facilities that complement the facility might be able to be accommodated on the site.

Phase Two

- Aquatic facility
- Fitness centre
- Change rooms and adequate storage to support the aquatic facility and fitness centre

Chapter Four: The Facility Concept

4.1 Introduction

In this chapter, the site and facility are described, along with the detailed space/building program, a high-level facility and site layout, and a Class D estimate of capital cost.

4.2 The Site

The South Bowmanville Community Park is being developed as a major indoor and outdoor recreation site. This commenced with the construction of the indoor soccer facility and outdoor lacrosse bowl. Following that was the construction of four baseball diamonds and later, a football field. Any future outdoor facility expansion will occur on

the southern portion of the site to the east of the football field. Future indoor facility expansion will occur to the north and west of the indoor soccer facility.

An opportunity arose to locate excess fill on the site from construction of the Green Road and Baseline Road intersection. That allowed the construction of temporary soccer pitches to be constructed on the northern portion of the site, with the provision that when future indoor facility development proceeded, the fields would be removed. See **Figure 1** which includes the indoor soccer facility and the outdoor fields.

The portion of the site that is allocated for future indoor facility expansion (South Bowmanville Recreation Centre) is 15.5 acres. The removal of the temporary fields will include stripping some of the material that was imported to the site.

As there were no major site condition issues identified during the construction of the soccer facility, it is not expected that there will be any major concerns incurred with the development of the remainder of the property. Regardless, adequate geotechnical testing will be completed prior to a final facility design to mitigate any potential problems during the construction stage.

Currently, the main access to this community park is off Baseline Road. The access road that links to the indoor soccer facility and the outdoor sports facilities will have to be re-aligned to accommodate the construction of the South Bowmanville Recreation Centre and parking. There is also a secondary access to the west baseball field parking lot off Green Road. Consideration for the internal roadway and parking lot work has been incorporated into the capital costing. However, any required improvements to Baseline Road or Green Road have not been accounted for in the budget. A traffic management plan may be necessary during the early stages of design.

With the amount of hard surfaces that will result for development of the South Bowmanville Recreation Centre, on-site storm water management will need to be factored in, especially if the capacity of the existing pond to the east of the lacrosse bowl will not accommodate the increased rain water run-off that will be created. That will be accomplished via another storm water pond or underground storage tanks. A Storm water Management Plan will be completed in conjunction with the detailed facility design phase.



Figure 1: Site of the South Bowmanville Recreation Centre

4.3 Description of the Proposed Facility and Components

4.3.1 The Facility Concept

Community recreation centres are becoming more important as community ‘hubs’ or focal points of activity, engagement and interaction. It’s becoming increasingly common for libraries/learning commons, performance facilities, teaching kitchens, municipal service counters, and health and wellness facilities to be co-located with active recreation, sport and fitness facilities. The concept for the South Bowmanville Recreation Centre is intended to be a community hub

As an addition to the existing Bowmanville Indoor Soccer facility and outdoor lacrosse bowl, the design of the South Bowmanville Recreation Centre places the major program areas to the north and west to take advantage of exposure to natural light, relationships of similar use, and by type of use. As such, the branch library faces north to Baseline Road to bring animation to the main façade of the building and to begin to develop the public face along with the multi-purpose rooms. The gymnasium and the twin pad arena are more internalized as these spaces only require diffused light. The natatorium takes advantage of the west façade bringing light into the space throughout the day.

The gymnasium and multipurpose rooms are located adjacent one another in case an event requires both facilities. These two facilities are located at the front of the complex to allow direct access. The fitness centre and aquatic facility are located adjacent to each other to share the changing rooms. The arena facility is located on the east side so that the back of this facility is out of sight and provides an adequate location for the snow dump.

Circulation is based on a simple cruciform that allows users ease in wayfinding and promotes interaction within the building. This interaction is further promoted with the ability to see multiple spaces from each of the corridors. As an example, as one walks to and into the building from the west, they can see into the gymnasium and natatorium. Once inside the building, the view is to the library, the rinks and up to programming areas on the second level. This interaction and connection will foster interaction of visitors who may be in the complex for different reasons. Picture two neighbours running into one other at the café. One is there because their teenager is at hockey practice and the other because they’ve just finished a yoga class. They decide to go to the library together because there is a lecture that they’re both interested in. The architecture promotes these interactions and to helps with community-building.

Please refer to **Figures 2 and 3** (Preliminary Concept of the South Bowmanville Recreation Centre - Levels 1 and 2). This is the preferred design concept of several that were developed. Much more detail will be provided, and some changes to the layout will likely be made at the next stage of facility design.

Since the need for and priority of the aquatic facility (natatorium) and fitness centre are a little behind the other components as documented in **Chapter 3**, and there are funding limits associated with the Investing in Canada Infrastructure Program (Community Culture and Recreation), it is recommended that South Bowmanville Recreation Centre be phased – with the aquatic and fitness facilities, along with the associated change rooms and storage be allocated to a later phase.

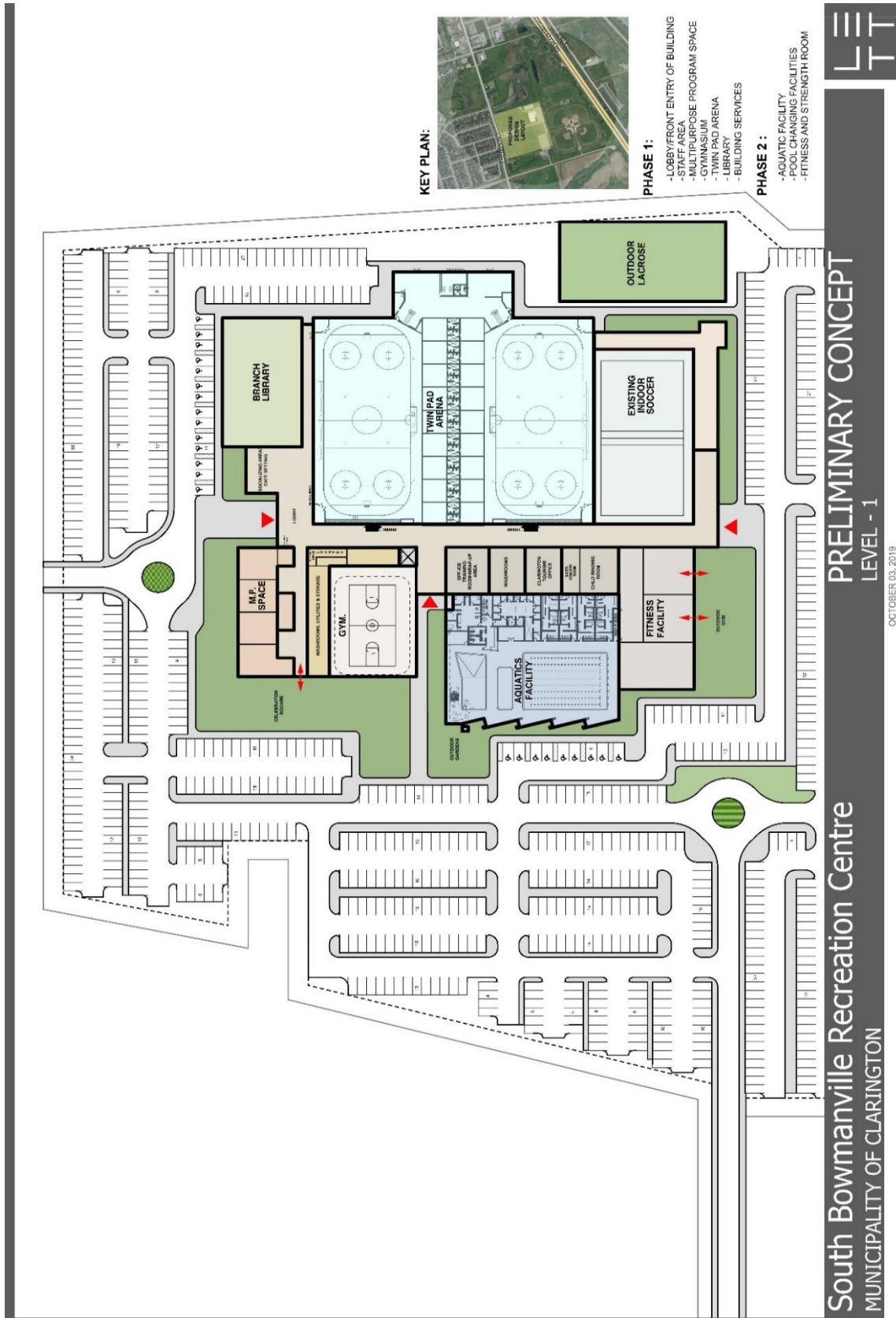


Figure 2: South Bowmanville Recreation Centre Preliminary Concept – Level 1

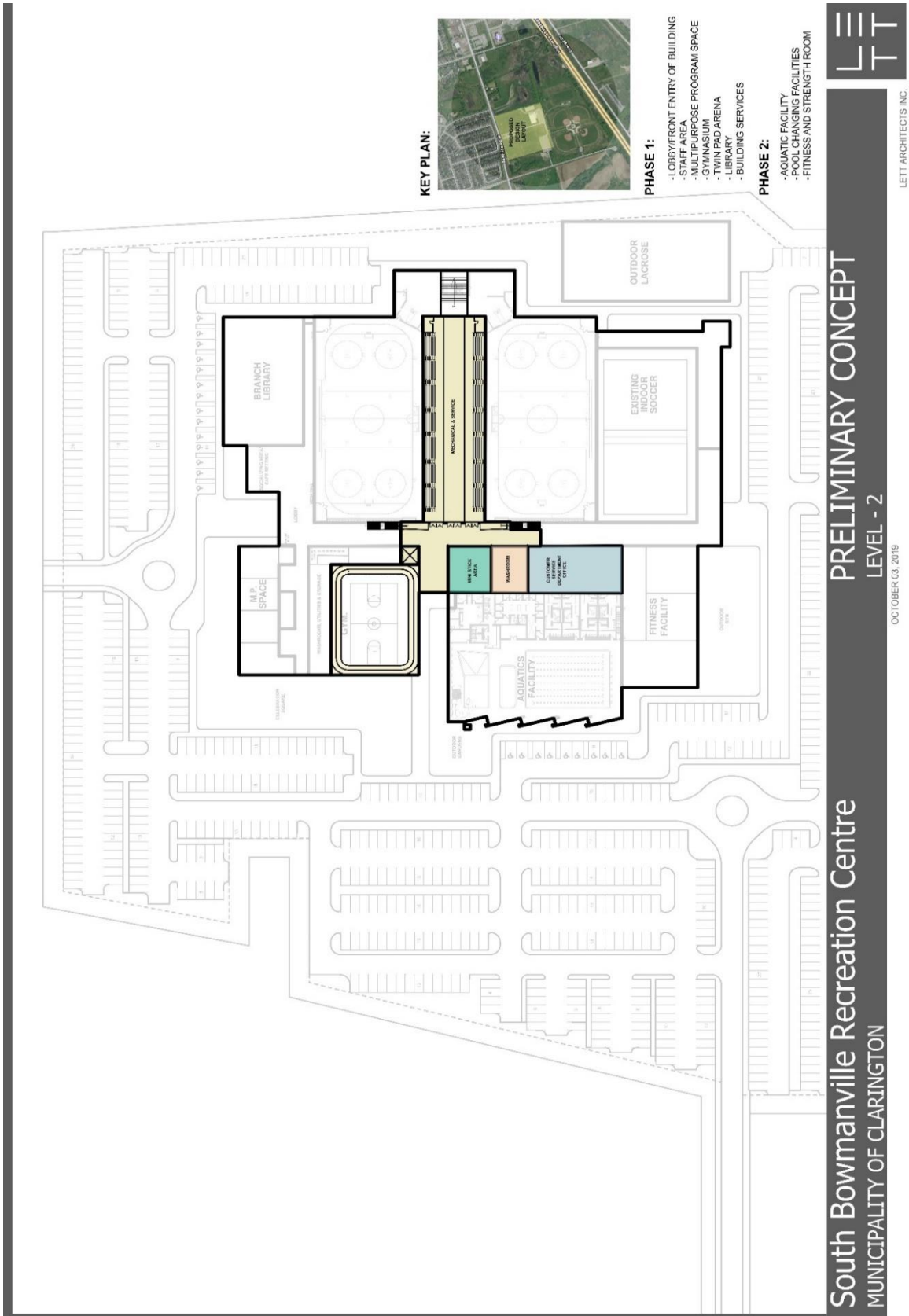


Figure 3: South Bowmanville Recreation Centre Preliminary Concept – Level 2

4.3.2 Components of the Proposed Facility

Based on the recommendation contained in **Section 3.7**, the following are the key components of Phase One and Two of the South Bowmanville Recreation Centre (**Tables 9 and 10**). Important features of each facility component and the amount of space allocated to each is also provided.

**Table 9: Space Program – Phase One of the South Bowmanville Recreation Centre
Municipality of Clarington, 2019**

Components	Size (ft ²)
<p>Twin Pad Arena</p> <ul style="list-style-type: none"> ▪ Ice surface size: NHL size for each pad – with rear outside entrance to each pad ▪ Seating: 300 each side – heated (bench or individual seats to be determined) + barrier-free spaces and standing room ▪ Players dressing rooms: 8 each pad - automatic doors to dressing rooms and wide hallways accessing dressing rooms ▪ Large players benches, with off-ice access ▪ Time-keepers box: closed with off-ice access ▪ Referee dressing rooms: male and female rooms of sufficient size to accommodate 8 people at a time for each pad + 4 more people at change-over times – locate in isolation of dressing rooms ▪ Summer ice each pad – with larger refrigeration room ▪ Elevator ▪ Warm viewing area – possibly from lobby ▪ Mini stick area: possibly between ice pads on upper level – accessible from spectator seating ▪ Off-ice training room/warm-up area ▪ Storage: above average amount – adequate air quality ▪ Staff office and workshop ▪ Air conditioned ▪ Adequate sound system ▪ Energy-efficient facility 	63,190
<p>Gymnasium</p> <ul style="list-style-type: none"> ▪ Dividable into 2 or 3 spaces ▪ High school/college size basketball court with adequate out-of-bounds space ▪ Multifunctional space to accommodate gym sports, floor-based fitness classes and children/teen drop-in programs and camps - as well as other activities (trade and art shows, public gatherings, performances, etc.) – therefore, better acoustics than a typical gym ▪ Wooden sprung floor ▪ Portable stage ▪ Men’s and women’s change rooms 	11,700

Components	Size (ft ²)
<ul style="list-style-type: none"> ▪ Official's room ▪ No glare ▪ Adequate storage accessible from each of the three components ▪ Main floor viewing area with motorized curtain to provide privacy ▪ Access to pool change rooms ▪ Access to outdoor gardens and celebration square 	
<p>Multipurpose Program Rooms</p> <ul style="list-style-type: none"> ▪ 3,000 sf² x 2 – each dividable into 2 rooms – kitchenette, washroom and storage accessible to each of the 4 rooms – each AV-equipped ▪ 12' – 14' ceiling height ▪ Kitchen (accessible from both sides of the multipurpose room) ▪ Natural light – curtained ▪ Access to outdoor gardens and celebration square 	7,550
<p>Running/Walking Track</p> <ul style="list-style-type: none"> ▪ 3-lane ▪ Elevated around the gymnasium ▪ Provide retractable privacy curtain 	3,000
<p>Branch Library</p> <ul style="list-style-type: none"> ▪ Access from main lobby/entrance to the recreation centre ▪ Share multipurpose program space and meeting rooms 	10,000
<p>Staff Areas and Offices for Community Services Department Office and Clarington Tourism</p> <ul style="list-style-type: none"> ▪ Including office for facility staff, storage, meeting room, lunchroom/staff room, washrooms ▪ Customer service counter in lobby 	5,600
<p>Child Minding Room</p>	1,000
<p>Quiet/Sensory Room</p>	200
<p>Lobby and Ground Floor Circulation</p> <ul style="list-style-type: none"> ▪ Large, airy, bright space with open area for small gatherings and to accommodate tournament crowds ▪ Good sight lines to key activity components ▪ Customer service counters for Community Services Department, Library and Clarington Tourism ▪ Food service facility and counter ▪ Appealing seating cluster and lounge area ▪ Easily accessible storage area for hockey bags – with customers are using the lobby (milling about and eating) ▪ Media wall for community information, library information and Clarington Tourism ▪ Direct access to compatible outdoor spaces (Celebration Square, sensory garden, children's play area, outdoor gym, etc.) 	8,020
<p>Public Washrooms (ground and upper level)</p>	1,750
<p>Building Services (custodial, electrical room, receiving, communications, elevator equipment room, sprinkler room,</p>	6,615

Components	Size (ft²)
garbage/recycling room, electrical room, generator room, mechanical room)	
Sub-total	118,625
Gross-up (25%)	29,625
Total Building Area – Phase One	148,281

Table 10: Space Program – Phase Two of the South Bowmanville Recreation Centre

Municipality of Clarington, 2019

Components	Size (ft²)
Aquatic Facility	16,040
<ul style="list-style-type: none"> ▪ 8 lane x 25 metre tank - with starting blocks and sufficiently wide deck area to meet sanctioned provincial competitions - moveable floor? – no diving boards ▪ Adequate on-deck storage ▪ Viewing area – elevated - accommodate at least 300 spectators ▪ Main floor viewing area with motorized curtain to provide privacy ▪ Therapeutic tank – larger than typical ▪ Change rooms – male, female, family and lifeguard ▪ Lifeguard and supervisor’s offices ▪ Large filtration and mechanical room ▪ Natural lighting ▪ Adequate storage 	
Aquatic and Fitness Facility Change Rooms	4,500
Fitness Facility	8,200
<ul style="list-style-type: none"> ▪ Strength and conditioning room/gym ▪ Spinning room/area ▪ Aerobic/group fitness area ▪ Assessment room(s) ▪ Entrance/control point/staff office and work area ▪ Adequate storage 	
Sub-total	28,7185
Gross-up (25%)	7,185
Total Building Area – Phase Two	35,925

4.4 Estimate of Capital Cost

Table 11:
Estimate of Capital Construction Cost, South Bowmanville Recreation Centre,
Municipality of Clarington

Phases and Components	Ft²	M²	Cost
Phase One			
Lobby, circulation, public washrooms, child minding room, quiet/sensory room	10,970	1,019	\$3,390,000
Twin-pad Arena, including the warm-up and mini stick areas	63,190	5,871	\$16,416,000
Gymnasium, including the walking/running track	14,700	1,366	\$4,282,000
Multipurpose Rooms	7,550	701	2,519,000
Library	10,000	929	\$4,500,000
Staff Area (Department of Community Services, Clarington Tourism, Facility Operations)	5,600	520	\$1,719,600
Building Services	6,615	615	\$1,819,125
Sub-total	118,626	11,021	\$34,651,715
Gross-up (25%) (\$250/ft ²)	29,656	2,755	\$7,414,063
Total Gross Area and Total Net Area Cost (\$284/ft²)	148,281	13,776	\$42,065,788
Phase Two			
Aquatic Facility (Natatorium) – including storage	16,040	1,490	\$8,498,050
Fitness Centre – including storage	8,200	762	\$3,140,000
Changing Rooms for Natatorium and Fitness Centre	4,500	418	\$1,777,500
Sub-total	28,740	2,670	\$13,415,550
Gross-up (25%) (\$250/ft ²)	7,185	668	\$1,796,250
Phasing Premium (10%)			\$1,341,555
Total Gross Area and Total Net Area Cost (\$461 ft²)	35,025	3,338	\$16,553,355
Phases One and Two			
Total Net Area and Total Net Area Cost	147,365	13,691	\$48,067,275
Gross-up (25%) (\$250/ft ²)	36,841	3,423	\$9,210,313
Total Gross Area and Total Cost (\$311/ft²)	184,206	17,113	\$57,277,588

4.5 Anticipated Impact of the Proposed Facility on Existing Facilities and Businesses

Since there will be sufficient demand for most of the prime ice time that will be available in the twin-pad arena by the time the South Bowmanville Recreation Centre opens, there should be minimal negative impact on existing arenas in Clarington. Given that Clarington staff will be responsible for allocating ice time at all seven municipal ice pads, a fair allocation of ice time at the new ice pads will occur. That will mean that organizations will not be allowed to 'cherry pick' prime hours at the new facility that could impact the optimum use of the other ice pads. *In addition to satisfying immediate pent-up demand and future growth needs for ice, this would also be a strategic plan for a future date when the older arena facilities need to be re-assessed.* Given that the ice pad at the Darlington Sports Centre is scheduled to be decommissioned in the near future, the new twin-pad arena will only provide one additional ice pad for the Municipality in the near term.

Given that the aquatic facility is being recommended for a later phase, there will be no immediate impact on the Alan Strike Aquatic and Squash Centre or any of the other municipal aquatic facilities in Clarington. A decision will have to be made about the future of that facility, especially given that the Clarington Swim Club and the Clarington Squash Club have not indicated a desire to continue to utilize it. The design of the main pool does not accommodate a wide variety of swimming lessons and would not be a feasible option for municipal programs, especially compared to a contemporary aquatic facility located at South Bowmanville Recreation Centre.

When the Alan Strike Aquatic and Squash Centre is decommissioned, a decision about providing public squash courts somewhere in Clarington, and the nature of those facilities will have to be made. An assessment of demand at that time, and of municipal responsibility should inform that decision.

Since the proposed full-service fitness/wellness centre is being recommended for a later phase, there will be no immediate impact on the fitness/wellness centre at the Courtice Complex and commercial fitness operations in Clarington and nearby. If a fitness/wellness facility is considered as a future phase of the South Bowmanville Recreation Centre, an assessment of demand and the impact on other operations should be made at that time.

It is not expected the addition of a full-size gymnasium at the South Bowmanville Recreation Centre will have any impact on the usage of Diane Hamre Recreation Complex as municipal gymnasium space is very limited and growth of programs, particularly in Bowmanville cannot effectively be accommodated through rental of local school gymnasias.

Appendix A: Reports and Information Reviewed

In addition to the documents reviewed for the 2017 **Indoor Recreation Facilities Development Strategy** that were referenced in **Section 2.2**, the following documents were reviewed for this feasibility study.

1. Indoor Recreation Facilities Development Strategy, Monteith-Brown, January 2017
2. Memorandum to the Municipality of Clarington Re: Clarington Community Forecast Update 2013, Hemson Consulting Ltd, January 2013
3. Places to Grow – Growth Plan for the Greater Golden Horseshoe (2019)
4. Clarington Growth Trends 2017, Municipality of Clarington Planning Services Department, 2017
5. Clarington Growth Trends 2018, Municipality of Clarington Planning Services Department, 2018
6. Demographic Information 2018, Clarington Board of Trade and Office of Economic Development
7. Statistics Canada, 2016 Census, Community Profile, Municipality of Clarington Census Subdivision
8. Statistics Canada, 2016 Census, Community Profile, Bowmanville Population Centre
9. Statistics Canada, 2016 Census, Community Profile, Regional Municipality of Durham Census Subdivision
10. Statistics Canada, 2016 Census, Community Profile, Province of Ontario