



## Community Services Report

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**Report To:** General Government Committee

**Date of Meeting:** January 23, 2017

**Report Number:** CSD-001-17      **Resolution:** GG-035-17

**File Number:**      **By-law Number:**

**Report Subject:** Indoor Facilities Development Strategy

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### Recommendations:

1. That Report CSD-001-17 be received;
2. That the Indoor Facilities Development Strategy be referred to staff as a reference in the future development of the Municipality's indoor recreation facilities including development charges background studies and future budget planning;
3. That staff report back regarding the development of the Phase I expansion project at the Bowmanville Indoor Soccer location, as recommended in the Indoor Facilities Development Strategy; and
4. That all interested parties listed in Report CSD-001-17 and any delegations be advised of Council's decision.

## Report Overview

The Community Services Department is presenting an Indoor Facilities Development Strategy for recreation facility development within the Municipality. The Strategy outlines future facility development to meet the leisure needs of our residents to the year 2031.

### 1. Background

Responding to our rate of growth, changes to the community's demographics profile, emerging trends in the industry and to best meet the needs of our residents a comprehensive facility development strategy is needed.

As a result, the Community Service Department engaged the services of Monteith Brown Planning Consultants (MBPC) to prepare a long term strategy for the development of the Municipality's future indoor recreation facilities.

The Strategy will provide both Council and staff with a reference to advance an indoor recreation facility development program, to respond to public requests for future recreation facilities and to provide a guide in determining facility components.

### 2. Strategy Scope

The scope of the Strategy considers residential growth from the present to the year 2031. Growth projections will see Clarington's population increase from 95,300 to an estimated 140,300 over the study period.

Research includes a review of facility trends on a local, regional provincial and national level providing insight applicable to Clarington.

The Strategy also considers our existing inventory of facilities, recognizing the age, expansion potential and required upgrades at each of our existing sites.

### 3. Consultations

During the development of this Strategy there was consultation with Members of Council, staff, key stakeholders and the general public. Public Information Centres were hosted in Courtice, Bowmanville, Newcastle and Orono. Generally there was good public engagement and the information gathered provided MBPC indications of what the future needs of the community are. This was a key component in the formulation of the Strategy.

At the January 12, 2015 Council meeting, a resolution was passed referring a petition for an indoor walking facility in Newcastle to the Department to take into consideration during the Indoor Facilities Development Strategy process. The organizers of the petition were contacted and encouraged to take part in the public consultation process. The needs of this group were made known and consideration of the request has been identified in the Strategy recommendations. The organizers of the petition will be advised of the action taken.

## 4. Financial Considerations

Capital project cost forecasts have been prepared for all of the recommendations proposed in the study. These estimated costs would be used at the appropriate time to help establish the budget for any projects that are brought forward for Council's consideration. They will also be referenced during the preparation of future Development Charges Background Studies.

High level operating budget implications have also been completed for all recommendations. These outline the potential increase in revenues and expenditures for each project. This information should be used as a guideline and a more detailed operating budget review would be required for any projects brought forward for Council's consideration.

## 5. Concurrence

Not Applicable

## 6. Conclusion

It is respectfully recommended that Council receive the various recommendations brought forward in this Strategy; refer the Strategy to staff for consideration in advancing the Municipality's indoor recreation facilities; and direct staff to report back on development of the Phase I facility expansion at the Bowmanville Indoor Soccer location. Although the report outlines timelines for each project, staff note that circumstances may require the re-assessment of the timelines for these projects during the term of this Strategy period.

## 7. Strategic Plan Application

The recommendations contained in this report conform to the Strategic Plan.

Submitted by:



Joseph P. Caruana,  
Director of Community Services

Reviewed by:



Curry Clifford, MPA, CMO  
Interim CAO

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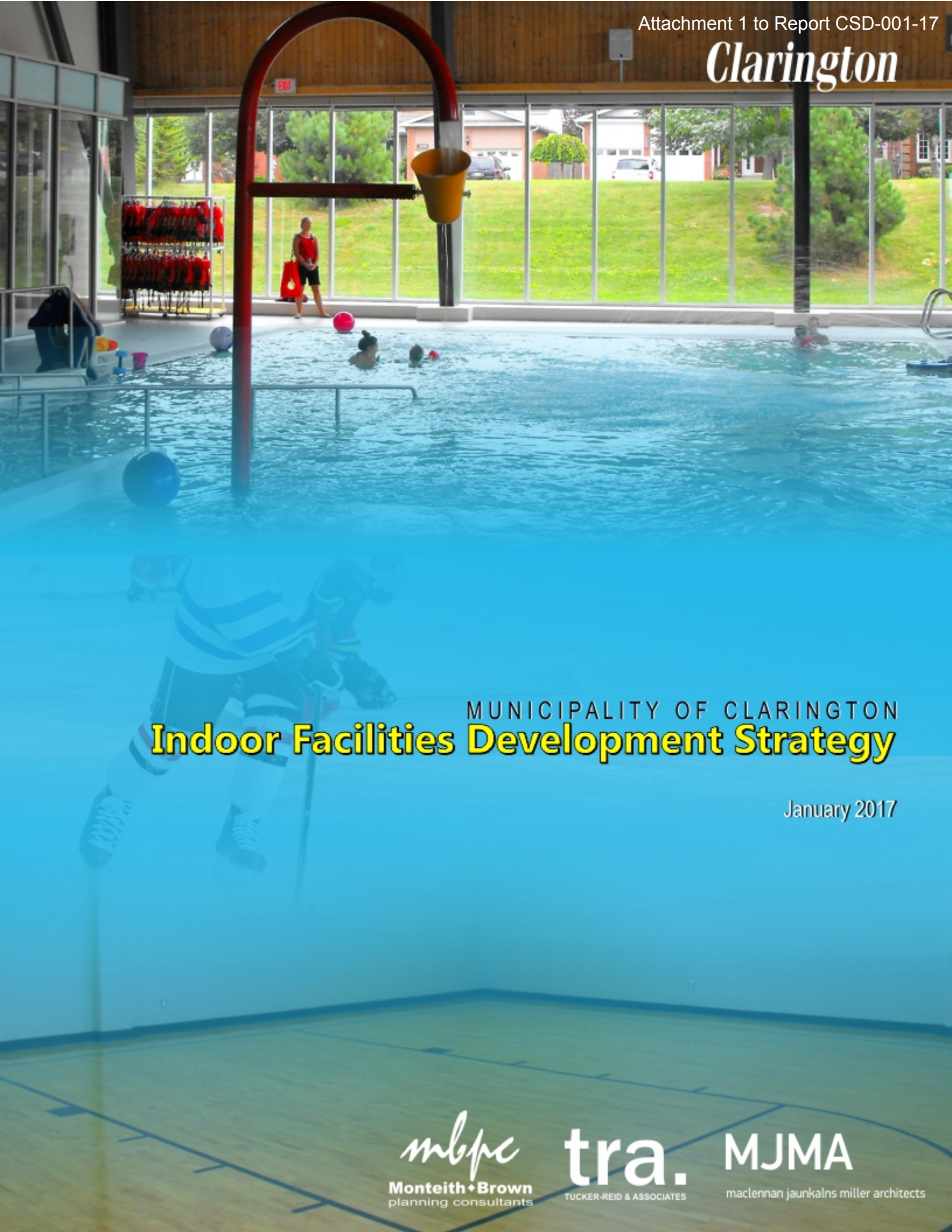
Staff Contact: George Acorn, Facilities Manager, 905 623-3379 ext 2503 or  
gacorn@clarington.net

Attachment 1: Indoor Facilities Development Strategy

The following is a list of the interested parties to be notified of Council's decision:

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Blain Pickard

*Clarington*



MUNICIPALITY OF CLARINGTON  
**Indoor Facilities Development Strategy**

January 2017

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**Monteith•Brown**  
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**tra.**  
TUCKER-REID & ASSOCIATES

**MJMA**  
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**Municipality of Clarington**

# **Indoor Recreation Facilities Development Strategy**

**FINAL REPORT**

**January 13, 2017**

**Prepared for:**

Municipality of Clarington  
Community Services Department

**Prepared by:**



in  
association  
with





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## Section 1. Introduction

### 1.1 Purpose

The Municipality of Clarington's Indoor Recreation Facilities Development Strategy (herein referred to as the "Facilities Strategy") provides a framework to guide investments in new and/or existing facilities to meet needs of residents to the year 2031. This Facilities Strategy has been prepared in response to increasing population growth and socio-economic diversification within the Municipality of Clarington, which in turn necessitates this assessment of the current indoor recreation facility inventory and associated demands being placed on facility space.

The Facilities Strategy has been prepared in accordance with a Terms of Reference that articulates several objectives including:

- Recommend future facility expansion options for existing recreation facility sites;
- Articulate the feasibility of developing new recreation facilities at identified future Community Park sites;
- Analyze existing facility usage to establish a thorough understanding of the existing state of recreation facilities;
- Identify potential partnership opportunities for facility provision;
- Assess capital and operating implications for recreation facility recommendations; and
- Formulate an implementation plan to prioritize short, medium, and long term recommendations.

### 1.2 Project Scope & Methodology

The scope of this Facilities Strategy assesses new recreation facility development opportunities throughout Clarington and expansion opportunities at the following indoor recreation facilities:

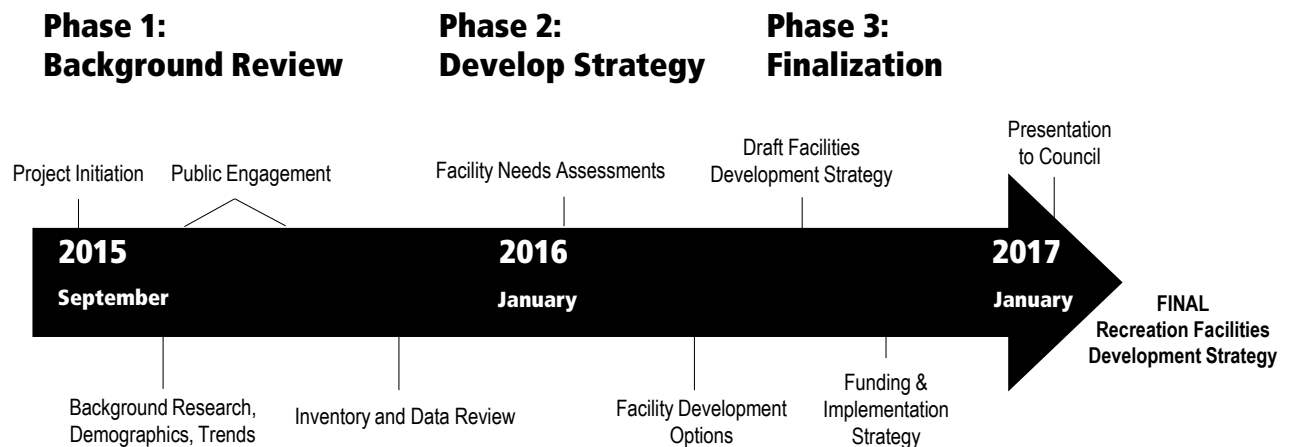
- Alan Strike Aquatic and Squash Centre (formerly the Clarington Fitness Centre)
- Bowmanville Indoor Soccer Facility
- Courtice Community Complex
- Darlington Sports Centre
- Garnet B. Rickard Recreation Complex
- Newcastle & District Recreation Complex
- South Courtice Arena

Under the Terms of Reference, municipal facilities that fall outside of the Facilities Strategy's scope include the Municipality of Clarington's stand-alone community halls, arenas in Orono and Newcastle that are operated by independent arena boards, and outdoor recreation facilities. As a facility study, this Strategy does not delve into service delivery or policy-related assessments but does consider the Municipality of Clarington's Community Services Department Strategic Master Plan in this respect.



Figure 1 illustrates the three phases of the planning process. The first two phases centre upon research, community engagement and needs assessments, all of which culminate into the Draft and Final Facilities Strategy. Initial consultations with the community were completed during September and October 2015 to collect input from residents, stakeholders, staff, and Council.

**Figure 1: Planning Methodology**



### 1.3 Aligning with Corporate Frameworks

A number of corporate documents and policies affecting the provision of municipal indoor recreation facilities have been reviewed so that this Facilities Strategy is consistent with other municipal objectives guiding the planning and provision of community facilities. The following is a non-exhaustive list of some of the key documents that have been considered in the preparation of the Facilities Strategy.

#### Strategic Policy Documents

- Municipality of Clarington Strategic Plan (2015-2018)
- 2015 Municipality of Clarington Development Charges and Background Study
- Proposed 2015 Municipality of Clarington Official Plan (and supporting reports)
- Consolidated 2014 Municipality of Clarington Official Plan
- Comparison Guide for the Proposed Changes to the Official Plan
- Municipality of Clarington Community Services Strategic Plan

#### Supporting Documents and Policies

- 2013-2017 Accessibility Plan
- 2014 Accessibility Status Report
- 2014 Growth Trends Review
- Department Operating Budget
- Departmental Capital Budget
- Recreation & 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 Discussion Paper
- Schedule of Rates and Fees (CSD-007-15)
- Various Staff Reports

## Section 2. Research Inputs

This section highlights the inputs gathered through secondary research methods, including background information on the Municipality and its socio-demographic profile. The Municipality's community profile was based on a number of sources including the Durham Region Official Plan, Municipality of Clarington Proposed 2015 Official Plan (and supporting studies), Development Charges Background Study, Statistics Canada Census and National Household Survey (N.H.S.).<sup>1</sup>

### 2.1 Planning Context

The Municipality of Clarington is an urban-rural community with one of the largest land areas (611 square kilometres in land area) in the Greater Toronto Area and a rich heritage dating back over 125 years. The Municipality's land form is diverse with significant features encompassing the Lake Ontario Waterfront, the Oak Ridges Moraine and farmland protected by the Ontario Greenbelt. Its strategic location provides easy access to Provincial Highways 401 and 35/115, C.N. Rail and C.P. Rail lines, as well as the future extension of Highway 407 and a future GO Train terminal.

As a 'community of communities', Clarington consists of three urban areas, one village, and fourteen hamlets that are surrounded by scenic countryside. Bowmanville, Courtice, Newcastle Village, and Orono contain the largest concentration of population.

### 2.2 Population Growth

Historical and future population growth is an important aspect of this Facilities Strategy. In 2011, the Municipality's Census population was recorded at 84,548 persons, representing an average annualized growth rate of 2.1% since 2001 Census period. The Municipality's 2015 population is estimated at 95,300, which is used as the baseline for this Facilities Strategy.<sup>2</sup>

The Durham Region Official Plan allocates future population growth to its lower-tier municipalities, through which Clarington will receive the second largest share of new population only behind that of Pickering. By the end of the Facilities Strategy's planning period in 2031, Clarington is projected to reach a population of 140,340 persons,<sup>3</sup> representing an annual growth rate above 3.5% with an additional 49,800 persons expected.

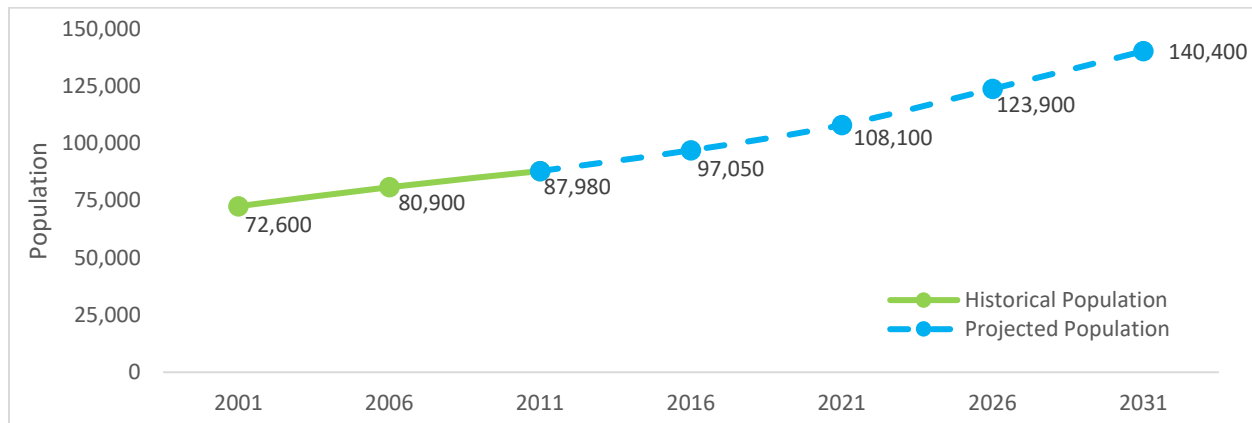
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<sup>1</sup> The N.H.S. is a voluntary survey undertaken for the first time in 2011. Clarington had a Global Non-response Rate of 27.1%, which may affect data quality.

<sup>2</sup> Monitoring of Growth Trends, File: D01-02-01. Commissioner's Report #2015-P-55. September 29, 2015. Note that population figure is adjusted to reflect Census net undercount.

<sup>3</sup> Hemson Consulting. Memorandum to the Municipality of Clarington Re: Clarington Community Forecast Update 2013. January 25, 2013.

**Figure 2: Historical and Projected Population Growth, 2001-2031**



Source: Statistics Canada Community Profiles; Hemson Consulting, Memorandum to the Municipality of Clarington Re: Clarington Community Forecast Update 2013. January 25, 2013. Note: Includes undercount.

Understanding where population growth is expected to occur helps to inform future facility planning decisions. Table 1 summarizes population growth by community area while the paragraphs that follow articulate the demographic profile of each community based upon the 2013 Community Forecast Update.

**Table 1: Forecasted Population Growth by Community, 2016-2031**

Community	2016		2021		2031		Growth	
Bowmanville	40,500	42%	47,100	43%	64,200	46%	23,700	59%
Courtice	28,100	29%	31,300	29%	36,600	26%	8,500	30%
Newcastle	9,800	10%	12,200	11%	19,300	14%	9,500	97%
Rural	18,700	19%	19,100	17%	20,300	14%	1,600	9%
<b>Total</b>	<b>97,100</b>	<b>100%</b>	<b>109,800</b>	<b>100%</b>	<b>140,400</b>	<b>100%</b>	<b>43,300</b>	<b>45%</b>

Source: Hemson Consulting, Memorandum to the Municipality of Clarington Re: Clarington Community Forecast Update 2013. January 25, 2013. Note: Includes Census undercount.

## Bowmanville

Bowmanville is Clarington's largest settlement area with an estimated population of 40,500 persons. This community is expected to remain the largest settlement area with 64,200 persons forecasted to live there by 2031, representing a 3.9% annual rate of growth. The greatest proportional increases among age groups are associated with the 20 to 34 and 70+ age groups (102% and 94%, respectively). The other age cohorts are also expected to undergo varying levels of growth between 30% and 68%.

## Courtice

Courtice is Clarington's second largest settlement area with an estimated population of 28,100. Courtice is projected to grow by another 8,500 persons by 2031 to reach a population of 36,600 (an average of 2% growth per year). The 55+ age group is expected to increase by 71% over this time while the 0 to 9 cohort is anticipated to rise by 68%. Mature and young adults are expected to increase by 15% and 23%, respectively, while youth (ages 10-19) are projected to decline by 14% (i.e. 500 fewer youth).

## Newcastle

Newcastle is poised to double its current population to reach 19,300 persons by the year 2031, adding 9,500 new residents in total. This equates to an average annual growth rate of 6.7%, meaning that Newcastle will experience the greatest proportional rate of growth within Clarington over the next fifteen years. Much of this growth is expected to be made up of young families. Young adults are expected to make up most of the population increase, growing by nearly two times during the planning period. The population of children is also expected to double, while the number of youths is projected to increase by one half. Mature adults and seniors are forecasted to grow by 93% and 47%, respectively, while the number of older adults is anticipated to remain unchanged.

## Rural

Clarington's rural areas include settlement areas (comprised of Orono, Newtonville, Enniskillen, etc.) collectively have a population of 18,700. In contrast to the urban communities, growth in the rural areas amounts to just 1,600 persons representing an annualized growth rate of 0.6%. Growth in rural communities is constrained by lack of servicing infrastructure and legislative restrictions of the Oak Ridges Moraine, Growth Plan for the Greater Golden Horseshoe, and the Ontario Greenbelt.

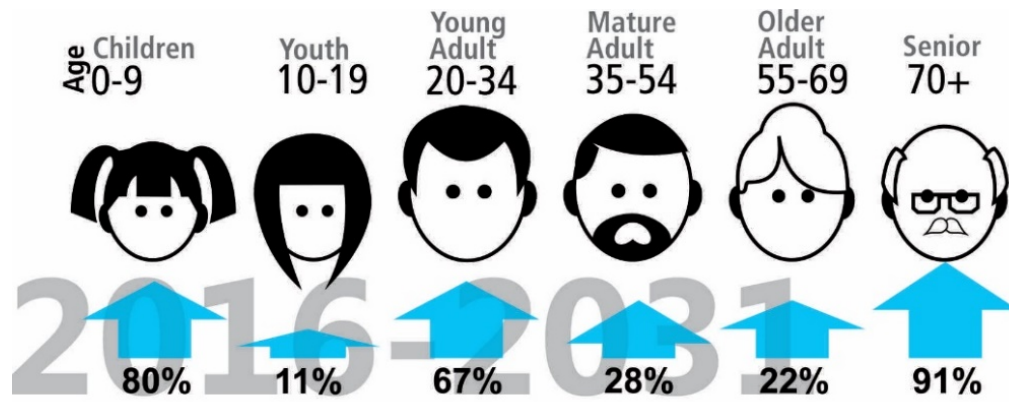
The demographic growth profile of Clarington's rural communities is contrast to its urban settlement areas given that it is forecasted to add 2,230 persons, representing a growth of 12%. The lower level of growth is attributed to declining population among youth, young adults, and older adult cohorts. A majority of the population growth is contributed by seniors and children, which are expected to increase by 77% and 78%, respectively. The population of adults is forecasted to remain unchanged.

## 2.3 Demographic Characteristics of the Population

### Age Profile

Understanding the historical and forecasted evolution of age cohorts within the community is crucial in order to ensure that the Municipality's indoor recreation facilities respond to Clarington's demographic fabric. Statistics Canada recorded Clarington's median age at 38.6 years in 2011, which is younger compared to Durham Region (39.2 years) and the Province (40.4 years). Since the 2006 Census, Clarington's median age increased by two years, suggesting that the Municipality's population is aging as a whole. A review of trends in Clarington's age cohorts between 2006 and 2011 Census periods reveals additional evidence of an aging demographic profile as the number of persons 19 years and under remained the same, while the number of older adults over the age of 55 increased by 26%. This aging of the population is consistent with trends observed across Canada and is expected to continue over the planning period, driven in part by the aging Baby Boom generation.

Figure 3: Projected Population Growth by Age Cohort, 2016 – 2031



Year	2016	2031	Difference
Children	10,280	18,530	8,250
Youth	13,440	14,890	1,450
Young Adult	20,230	33,800	13,570
Mature Adult	25,750	33,010	7,260
Older Adult	15,390	18,850	3,460
Senior	8,430	16,130	7,700
<b>Total</b>	<b>93,520</b>	<b>135,210</b>	<b>41,690</b>

Source: Hemson Consulting, Memorandum to the Municipality of Clarington Re: Clarington Community Forecast Update 2013. January 25, 2013. Age cohort facts exclude net Census undercount.

Looking towards 2031, the greatest proportional growth is attributable to the 70+ and under 10 age groups. The growth in the older age group reflects the Municipality's aging trend while the growth in children reflects ongoing residential land developments that will be attractive to young families. In fact, populations within all major age groups are expected to increase in number placing increasing demands on indoor recreation facilities.

### Household Income

The level of participation in recreation activities is often tied to household income, with participation rates rising with level of income. The N.H.S. reported that Clarington's 2010 median household income of \$83,439 was higher compared to the Region (\$81,119) and the Province (\$66,358). Based solely on income, the Municipality is more likely to be physically active although it is recognized that there are a variety of income levels represented across Clarington.

The N.H.S. records approximately 8% of the Municipality's population as low income. While this proportion is lower compared to the Region (10%) and the Province (14%), the Municipality has made strides in removing financial barriers to participating in indoor recreation activities. There are a number of financial assistance grants including the Financial Assistance Program that provides up to 50% discount on programs or memberships for individuals or families registered with Ontario Works or Ontario Disability Support Program. The Clarington Membership Access Program also provides fitness memberships for persons with disabilities. Financial assistance is

also available through other agencies (e.g. Durham Region Social Services) and non-profit/private sector partners (e.g. Canadian Tire Jumpstart).

### Cultural Diversity

Many cultures view recreation activities as family-oriented experiences and are inclined to pursue such activities together. The N.H.S. reported that approximately 11% of the Municipality's population are immigrants, the majority of whom arrived before 1980 and thus likely well established in Canadian culture. The N.H.S. reported that 6% of residents are visible minorities and 7% of the population speak a non-official language. This suggests that the influx of newcomers observed elsewhere in the G.T.A. has not yet been experienced to the same degree in Clarington. However, immigration trends suggests that the proportion of visible minorities in the Municipality will grow over time, potentially resulting in a need to evolve Clarington's portfolio of indoor recreation facilities to maximize participation and encourage community health among all groups.

As communities across the province become more diverse, there is a need to ensure that opportunities are provided for immigrant and diverse cultural groups and that participation barriers are moved. Research has shown that persons with diverse cultural backgrounds are less likely to participate due to a number of factors such as lack of skill or knowledge, cultural or religious beliefs or traditions, income barriers, isolation, fear of discrimination, and community segregation. Recent immigrants are also less likely to participate in recreation activities due to higher priorities related to employment and financial stability.

A number of communities that are becoming more diverse have explored strategies to remove cultural barriers to participation through ongoing targeted consultation with cultural groups to understand specific challenges to participation, how to overcome these barriers, and what recreational opportunities and services they would like to see offered. Some of the strategies that municipalities have implemented to engage cultural groups include equipment rentals (e.g., ice skates), offering female only swims, promoting the use of municipal multi-purpose spaces for cultural gatherings, and publishing literature in multiple languages.

### Persons with Disabilities

The Canadian Survey on Disability reported that approximately 3.8 million Canadians were living with a disability in 2012, representing 14% of Canadians and 15% of Ontarians. While the number of persons with disabilities in Clarington is not presently quantified, applying this provincial disability rate to Clarington's population suggests that there could be more than 12,000 local residents living with some form of disability. Given these statistics, it is essential that planning associated with the provision of indoor recreation facilities is inclusive of all residents, regardless of their ability.



## 2.4 General Indoor Recreation Facility Trends

Establishing an understanding of existing and emerging indoor recreation facility trends is essential as they may impact local indoor recreation facility needs. A broad range of national, provincial, and regional trends have been observed and are discussed in the following sections, together with its implications on the provision of indoor recreation facility needs in Clarington. A summary of related trends is illustrated in Figure 4.

**Figure 4: Summary of Recreation Trends**



### Participation and Physical Activity

Research shows increasing rates of physical inactivity in Canada. A lack of free time, largely due to busier lifestyles and a number of socio-economic circumstances (such as low income or lone-parent households) have traditionally been the primary barriers to participation for youth and adults. Heavier workloads, competing free-time interests and prevalence of sedentary activities (e.g. from personal electronic devices) have also resulted in less time for physical activity and a greater desire for more flexible and convenient program options.

Increasingly busy lifestyles have altered the leisure habits of many individuals and prompted a general transition from organized to unorganized recreation. Those who experience this “time crunch” are increasingly looking for spontaneous, non-programmed forms of activity that fit into their schedule. This trend has influenced the design of indoor recreation facilities to be more flexible in accommodating both programmable and non-programmable space. It has also contributed to a desire to provide, where possible, both indoor and outdoor recreation facilities in proximity to one another.

The Canadian Fitness & Lifestyle Research Institute notes a declining trend of active participation. In 2012, the Institute reported that 34% of Canadians participated in sports, which is a lower rate compared to previous years. While participation in organized activities (such as minor sports) is still strong in certain categories such as soccer and girls hockey, the 2005 Sport Participation in Canada study observed a noticeable decline in other organized activities, such as baseball, as interests change or people try to find activities that fit within their busy schedules.

Locally, the Municipality has responded to the need for more informal program opportunities such as offering drop-in aquafit, group fitness, and sports such as gymnasium-based activities (e.g. basketball, badminton, etc.) and indoor soccer.

### Aging Infrastructure

In 2006, Parks and Recreation Ontario estimated that between 30% and 50% of recreation facilities were nearing the end of their useful lifecycle. Many recreation facilities were built between 1956 and 1980, with a number of them constructed to celebrate Canada's Centennial year in 1967. Since this period, infrastructure province-wide has been underfunded though these pressures have been somewhat alleviated through recent provincial and federal economic stimulus programs. The Municipality was fortunate to receive nearly \$1 million in federal and provincial funding from the Recreation Infrastructure Canada program towards improvements at the Garnet B. Rickard Recreation Complex (\$495,000), Newcastle Memorial Arena (\$392,395), and arena floor replacement at the Darlington Sports Centre (\$396,000). Most recently, the Municipality secured \$455,000 through the Canada 150 Community Infrastructure Fund to cover half the cost of a renovation of the Garnet B. Rickard Recreation Complex's banquet hall (which will include an expansion of the kitchen facilities, upgrades to the hall, bar, and washrooms, and accessible improvements throughout the facility including an accessible washroom and front entrance).

### Facility Provision Models

Municipal community centres facilitate more than just recreation activities and programs. Many of these facilities are community destinations or hubs of activity where residents from diverse age groups, interests and abilities can access a program, activity, workshop, sport, etc. Today's facility users are more sophisticated than ever before while new residents to Clarington often bring with them expectations for quality and service comparable to their previous communities, the result being greater demands on the Municipality to provide high quality, modern recreation facilities.

Municipalities have been exploring the development of multi-use community facility templates for a number of years, which have yielded numerous benefits compared to traditional stand-alone community facilities. The co-location of complementary indoor and/or outdoor facility components can enhance operational efficiencies and economies of scale, as well as create convenient and centralized activity hubs offering a 'one-stop' destination for all members of a household so that they do not have to travel to multiple facilities. Facilities are also being designed for comfort, particularly in lobbies and other common areas, to accommodate persons not directly participating in activities and facilitating opportunities for social interaction.

Locally, there are several examples of stand-alone and multi-use community facilities across the Municipality. Clarington has embraced the multi-use facility design to focus on enhanced recreation experiences for local residents and regional visitors, evidenced by the construction of the Newcastle & District Recreation Complex that offers an indoor aquatic centre, gymnasium, multi-purpose rooms, children's room, and spaces that facilitate social interaction.

### Physical Accessibility

Municipalities across Ontario have embraced principles of inclusivity through facility design and service delivery. This practice is guided by the *Accessibility for Ontarians with Disabilities Act*

(A.O.D.A.), 2005, which requires municipalities to remove all barriers within municipal facilities by 2025. In doing so, municipalities are required to form Accessibility Committees and adopt accessibility plans, which identify, develop, and prioritize solutions to remove barriers from municipal facilities. Moreover, amendments were recently made to the Ontario Building Code through Ontario Regulation 336/13 to enhance accessibility in buildings. A number of new standards and requirements were added to support barrier-free design within new construction and buildings requiring extensive renovations, including barrier-free washrooms, pool areas, visual fire safety devices, and more.

Guided by the 2013-2017 Multi-Year Accessibility Plan, the Municipality has been diligent in removing barriers at all levels to remain inclusive of all residents. Clarington's most recent achievements are highlighted in the 2014 Status Update, which primarily centred on removing barriers to employment, information and communications, and general staff training. Ensuring that these areas are accessible continued during 2015 in addition providing opportunities to engage persons with disabilities in the design of public spaces. For example, the recently renovated Alan Strike Aquatic and Squash Centre boasts a number of accessible features such as an elevator, accessible pool lift, viewing areas, and accessible washrooms. The Municipality's capital budget also identifies a number of future retrofit projects at the Newcastle & District Recreation Complex and Courtice Community Complex including aquatic wheelchairs and accessible transfer lifts. As previously described, accessible washrooms are also being added to the Garnet B. Rickard Recreation Complex after receiving funding from Canada 150.

### Environmentally Friendly Facility Design

Environmental concerns are a top of mind issue among many Canadians as there is an increasing need to maximize the efficient use of resources. Many municipalities have demonstrated environmentally conscious awareness in the design of new facilities that utilize state-of-the-art technologies to enhance environmental efficiency. The design of environmentally friendly facilities is promoted by the Canadian Green Building Council, which governs the Leadership in Energy and Environmental Design (LEED) rating system in Canada. To obtain LEED certification, a facility must meet rating standards in sustainable development, water savings, energy efficiency, materials, and indoor environmental quality. BOMA BEST is another sustainability certification program that is a voluntary, national program designed to assess environmental performance and management of existing (primarily commercial) buildings.

While the Municipality does not currently have any LEED certified recreation facilities, it has been active in ensuring that the LEED principles are incorporated into the design and construction (or renovation) of municipal facilities. The Municipality's Energy Management Plan also provides guidance to improve energy efficiency with its facilities. Most recently, renovations to the Alan Strike Aquatic and Squash Centre (formerly known as the Clarington Fitness Centre) was completed in September 2015 that included energy and environmental efficiency features including designs that maximize natural lighting throughout the facility, LED lighting retrofits, and upgrades to several mechanical and electrical components to high efficiency systems.

## Section 3. Public Engagement

A comprehensive public engagement strategy was developed outlining the consultation sessions to be undertaken for the Facilities Strategy. Each technique was strategically designed to maximize community involvement and tailored to seek feedback from a variety of audiences. Considerable input was received that helped to establish an understanding of perceived indoor recreation facility needs, opinions, and priorities of the public and stakeholders. Input from consultations, together with input from the Project Team, was considered in a manner so that the Facilities Strategy is responsive to community needs and is consistent with the Municipality's strategic directives.

Public Engagement tasks undertaken for this Facilities Strategy are highlighted below:

- Public Information Centres – September and October 2015
- Staff Workshop – September 29, 2015
- Interviews with Mayor and Council – October and November 2015
- Stakeholder Focus Group – October 13, 2015

The following summarizes the most common themes that were heard throughout the consultation process. These themes, together with the other comments received throughout the process, will be used to inform the second phase of the project.

- The Municipality's indoor aquatic centres were among the most popular indoor recreation facilities in Clarington.
- Indoor recreation facilities where people can spontaneously drop-in and participate in non-structured activities were commonly requested such as indoor aquatic centres, fitness centres, indoor walking tracks, gymnasiums, hard surface courts, and more.
- Residents desired multi-use indoor recreation facilities where families can be active together under one roof.
- Some of Clarington's indoor recreation facilities are aging and in need of updating to respond to evolving recreation facility needs (e.g., appropriately-sized facilities) or to offer modern amenities (e.g., with sufficient parking, spectator seating, lighting, storage, etc.).
- There is a need for upgraded (and additional) arenas in Clarington to support growing demand.
- Indoor recreation facilities that support field sports and winter training were desired, particularly for baseball and lacrosse.
- Ensuring that indoor recreation facilities are physically accessible (e.g., accessible viewing areas) should be a priority.
- Municipal staff are friendly, helpful, and are greatly appreciated.

Of note, input from the public engagement phase should not be construed as recommendations nor has the public input been altered even in instances where comments may incorrectly reflect the Municipality's actual policies, practices, or level of provision.

### 3.1 Public Information Centres

Public Information Centres (P.I.C.s) were held in Courtice, Bowmanville, Orono, and Newcastle in September to ensure that residents have convenient and accessible locations. These four P.I.C.s were led by the Consultants to introduce the project to the public and to provide an opportunity for residents to provide their input for the Strategy. Following these P.I.C.s, a number of pop-up sessions were run by municipal Staff at community facilities in October to provide additional input opportunities for residents who were unable to participate at the initial P.I.C.s.

Each P.I.C. was facilitated as an informal event to allow residents to drop-in at their convenience, review background information presented on the display boards, and provide their comments. Participants at each P.I.C. were asked to respond to three broad questions pertaining to what they like most about indoor recreation facilities in Clarington, how the Municipality can improve existing indoor recreation facilities, and what indoor recreation facilities are missing in Clarington. This section summarizes the comments collectively received from all P.I.C.s.



#### Indoor Recreation Facility Values

A general consensus was found when participants were asked to identify what aspects they like most about Clarington's indoor recreation facilities. Many residents stated that the municipal staff are the most important part of Clarington's indoor recreation facility system, noting that they are friendly, helpful, and greatly appreciated in delivering high quality services. A number of people indicated that municipal indoor recreation facilities are clean, comfortable, and convenient. The variety of programming for a broad range of age groups and interests was also mentioned.

#### Improved and Desired Indoor Recreation Facilities

Participants were asked to identify what types of indoor recreation facilities are missing or needed at existing locations. A broad range of facility components were identified such as larger gymnasiums, equipment-based fitness centres with supporting studio rooms and walking tracks, indoor aquatic centres, arenas, and gymnasiums. Some participants also



desired indoor sports fields to support growing participation in field sports and the demand for off-season training. A variety of programming needs were also suggested.

In addition to these facility requests, participants felt that there is a need to undertake renovations and improvements to existing facilities in order to update and modernize Clarington's aging facilities. Specific mentions included improving viewing areas, lighting, and parking, in addition to the need to ensure that public areas are physically accessible and barrier-free to accommodate persons with disabilities.

Participants also suggested that future indoor recreation facilities should be designed as multi-use facilities to ensure that there are a variety of opportunities at one location that appeal to all family members. It was identified that facility components should also be flexible to accommodate multiple activities in order to maximize their use. Comments were also made to include cultural opportunities within existing or future indoor recreation facilities to capture a more holistic view of community leisure, such as integrating of library or arts spaces.

Following the presentation of the Facilities Strategy to Council, Community Services staff will share the report with the public and keep them informed as the facility development program progresses.

### **3.2 Staff Workshop**

To ensure that Municipal staff are engaged in the preparation of the Strategy, a roundtable discussion with Municipal staff was held on September 29, 2015 to solicit the opinions and perspectives of participants. The workshop gathered staff input regarding community needs, priorities, challenges, and opportunities with respect to the provision of indoor recreation facilities. Participants included Community Services Department managers, coordinators, and frontline staff who play a vital role in the provision of indoor recreation facilities.

#### **Indoor Recreation Facility Strengths**

Municipal staff expressed that there is a strong distribution of indoor recreation facilities. This is particularly crucial given Clarington's large geographic area and dispersed urban settlements. Municipal staff are also proud of the ability to maintain Clarington's indoor recreation facilities to a high standard and to maximize facility use, particularly during prime time hours.

#### **Indoor Recreation Facility Challenges**

A number of challenges were identified with respect to indoor recreation facilities, including the ability to provide adequate facility space to accommodate Clarington's growing population. Staff indicated that storage was a challenge, particularly given that some spaces serve multiple purposes that require a range of supplies and equipment. Consistent and reliable access to facilities offered by community partners has also been an issue, such as school and community halls. In order to accommodate some of this demand, it was suggested that underutilized community facilities could be repurposed; however, staff have indicated that this may also be a challenge to identify the appropriate facilities and gain public support for specific facility needs. Other challenges expressed by staff include underutilized non-prime time hours, competition



from neighbouring municipalities, and facility spaces that are not appropriate for user needs (for the latter, it is noted that recent conversion of the Courtice Community Complex banquet hall and pending renovations at the Garnet Rickard Complex will both provide more appropriate programming space).

### Indoor Recreation Facility Opportunities

Municipal staff suggested several opportunities to improve existing indoor recreation facilities to meet the needs of current and future Clarington residents. Ideas included expanding facility amenities to provide larger dressing rooms and storage space, providing meeting areas to gather and socialize such as viewing areas and lobby spaces, and repurposing underutilized spaces to more in demand facilities that respond to leisure trends, among other suggestions.

## 3.3 Stakeholder Focus Group

In October 2015, a Focus Group was held to engage key stakeholders and obtain specific insights into facility demand/needs, facility pressures, and the current state of Clarington's indoor recreation facilities. This session provided an opportunity for organizations to network with each other through which the expression of creative ideas was encouraged. A total of nine representatives attended the focus groups.

### Strengths of Clarington's Indoor Recreation Facilities

When participants were asked to describe the strengths of Clarington's indoor recreation facilities, it was clear that there are many positives aspects of the Municipality's facilities. The ability for Clarington's indoor recreation facilities to serve as community hubs was raised, particularly when both indoor and outdoor recreation facilities co-located in one spot. The strength of the community's spirit and support was also expressed, as many of the events are well attended by spectators. Participants also felt that Clarington's facilities have good viewing and spectator areas, with specific reference to the Municipality's indoor aquatic facilities. Clarington's multi-purpose spaces have also been beneficial to facility users, as well as the dryland training space that is available. The presence of private sector amenities within municipal facilities, such as the Pro Shop, was also a strength to the indoor recreation facilities.

### Perceived Challenges of Clarington's Indoor Recreation Facilities

When participants were asked to identify challenges associated with Clarington's existing supply of indoor recreation facilities, some felt that there was a lack of available pool and arena rental opportunities during prime time hours. The need to update existing indoor recreation facilities was also expressed as participants felt there were many inadequacies such as the lack of dressing rooms for accommodating male and female participants, simultaneously, lack of referee room and storage space, and limited dryland training space. With respect to indoor aquatics, participants felt that there is a lack of deck space and appropriate starter blocks. Generally speaking, attendees felt that keeping up with indoor recreation facility demands will be an on-going challenge as the Municipality continues to grow.

### Expanding Clarington's Offering of Indoor Recreation Facilities

Participants were asked what new indoor recreation facilities or additions to existing facilities are needed to meet current and future facility needs. Participants suggested that the Municipality should consider repurposing older facilities to better meet needs. Specific requests were made for additional ice pads as participants indicated that residents are currently participating outside of the Municipality to meet their needs. There was also a general need for indoor recreation space to accommodate the increasing number of children and youth seeking activities such as hockey, soccer, and basketball.

### Top Priorities

When participants were asked to identify the top priorities for Clarington's indoor recreation facilities, a fitness facility was a top of mind space – similar to the fitness facility found at the Courtice Community Complex. Participants felt that there is a need for youth fitness opportunities including cross-fit training, studio space, and equipment-based opportunities. Other priorities to consider is a rock climbing wall and incorporating facility amenities such as wireless internet.

Following the presentation of the facilities strategy to Council, Community Services staff will share the report with stakeholders and keep them apprised as the facility development program progresses.

## 3.4 Interviews with Mayor and Council

One-on-one interviews with the Mayor and members of Council obtained their input, priorities, direction, and vision for the Strategy. Council members were encouraged to bring forward ideas and to identify "hot button" issues raised by their constituents. Due to the confidential nature of these interviews, statements attributable to specific Councillors will not be reproduced; however, the findings and suggestions emerging from all discussions are considered in the context of this Facilities Strategy, where appropriate.

## Section 4. Indoor Recreation Facility Needs

This section explores the need for indoor recreation facilities falling under the purview of this Strategy. Indoor recreation facility needs are evaluated in conjunction with market trends, public input, and utilization data provided by Municipal staff. Facility benchmarking has been undertaken to evaluate how the Municipality's service levels compare with other communities in southern Durham Region including Ajax, Oshawa, Pickering, and Whitby.

### 4.1 Summary of Indoor Recreation Facilities

#### Alan Strike Aquatic and Squash Centre

The Alan Strike Aquatic and Squash Centre, formerly known as the Clarington Fitness Centre, opened in 1982 and recently underwent a major renovation and expansion that was completed in September 2015. The facility is connected to a secondary school operated by the Kawartha Pine Ridge District School Board. Recent facility improvements include enhancements to the façade, viewing areas, main entrance and lobby, pool area, energy efficient mechanical and electrical equipment, and the building's accessibility (such as an elevator and washroom). Renovated areas also maximize the amount of natural light entering the facility.



Now with a total size of 1,268 square metres, the facility is centred around a 25 metre, six lane rectangular pool and two international squash courts that are complemented by change rooms, whirlpool, sauna, program and meeting space, and administrative areas. Based on observations and site visits, the building footprint is built out to its boundaries and unlikely to accommodate further expansion.



### Bowmanville Indoor Soccer Facility

The Bowmanville Indoor Soccer Facility was built in 2005 and is approximately 3,592 square metres in size. Its indoor sports field (180' x 80') can be partitioned into two smaller fields and is supported by four change rooms, a referee room (presently being utilized for storage), and a meeting room. The perimeter of the soccer field is used as an indoor walking loop.

Outdoor recreation facilities co-located onsite include a lacrosse bowl, ball diamonds, and soccer and football fields. Site visits suggest there is potential to accommodate future indoor recreation expansion, most likely to the north of the existing building footprint.



### Courtice Community Complex

Constructed in 1997, the 4,366 square metre Courtice Community Complex contains an indoor aquatics centre with two pool tanks (a 25 metre, 6 lane pool, a separate teaching pool, and a whirlpool and sauna). This facility underwent an expansion in 2001 to include a full service fitness centre, aerobics studio, and change rooms. In 2015, the Clarington Public Library renovated and expanded the library branch space at this location. The Municipality has recently renovated the former banquet hall into dedicated older adult program space while the formerly leased space adjacent to the fitness studio has been repurposed to accommodate group fitness and recreation programs.



There appears to be some potential to expand the building footprint to the west over the existing soccer field, if so required.

### Darlington Sports Centre

The Darlington Sports Centre is one of the Municipality's oldest recreation facilities, originally constructed in 1975. It is a single pad arena (the rink is undersized at 175' x 78') with four change rooms and seating for up to 300 spectators, occupying 3,057 square metres in total. The arena was refurbished in 2011 with a new concrete pad and related mechanical systems, façade updates and accessibility retrofits. This site does not appear conducive to future building expansion due to a lack of space adjacent to the existing building and a lack of municipal servicing (water and sewers).



### Garnet B. Rickard Recreation Complex

The Garnet B. Rickard Recreation Complex was constructed in 1988 and expanded in 1998. It is a twin pad arena with NHL regulation ice pads (200' x 85') with six dressing rooms per side and spectator seating for 1,000 and 325 on Pads A and B, respectively. The 8,230 square metre facility is home to a Junior C hockey club, Junior B and C lacrosse clubs, and functions as an emergency evacuation centre. Other facilities include a banquet hall and two multi-purpose spaces. Discussions with Municipal Staff indicate that ice plant was replaced in 2011 and while Pad B is generally in good condition, Pad A is beginning to show signs of deterioration as it is also utilized for floor-based events and trade shows. The banquet hall will soon be renovated and expanded with an updated kitchen and accessible washrooms.



The site's current configuration restricts any major expansion of the building footprint unless the ball diamonds were to be relocated.



### Newcastle & District Recreation Complex

Newcastle & District Recreation Complex was constructed in 2008, with its 8,775 square metres of indoor recreation space comprised of a 25 metre, 6 lane rectangular pool, teaching pool, whirlpool and sauna, full gymnasium, four multi-purpose spaces, and a children's activity room. Recent improvements include replacing the floor in the multi-purpose rooms to a more suitable surface to better accommodate fitness classes. The building was designed in a manner that would readily allow future expansion to the west in order to provide additional indoor recreation space if/when required.



### South Courtice Arena

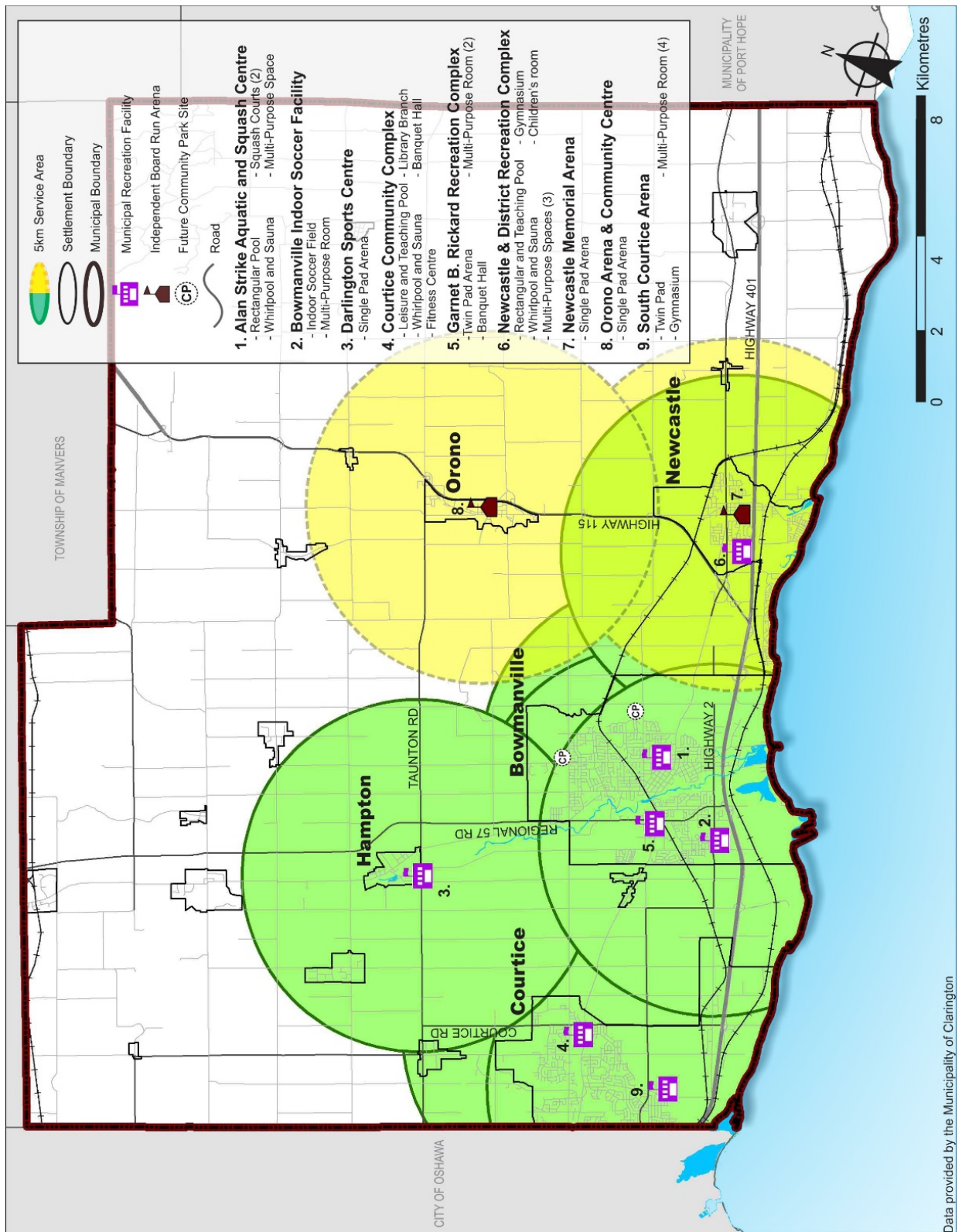
The South Courtice Arena was constructed in 2003. This 8,031 square metre facility contains a twin pad arena with an Olympic size rink (200' x 100') with six dressing rooms, an NHL regulation rink (200' x 85') with six dressing rooms, a small half court gymnasium, and program and meeting space. The building was designed in a manner that would readily allow future expansion of indoor recreation space to the east.



Figure 5 illustrates the geographic distribution of existing indoor recreation facilities that are considered in this Facilities Strategy as well as the identification of arena board operated facilities in Orono and Newcastle. A 5 kilometre radius illustrates service coverage of each facility, generally representing a 10 minute drive.



Figure 5: Distribution of Indoor Recreation Facilities



Note: Stand-alone community halls not shown. Orono and Newcastle Arenas (board-run) shown for illustrative purposes only but are not contained in the scope of this Strategy.

## 4.2 Indoor Aquatics

### Supply

Indoor aquatic centres are located in the Bowmanville, Courtice and Newcastle settlement areas resulting in a large proportion of Clarington's residents living within proximity to an indoor pool. All three indoor aquatic centres contain a 25 metre, 6 lane pool with whirlpool and sauna areas. The Courtice Community Complex and Newcastle & District Recreation Complex also have separated teaching pools. The Alan Strike Aquatic & Squash Centre is designed to accommodate competitive lane swimming (the Newcastle pool is also conducive to competitive swimming but has a leisure component attached to it).

### Planning Context

Swimming is an essential life skill, particularly in waterfront communities such as Clarington where access to Lake Ontario is available at many points along the southerly limits of the Municipality, magnifying the importance of water safety and swimming instruction. Clarington provides one indoor aquatics centre per 31,767 residents and achieves the highest level of service in southern Durham Region (average of one indoor aquatics centre per 48,865 residents).

**Table 2: Benchmarked Municipal Indoor Aquatic Centres**

<b>Municipality</b>	<b>Population</b>	<b>No. of Indoor Aquatic Centres</b>	<b>Service Level</b>
Ajax	121,900	3	40,633
Pickering	95,800	2	47,900
Oshawa	160,900	4	40,225
Whitby	133,400	2	66,700
<b>Average</b>	<b>128,000</b>	<b>3</b>	<b>48,865</b>
Clarington	95,300	3	31,767

Pools are highly valued among residents that participated in the community consultation process, with particular references made to the high quality of the Newcastle & District Recreation Complex. Some P.I.C. attendees also expressed a desire for a larger pool in Courtice although no explanation was provided. Input received from aquatic user groups echoed themes from the P.I.C.s with emphasis also placed on creating additional deck space and installing proper starting blocks for swim club-based programs and competition training.

Time and again, research has found that swimming is one of the most popular leisure activities as it can be pursued at all life stages (e.g. from infants to seniors) and by a range of abilities, resulting in high demands. For example, growth in older adults and seniors are driving the demand for warmer water and therapeutic pools, while at the other end of the spectrum, young families generally desire smaller teaching pools suitable for infants and young children (often with waterplay features being incorporated to add a 'fun' element). In particular, the pools in Courtice

and Newcastle have been designed with multiple tanks and are co-located with complementary facilities such as fitness centres, group fitness studios, gymnasium, and multi-purpose space.

### Utilization

A range of registered aquatic programs are available at each location including learn to swim, aquatic fitness (aqua-fit), and private/semi-private lessons. Both registered and drop-in swimming pursuits have been strong with key findings between 2010 and 2015 including:

- Participation in registered programs increased by 85%, driven in large part by pre-school and school age aquatic programs that collectively added 2,800 new participants.
- Aqua-fit, private and semi-private lesson registrations moderately grew, while participation in adult swimming programs declined by 21%.
- The average program fill rate increased from 73% in 2010 to 81% in 2014 with the Municipality adding programs to accommodate increasing participation. Although the average fill rate suggests that some capacity exists to accommodate additional registrants, capacity in some programs is constrained to a greater extent than for others (e.g. little capacity is presently available for preschool, private and semi-private programs).
- Participation in drop-in swimming experienced a slight decline, with over 66,000 swims recorded in 2015, down 19% (-14,774 swims) from 2010.
- Participation in registered and recreation swimming is strongest at the Newcastle & District Recreation Complex where participation in registered programs increased by 150% to reach 6,450 participants. With the Municipality significantly increasing its registered aquatic program capacity in Newcastle between 2014 and 2015 (possibly to accommodate programs displaced during the Alan Strike Pool renovation), this could explain the considerable drop in the number recreational swims in this one year period (20,000 fewer drop-in swims between 2014 and 2015) as recreational swims had been trending upwards in the years prior.
- Registered swims at the Courtice Community Complex grew by 41% with 1,000 participants, while the number of drop-in visits increased by 10% to reach 23,081 swims.
- The Alan Strike Aquatic and Squash Centre is the least used pool for municipal programs and drop-in swims because of the pool tank design with no ramp access and no shallow pool depth for younger participants. For this reason, it is the home location for the Clarington Swim Club who like the six lane rectangular design of the pool. Registered and drop-in swims declined by 44% and 48%, respectively, noting that 2014 and 2015 participation levels were impacted by the facility's closure during renovation.
- The Municipality's Swim/Skate pass grew nearly five-fold, with 37,499 passes issued in 2015.

### Facility Needs Assessment

Clarington's existing supply of indoor aquatics facilities achieves a strong level of service in terms of geography and on a population basis (one aquatic centre in each of the urban settlement areas and the highest service level in southern Durham Region). A service level target of one indoor

aquatic centre per 35,000 population was employed at the time the Newcastle indoor pool was constructed, a level of service that if maintained will be sufficient to meet needs until the Municipality achieves a population of 105,000 (projected to occur in the next four to five years).

A revised level of service target is recommended as the Clarington continues to grow, adjusting to a range of one indoor pool per 35,000 to 40,000 population now that the Municipality has strong distribution in geography, has achieved a critical mass in facility provision for each urban settlement, and there is a slight degree of programming capacity available. The higher end of this range at 1:40,000 is consistent with many G.T.A. communities and remains well above the south Durham average. Based on this level of service, the Municipality's pool supply would be sufficient until a population threshold of 120,000 is reached (expected eight to ten years from now).

By the end of the planning period in 2031 when the population is forecasted to reach 140,400 residents, the Municipality is projected to have a deficit of between 0.5 and 1.0 indoor aquatic centres, depending on whether the historical 1:35,000 or the adjusted 1:40,000 service level is applied. However, geographic distribution to population remains a key factor with future pressures for indoor aquatics expected to be greatest in Bowmanville for two primary reasons:

- 1) The population of Bowmanville is projected to be 64,200 by 2031, well above the targeted provision standard placing significant pressure on existing all aquatic facilities, particularly the A.S.A.S.C. which has a limited ability to meet broad community needs due its pool tank design limitations. Other urban areas, on the other hand, are projected to achieve service levels between 1 per 36,000 and 40,000 by 2031 (within the recommended provision target).
- 2) The A.S.A.S.C. pool only has a single tank whereas the other two facilities are larger and have multiple tanks which allows the latter to accommodate more users than the former and expanded programming capacity.

Community	Service Level (2016)	Service Level (2026)	Service Level (2031)
Bowmanville	1 : 40,500	1 : 55,100	1 : 64,200
Courtice	1 : 28,100	1 : 33,900	1 : 36,600
Newcastle & Rural	1 : 28,500	1 : 34,900	1 : 39,600
<b>Municipality of Clarington</b>	<b>1 : 32,400</b>	<b>1 : 41,300</b>	<b>1 : 46,800</b>

Note: service level based on the 3 existing indoor aquatic centres and population forecasts prepared by Hemson Consulting, 2013.

The recommended implementation strategy is to:

- a) Renovate and expand the Courtice Community Complex's indoor aquatics centre in a manner that increases its programming capacity and alleviates growth-related pressures in the short to medium-term. As this is a lesser cost action than constructing a new aquatics facility, this action allows the Municipality additional time through which Development Charges can be collected towards a new indoor aquatics facility while addressing short-term needs through a capacity expansion of an existing asset.

- b) Develop a new indoor aquatics centre after the Municipality's population reaches a minimum of 140,000 persons (estimated in 2030), at which time the deficit will be equivalent to between 0.5 and 1.0 indoor aquatic facilities on a municipal-wide basis.

When looking specifically at Bowmanville, its population is projected to reach around 62,000 by the year 2030 resulting in a deficit equivalent to between 0.5 and 0.8 indoor aquatic facilities (geographically relative to Bowmanville's population). Prior to construction of a Bowmanville aquatics facility, provision of a new indoor aquatics centre should be reconfirmed through master planning and/or business planning exercises. The proposed supply of four indoor aquatic centres would result in a service level of 1 per 35,100 by the year 2031 across the entire Municipality, congruent with the historical provision target but with capacity anticipated to accommodate some additional population growth beyond the planning period of this Facilities Strategy.

The preferred site for a new indoor aquatics centre is the Bowmanville Indoor Soccer Facility since it has sufficient land available onsite to accommodate expansion to its respective footprints. Since arena and gymnasium expansions have also been touted for existing facilities (as discussed in subsequent sections), securing new lands for a future indoor aquatics centre is not advanced due to existing co-location potential (a stand-alone indoor aquatic centre is not recommended).

A new indoor aquatics centre in Bowmanville, if designed in a manner that is similar to the Newcastle pool, has the potential to impact utilization of the A.S.A.S.C. as residents and possibly competitive swimmers would strongly favour a modern new pool for its amenity value. That said, a new pool creates additional and/or expanded opportunities to increase times dedicated to competitive swimming and other pool programs not currently being offered with limited time at the A.S.A.S.C. This highlights the importance of confirming existing facility capacity and facility needs prior to construction at a time closer to when the overall population reaches 140,000 people to ensure that the timing of a new aquatic centre does not result in significant negative impact on the A.S.A.S.C. (e.g. potential for the pool to be underutilized during non-prime and shoulder-prime hours, as well as impact financial performance since aquatic programming tends to drive revenues to a greater degree than rentals to affiliate users).

### **Future Directions: Courtice and Newcastle**

No changes are currently envisioned for the Newcastle & District Recreation Complex aquatic centre as the facility is still relatively new. Future efforts will be focused on general and on-going maintenance of the facility.

To address future growth needs in Courtice and surrounding areas, the Courtice Community Complex's existing aquatic centre should be evaluated for opportunities to improve its aesthetic and functional components. At a minimum, the following options should be considered at the Courtice Community complex within the next seven years:

- **Reconfiguring the teaching pool** as its present depth and dimensions limit its capacity to deliver simultaneous programming – the teaching pool could be redesigned in a manner similar to that found in Newcastle.



- Integration of a **warmer water therapeutic/rehab pool** (either integrated as part of the aforementioned teaching pool or constructed as a separate tank) would offer logical synergies with the other 55+ programs that will become a greater area of focus with the Municipality's move to make the Courtice Community Complex a hub for older adult programming.
- **Enlarging the change rooms**, particularly the family change room which by accounts from consultations is too small in relation to the level of use that it receives – alternatively, the area occupied by the existing change rooms could be integrated within the natatorium to provide additional aquatic space, with new change rooms being rebuilt through an expansion.

Expansion of the building footprint will likely be required depending upon the type/scale of improvements undertaken. A westerly expansion of the community centre appears possible (consuming the existing soccer field). Of note, some projects have already been completed for the Courtice Community Complex in the Municipality's 2015 capital budget, including re-grouting pool tiles, deck lighting, new dressing room countertops, and purchasing a water wheelchair.

### **Future Directions: Bowmanville**

Municipal Staff note that recent renovations to the A.S.A.S.C. were implemented with the intent of extending its lifecycle by a minimum of ten years. If the A.S.A.S.C.'s end of useful life coincides with the construction of the proposed new aquatics (proposed thirteen to fifteen years from now based on population projections), the new aquatics centre would function as a replacement to the A.S.A.S.C. No net gain in the number of aquatic centres would mean that the service level in Bowmanville would remain lower compared to other settlement areas recognizing, however, that functional limitations of the A.S.A.S.C. pool means it does not contribute the same level of service as do the pools in Courtice or Newcastle. In fact, the A.S.A.S.C. cannot be expected to fully accommodate growth-related demands of the population beyond competitive swimming due to the functional constraints that limit barrier-free access, inability to integrate warm water uses, etc.

This brings about two primary issues that the Municipality will have to explore at the time at which the recommended master planning and/or indoor aquatics business planning exercises are conducted to confirm the need/design/site for the proposed new aquatic centre.

- 1) Assuming that further renewal of the A.S.A.S.C. pool is neither structurally feasible and/or fiscally responsible, at that future time the Municipality would need to consider options to either **repurpose the space to a non-aquatic use or engage in discussions with the School Board** to determine whether school enrollments are such that the School Board sees value in purchasing the facility from the Municipality for delivery of its educational curriculum. Proceeds from the sale of property could be reinvested back into new recreation facility construction.
- 2) There will likely be considerable pressure placed on the proposed new aquatics centre in Bowmanville having to service over 64,000 persons in that community, if/when the A.S.A.S.C. pool is decommissioned. Furthermore, another new aquatics centre (i.e. a total future supply of 4 aquatics centres) would be required to attain Municipal-wide service

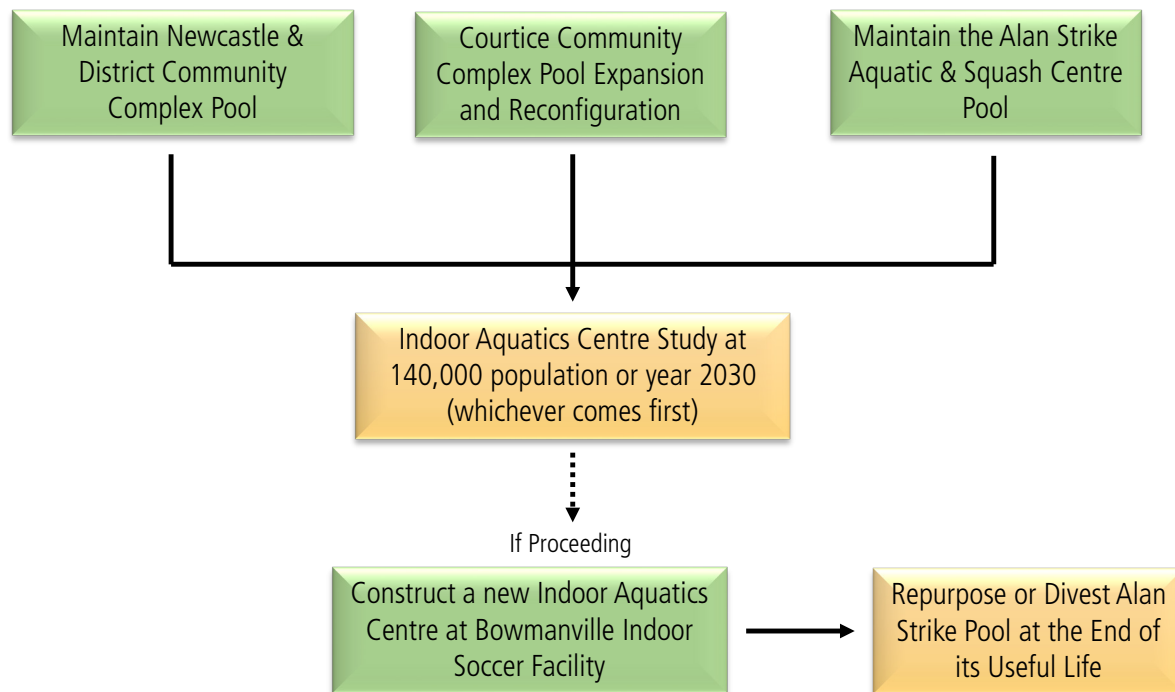
level standards of 1:35,000 to 1:40,000 meaning that **the Municipality must be prepared to construct an aquatic centre shortly after the planning period** associated with this Facilities Strategy (i.e. post 2031). Fortunately, the Municipality has identified a couple of future Community Park sites in Bowmanville (see Section 5.2) that are potential options to consider new indoor facility development.

In the interim period between when the A.S.A.S.C. pool can continue to effectively and safely function and the time at which reaches the end of its useful life, it should continue to be operated by the Municipality. The A.S.A.S.C. pool could also continue to operate for a period of time after the proposed new aquatics centre in order to relieve any pressures and bridge the gap in time between if/when a second new indoor aquatics centre is constructed in Bowmanville after the current planning period. Continued operation of the A.S.A.S.C. pool is only recommended where the Municipality can direct minimal investments into health and safety-related improvements (i.e. a catastrophic mechanical or structural failure would provide the impetus to close the facility).

### Summary of Indoor Aquatic Facility Directions

1. Enhance the Courtice Community Complex indoor aquatics centre in the 2024 time frame to facilitate a greater range of learn-to-swim, aquatic fitness and/or aquatic rehabilitation programming. This would involve reconfiguring the existing natatorium and expanding it to the west, depending upon improvements undertaken, as well as enlarging change room areas.
2. Construct a new indoor aquatics centre at the Bowmanville Indoor Soccer Facility once the Municipality of Clarington's population reaches 140,000, subject to the following:
  - a. Reconfirming the need for a new aquatic centre shortly before this population threshold is reached or by the year 2029 (whichever comes first) through a feasibility analysis and architectural plan to reflect community needs at that time.
  - b. Operating the Alan Strike Aquatic & Squash Centre until it reaches the end of its useful life, so long as the pool continues to attract a sustainable degree of use and renewal costs can be relegated to basic health and safety requirements. At the end of the pool's useful life, the Municipality should confirm potential adaptive re-use possibilities as well as determine whether the School Board has an interest in purchasing the building to deliver its ongoing curriculum.

### Indoor Aquatic Facility Development Scenario Illustrated



## 4.3 Arenas

### Supply

Clarington operates five ice pads located at the Darlington Sports Centre (1), Garnet B. Rickard Recreation Complex (2), and South Courtice Arena (2). The Municipality also owns two ice pads at the Orono Arena & Community Centre and Newcastle Memorial Arena that are operated on its behalf by independent arena boards resulting in a total of seven ice pads located in Clarington. Collectively, all of these arenas achieve excellent geographic distribution, serving all residents living within the Municipality's urban centres within a 10 to 15 minute driving distance.

As per the Terms of Reference for this Facilities Strategy, the board-operated arenas in Newcastle and Orono are not included under the scope of assessments and thus no recommendations will be made for them.

### Planning Context

Organized hockey across Canada has experienced declining participation levels since a registration peak in the 2008/09 season,<sup>4</sup> driven by a number of factors such as escalating costs (of equipment, travel, and rental/registration fees), greater concerns over safety, and immigration from non-hockey playing nations. Recreational skating remains a popular activity for those learning to skate or seeking an occasional leisure time pursuit, but generally represents a small portion of overall arena use.

<sup>4</sup> Hockey Canada. Annual General Meeting Reports.

The Public Information Centres revealed interest from some residents for additional ice pads due to perceived limitations in booking desired ice times, most specifically at the Rickard Complex and at the South Courtice Arena. Some attendees also expressed a desire for an arena to be added to the Newcastle & District Recreation Complex. The focus group which included representation of some arena user groups also expressed demands for additional prime time access to support growing programs (such as female hockey) and participant bases. Due to challenges with booking ice in Clarington, some groups stated they use facilities in other municipalities to accommodate their needs which they believe should be accommodated within Clarington; with Oshawa recently decommissioning its Children's Arena in 2015, this could affect certain Clarington users and increase demand for local ice opportunities. Additionally, users requested additional/larger dressing rooms (male and female), as well as storage space, referee rooms, and dryland training space.

At present, including the board-run arenas as part of the total supply, Clarington provides the second highest level of service in southern Durham Region.

**Table 3: Benchmarked Municipal Ice Pads**

<b>Municipality</b>	<b>Population</b>	<b>No. of Ice Pads</b>	<b>Service Level</b>
Ajax	121,900	5	24,380
Pickering	95,800	5	19,160
Oshawa	160,900	8	20,113
Whitby	133,400	10	13,340
<b>Average</b>	<b>128,000</b>	<b>7</b>	<b>19,248</b>
Clarington	95,300	7	13,614

## Utilization

Municipally operated arenas (i.e. excluding board-run facilities in Newcastle and Orono) have achieved strong levels of use over the past five seasons, averaging 93% prime time utilization rate.<sup>5</sup> The prime utilization rate for the current 2015/16 season is estimated to be in the 92% range based on current allocations and schedules. Other key utilization trends gleaned from municipal reporting include:

- The prime utilization rate on weekdays is estimated at 93% for the 2015/16 winter season, which is considered to be strong but a general downward trend is being observed as weekday prime utilization was 97% in 2011/12.
- Conversely, weekend prime time bookings have generally fluctuated between 91% and 95% over the past five seasons. Among all prime times available during the week, there

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<sup>5</sup> The Municipality defines prime time hours as 5 p.m. to 11 p.m. on weekdays and all day on weekends. Data reflects bookings between October and February to reflect peak season usage (actual arena season runs from September to March) excluding holidays, maintenance, and other times arenas were closed.

appears to be capacity to accommodate additional usage on weekends before 8 am and after 10 pm (during the less desirable shoulder hours).

- Prime time usage across each ice pad has largely been stable ( $\pm 150$  hours) as have corresponding prime time utilization rates ( $\pm 3\%$ ).
- In addition to community rentals, the Municipality delivers a range of recreational skating programs, including public skating, shinny, and parent and tot skating (primarily during non-prime hours). Participation in recreational programs has collectively grown by 60% (+12,000 visits) since 2010 largely in public skating (including Skate 55 and Parent and Tot) and adult shinny. Ticket Ice bookings for figure skating groups declined by 78%. Opportunities to expand or increase the number of ice programs offered by the Municipality is somewhat limited by the relatively high utilization of prime time ice rentals.
- While Clarington Staff's review of ongoing 2016/17 season suggests that bookings are slightly down compared to the previous season, actual utilization will not be available until the current season ends in Spring 2017 and Municipal Staff have indicated they could potentially make use of any unbooked times for municipal programming.

### Facility Needs Assessment

Previous studies undertaken for the Municipality have used a service level target of one ice pad per 700 to 750 registered players to determine arena needs. The Municipality indicates that there were 3,620 players registered during the 2015/16 ice season using municipally-operated arenas (i.e. 5 ice pads). These stated registrations excludes arena users that exclusively use the ice pads operated by the independent arena boards including, but not limited to, the Newcastle Village Minor Hockey Association, Orono Figure Skating Club, and Orono and Newcastle Rep Leagues.

Registered players utilizing municipal arenas result in a service level of one ice pad per 725 players. A service level target of 1:700, as articulated in Community Services Department Strategic Plan, is used as the basis for this assessment while it is assumed that the penetration rate will remain constant over the planning period.

On this basis, the Municipality is projected to have a current deficit of 0.2 ice pads and although utilization data shows modest time available, these hours tend to be associated with shoulder hours and/or fall in between other programmed time slots (e.g. 30 or 45 minute remnant blocks that are not bookable). With limited choice and ability in rental opportunities, the service level is deemed to be representative of the current situation.

Assuming capture rates for minor players and adult players remain unchanged, the Municipality is projected to have 4,650 players by the end of the planning period. This registration would result in a need for a total of 6.6 ice pads to service players solely using municipal arenas, resulting in a growth-related deficit of 1.6 ice pads. This analysis does not include any players exclusively using the two board-operated arenas in Newcastle and Orono (i.e. future needs in relation to the board-run supply of ice pads should be assessed separately). However, as noted above, during the consultations, it was noted that the Newcastle organizations are in need of additional ice time which could be accommodated if the Municipality were to develop an additional ice pad(s).



Year	2016	2026	2031
<b>Projected Registration</b> (based on current youth and adult-specific capture rates)	3,620	4,072	4,650
<b>Number of Ice Pads Required</b> (based on 1 ice pad per 700 players)	5.2	5.8	6.6
<b>Ice Pad Deficit</b> (based on a supply of 5 municipally-operated ice pads)	0.2	0.8	1.6

Note: In the absence of registration data for groups exclusively using the two board-operated arenas, which are not included in the scope of this study, only municipally-operated arenas are reflected in the analysis along with the number of registrants using them.

Service levels across the Municipality on a population-basis are analyzed to determine a location for the new ice pads. Across each of the urban settlement areas, Bowmanville has the lowest level of service which will be compounded by the fact that its population is projected to grow the most. Newcastle and area (including Orono) has the next lowest level of service. Of note, it is assumed that the Darlington Sports Centre largely services Courtice and Bowmanville and thus Darlington Sports Centre is assumed to contribute (for the purposes of this Strategy) 0.5 ice pad equivalents to each of these two urban areas. On the basis of distribution, it is evident that Bowmanville will likely experience on-going pressures on its ice pads as the population continues to increase in this area.

Community	Service Level (2016)	Service Level (2026)	Service Level (2031)
Bowmanville (2.5 ice pads)	1 : 16,200	1 : 22,040	1 : 25,680
Courtice (2.5 ice pads)	1 : 11,240	1 : 13,560	1 : 14,640
Newcastle & Area (2 ice pads)	1 : 14,250	1 : 17,400	1 : 19,800
<b>Municipality of Clarington</b>	<b>1 : 13,870</b>	<b>1 : 17,700</b>	<b>1 : 20,060</b>

Note: service level is based on the 5 ice pads operated by the Municipality arenas and 2 ice pads operated by Arena Boards - population forecasts prepared by Hemson Consulting, 2013.

Of note, the Community Services Department completed a major renovation at Darlington Sports Centre in 2010. The \$2.2M project included the replacement of the arena floor and in-floor refrigeration piping, arena refrigeration system equipment replacement, general mechanical / electrical and life safety improvements, expansion of the entrance and lobby areas including improved accessibility and interior finish upgrades. The objective of this renovation was to extend the functional life of this facility for an additional 10-15 years. Originally built in 1975, this facility will be 50 years old in 2025. The Municipality will have to remain apprised of this aging arena in terms of its capital renewal investments in relation to remaining lifecycle, and whether such renewals are the most optimal use of resources in meeting the demand for ice pads in Clarington at that site or elsewhere (if the ice pad is still needed based on future supply and demand conditions).

Based on the projection of registrations and ice pad requirements over the next fifteen years, along with an understanding from Municipal Staff that there are considerable pressures being placed on the arena supply at present time, the preferred course of action is to develop two new

ice pads in 2019 in Bowmanville. Staff indicate that evidence of latent demand for ice time is demonstrated through:

- Community Services Public Programming – the Municipality delivers the majority of its public skating programs during weekday daytime hours, and receives numerous requests from residents to expand programming into evenings and weekends. The Municipality estimates that it could expand its programming by up to 10 hours per week, including introducing shinny and adult skating, if delivered in prime time.
- Special Events – the Municipality is unable to approve all special event requests due to inflexibility in arena capacity which would otherwise impact regular user groups booking prime time ice. Staff estimate that up to 200 hours per season could be accommodated by special events such as tournaments and skating competitions.
- Minor Sport Ice Allocation – Municipal Staff indicate that a number of minor ice sport groups must take a disproportionate amount of weekend ice that can affect their ability to run programs that best suit their membership base. Staff suggest that an increased supply of ice will allow minor sport groups to book larger blocks of ice time that could be used for both practices and games, and the redistribution of weekend ice could facilitate greater special event bookings as discussed above. There is also an opportunity for groups to deliver hockey skills development-related programming that is not presently provided due to ice time constraints.
- Reliance on Arenas Outside of Clarington – a number of minor and adult organizations permit ice at arenas in Oshawa given constraints on prime time ice in Clarington. Staff and groups estimate that nearly 40 hours per week of prime time ice could be re-absorbed back into Clarington's by local organizations moving their programming back.
- Adult Hockey Leagues – the Municipality has not been able to accommodate requests for additional ice time and in fact has had to reduce or move adult ice time in order to accommodate minor users. Staff see potential in expanding ice time used by regular adult renters as well as attracting adult players who have left Clarington back into local arenas leading to an assumption that Clarington-based ice organizations would prefer to rent ice in the Municipality and would do so if/when the ice supply is increased.
- Newcastle Arena Board - the Newcastle Arena Board indicated that demand for ice was high and their user groups could use additional ice time. As the ice demand for the board-run arena is not included in this Strategy, the current and projected deficit of ice pads could be under-estimated (this assumption appears to be supported by input from Newcastle ice representatives that indicated a demand for additional ice to meet the needs of board-run ice users – particularly those currently utilizing the arena in Newcastle).

It should also be noted that the provision of additional ice in Clarington could - at least in the near-term - result in most, if not all ice needs being met within 'prime time' slots while non-prime time slots fill in as the community continues to grow over time. This is a similar strategy that the Municipality employed with respect to the provision of indoor aquatic facilities with a facility being

provided in Newcastle in advance of supporting population growth which the Municipality is now seeing increased utilization. Prior to constructing a twin pad in Bowmanville, the Municipality should conduct an internal confirmation process to ensure that demand and market conditions remain strong for ice in Clarington as the noted observations relating to latent demand indicate.

In deciding where to situate new ice pad(s), the following discussion is intended to assist in informing this consideration:

- 1. Bowmanville Indoor Soccer Facility (preferred option)** – with ample land available to the north of the existing building, this would create operational efficiencies by centralizing staff particularly if also integrating an indoor aquatics component as previously identified through a Phase 2 expansion. In the event that multiple additional ice pads are rationalized – either to serve growth-related needs and/or to replace an aging ice pad(s) elsewhere (e.g. Darlington Sports Centre) – the Bowmanville Indoor Soccer Facility is the preferred candidate. Locating the ice pads in Bowmanville will increase the long-term service level of ice pads per population for that community, bringing it closer to service levels in the Newcastle/Orono and surrounding areas; generally in line with provision levels in comparable communities experiencing significant population growth.
- 2. Newcastle & District Recreation Complex** – there is ample land available onsite through which the existing building could be expanded. More importantly, locating an arena here maintains a level of service to Clarington's eastern settlements which is important considering the Newcastle Arena is an aging facility and a wholesale renewal in that single pad arena is not favoured if a multi-pad arena could otherwise be built (the current Newcastle Arena site does not have sufficient land to accommodate a second pad). Prior to the development of a new twin pad arena at this location, the Municipality and Newcastle Arena Board should take into consideration future capital investments for the existing Newcastle Arena in relation to its overall financial and operational sustainability, either as an arena or a repurposed facility. The need to provide ice pads in Newcastle should be reconfirmed in 2023 as part of a re-assessment of arena needs which should occur shortly after the proposed ice pads in south Bowmanville become operational.
- 3. South Courtice Arena** – the building was originally designed to cost-effectively and functionally accommodate an additional two ice pads to the north. This would result in Courtice providing 1 ice pad per 11,000 at the end of the planning period, which is a similar to the existing service level for Courtice but is considered a high level of service. While this may attract some players from west Durham, this represents minimal potential as the City of Oshawa presently has capacity in their arena system. On the other hand, a four-pad arena facility has many operational and programming benefits that should not be overlooked, however, this must also be factored with the proposed recommendation to expand the South Courtice Arena's small gymnasium (see Section 4.5) which would not likely be possible if also adding two new ice pads. However, should the longer-term reassessment of arena needs (conducted after the proposed Newcastle twin pad arena) rationalize the need for only one additional ice pad, South Courtice Arena is the preferred choice in order

to maintain efficiencies associated with the Municipality's multi-pad arena model and the addition of one ice pad could likely fit along with the proposed gymnasium.

In addition to new arena construction, an opportunity is also identified through which to improve off-season usage of the Rickard Complex. In conjunction with capital renewal projects identified at the Rickard Complex through the Municipality's asset management plans, it is anticipated that the Municipality will concurrently explore opportunities to resolve existing logistical constraints relating to dry floor use (e.g. barriers to accommodating large trade shows and events such as large equipment/vehicle access to the floor) with budgeted construction/renewal activities since there may be some cost efficiencies that may be attained.

It is noted that the Municipality already has an Ice Allocation Policy in draft form. Among other things, this policy will collect annual registration data that will allow the Municipality to track trends in overall participation and utilization, resident versus non-resident usage, division trends (age groupings), usage and times for adults, etc. that places the Municipality in a stronger position to proactively respond or anticipate changes in demands/needs. Priority should be placed on finalizing and implementing this policy at arenas operated by the Municipality of Clarington. In addition, discussions with the independent arena boards should also continue to take place to understand their operating profiles and how they might potentially align with and be impacted by a municipal allocation policy. The tracking of ice allocation trends, along with coordination with arena boards, will better position the Municipality to confirm the demand for additional ice prior to constructing a new arena facility.

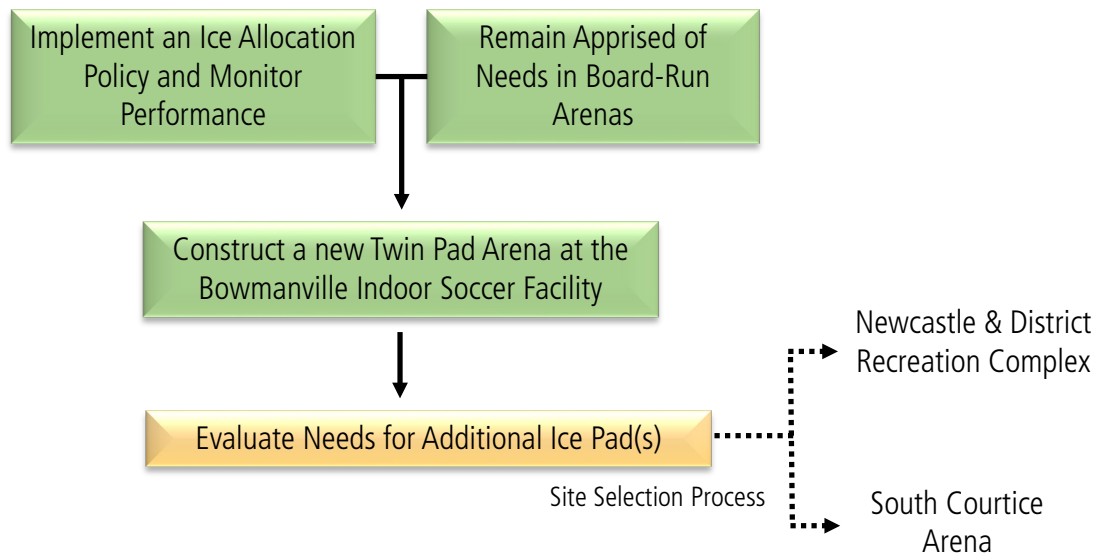
### Summary of Arena Facility Directions

1. Implement an Ice Allocation Policy and continue to collect detailed registration information for each arena user (i.e. number of players, their age and residency) and whether efficiencies can be achieved to alleviate pressures on existing Municipally-operated ice pads in the immediate term.
2. Continue to engage the independent Arena Boards to understand the level of demand being expressed by local arena user groups.
3. Conduct an internal process to ensure that demand for additional ice pads is rationalized from a capital and operating perspective (with consideration of outcomes of implementing the Ice Allocation Policy), target the construction of a twin pad arena for 2019 preferably at the Bowmanville Indoor Soccer Facility.
4. Reconfirm arena needs in 2023, after the proposed twin pad arena is constructed at the Bowmanville Indoor Soccer Facility to understand how arena allocation and utilization performance has been influenced by the new ice pads. Should this reassessment of needs determine that an additional ice pad(s) is required to meet growth-related needs of the population and/or to replace one of the Municipality's aging single pad arena(s),

consideration should be given to locating future ice pads at the Newcastle & District Recreation Complex by way of a future phase expansion.

5. Remain apprised of the aging Darlington Sports Centre arena in terms of its capital renewal investments in relation to remaining lifecycle, and whether such renewals are the most optimal use of resources relative to meeting the demand for ice pads in Clarington at that site or elsewhere (if the ice pad is still needed based on future supply and demand conditions).

#### Arena Facility Development Scenario Illustrated



## 4.4 Indoor Artificial Turf Fields

### Supply

The Municipality operates an indoor turf fieldhouse at the Bowmanville Indoor Soccer Facility. The 180' by 100' field can be used for full size play as well as be partitioned into two smaller fields to support simultaneous rentals.

### Planning Context

Clarington was among the first municipalities in the province to develop a dedicated indoor artificial turf fieldhouse in response to increasing demands for year-round soccer. While the primary use of artificial turf fields is for soccer, these fields often accommodate multiple activities including rugby, lacrosse, football, Ultimate Frisbee, lawn bowling, team conditioning and training, and other fitness pursuits. The Municipality is regularly exploring opportunities to bolster usage of the indoor turf field, most recently introducing 'boot camp' style fitness classes and partnering with Lakeridge Health Oshawa for an on-field cardiac rehabilitation program. The public engagement process contributed limited input regarding indoor artificial fields, with the most notable feedback centring upon facilitating greater access to the indoor field for baseball and field lacrosse users to support their year-round games and training. One comment expressed a desire for a similar indoor artificial turf field in Courtice.



The design and size of indoor turf fields varies by facility, though most are divisible into two, three or four smaller fields to accommodate simultaneous rentals usually for 3v3 to 7v7 play. For example, the indoor fields in Clarington and Whitby are divisible into two fields whereas Oshawa's regulation size rectangular field provides four simultaneous programming opportunities. Clarington provides a service level of one indoor artificial turf field per 95,300 residents, which is the highest level of service compared to benchmark comparators although cautious interpretation is required since Pickering and Oshawa's fields are much larger in size and thus offer a greater degree of capacity than does the field in Clarington (particularly since most games are played on the full field in Clarington due to certain limitations such as only having four change rooms).

**Table 4: Benchmarked Municipal Indoor Artificial Turf Fields (Small Field Equivalents)**

<b>Municipality</b>	<b>Population</b>	<b>No. of Indoor Turf Facilities</b>	<b>No. of Indoor Turf Sub-Fields</b>	<b>Service Level (Facilities)</b>	<b>Service Level (Sub-Fields)</b>
Ajax	121,900	0	0	-	-
Pickering	95,800	1	4	95,800	23,950
Oshawa	160,900	1	4	160,900	40,225
Whitby	133,400	1	2	133,400	66,700
<b>Average</b>	<b>128,000</b>	<b>1</b>	<b>3</b>	<b>130,000</b>	<b>43,625</b>
Clarington	95,300	1	2	95,300	47,650

Note: Supply of 'sub-fields' reflects small field equivalents that generally equate to one quarter of a full field. Benchmarked supply excludes private sector facilities.

### Utilization

The Municipality permits the indoor artificial field in full and half field configurations, although the majority of bookings are for the full field. Half field bookings are limited and have generally been challenging to accommodate given that the facility only contains four dressing rooms. Utilization data, expressed in 'half field equivalents', shows that approximately 2,000 hours were booked in 2014 though this number has been consistently declining since 2010 with a 32% reduction in prime-time rentals over the past five years (950 fewer hours booked).

Reductions in hourly bookings coincide with decreasing registrations with the Darlington Soccer Club, who is primary user of the field. Their current registration of about 975 players represents a 23% reduction compared to their 2011 registration (300 fewer players), something that the Soccer Club attributes to growing competition from indoor turf facilities in area municipalities such as Oshawa and Whitby.

In addition to field rentals, the Municipality runs a drop-in soccer program for residents during non-prime hours. Participation in this program is modest and declining, with under 240 drop-in visits in 2014 representing a 19% decline from 2010. The Municipality also promotes the Bowmanville Indoor Soccer Facility for indoor walking to encourage physical activity, although this activity does not require use of the field. This activity has proven to be popular, drawing over 7,000 walkers in 2014, which is an increase of nearly 30% compared to 2010.

## Facility Needs Assessment

There are no set service levels for the provision of indoor artificial turf facilities, although they are becoming increasingly prevalent in communities with populations over 50,000 and those with robust soccer programs. Based on current trends and declining utilization rates, the Bowmanville Indoor Soccer Facility is anticipated to meet needs over the master planning period as an existing level of service is already provided locally where additional capacity has become available due to declining bookings. The 1,100 unused prime time evening and weekend hours in 2014 generally equates to between 45 and 50 hours per week (noting that a portion of this unused time is attributable to shoulder months in April and May, where the construction of the outdoor artificial field at South Courtice has likely drawn some usage away from the indoor field). Strong service levels already apparent throughout Durham Region from both public and private sector operators will also likely continue to service a portion of localized demand over time.

Accordingly, no new indoor turf fields are recommended over the planning period. However, other capital projects recommended for the Bowmanville Indoor Soccer Facility through this Facilities Strategy creates an opportunity to reconcile at least one functional limitation. Expansion of the building envelope should also result in the addition of a minimum of two new dressing rooms to service the indoor turf field (and possibly the proposed gymnasium as well). Doing so will potentially increase the number of half field bookings which could also have the effect of driving additional revenue through volume bookings (half field bookings are appealing since they are lower cost).

Across Durham Region and other parts of the Greater Golden Horseshoe, public-private partnerships are becoming more common in providing indoor turf fields. Each partnership is unique and affords different levels of access to the public. For example, the Municipality and the Darlington Soccer Club have a unique relationship whereby the Club contributed \$500,000 towards the construction cost of the Bowmanville Indoor Soccer Facility. However, consultations associated with this plan resulted in other field sport organizations expressing interest in booking indoor field time and Municipal Staff will have to consider such requests as part of equitably allocating the field, particularly as they work to diversify uses/rentals to mitigate declining bookings from the Soccer Club. Furthermore, increased foot traffic from the proposed recommendations to add an indoor aquatics centre, gymnasium and twin pad arena could generate greater interest in field rentals, again reinforcing the need for the Municipality to track participation trends in order to be prepared for additional requests for indoor field time.

Should the Municipality be approached by a third party interested in operating an indoor turf facility through a partnership agreement, the merits of such a partnership should be evaluated against existing corporate principles and frameworks, such as those recommended in the Community Services Department Strategic Plan, and supported by business planning that confirms such an endeavour would not adversely affect the operating performance of the Bowmanville Indoor Soccer Facility.

## Summary of Indoor Turf Facility Directions

1. As part of proposed first phase expansion to the Bowmanville Indoor Soccer Facility as identified through the Indoor Recreation Facilities Development Strategy (for new

gymnasium, fitness and program space), integrate a minimum of two new dressing rooms to service the indoor turf fieldhouse in order to increase the appeal for half field bookings.

2. Review allocation practices and policies for the Bowmanville Indoor Soccer Field to determine an equitable approach to accommodating all field sport users interested in using the facility during prime time hours. This review should engage the Darlington Soccer Club and other potential users of the field, as appropriate.
3. No new indoor turf fields are recommended unless done so in partnership with a third party, so long as such a partnership is consistent with Municipal principles and values surrounding partnerships and that it can demonstrate it will not unduly compromise the operational sustainability of the Bowmanville Indoor Soccer Facility.

## 4.5 Gymnasiums

### Supply

The Municipality operates a full gymnasium at the Newcastle & District Recreation Complex and a small gymnasium (roughly equating to a quarter size gym) at the South Courtice Arena. Each location supports a range of indoor recreation activities that require a hard surface. In addition, the Municipality augments its supply through facilitated access to gymnasium space in local elementary schools.

### Planning Context

Gymnasiums provide flexible spaces that accommodate a broad range of indoor sports and recreation activities. Most often, gymnasiums are used for active sports (basketball, volleyball, floor hockey, pickleball, etc.), active programming (aerobics, fitness, dance, etc.), and other activities that are compatible with hard surface courts. Municipalities sometimes utilize gym space for other non-recreational activities such as trade shows, large gatherings, and other events, although these practices are typically discouraged if these activities are not compatible with the floor type. Residents who participated in the public consultation sessions highly valued Clarington's gymnasium space as they provide a wide range of indoor hard surface activities.

Due to the small size of the South Courtice Arena gym, it is factored as 0.25 equivalents. Therefore, Clarington's effective supply of 1.25 gyms results in a service level of one gym per 76,240 residents and achieves the second highest level of service in southern Durham Region. However, comparisons with benchmarked municipalities should be interpreted with caution given that some communities may provide fewer gymnasium facilities if they have greater access to school gymnasiums through partnerships or joint-use agreements. For example, Whitby residents have access to ten school gymnasiums through a community-based provider and another gym at the Abilities Centre, therefore, that municipality has only one municipally-operated gymnasium.

**Table 5: Benchmarked Municipal Gymnasiums**

<b>Municipality</b>	<b>Population</b>	<b>No. of Gymnasiums</b>	<b>Service Level</b>
Ajax	121,900	2	60,950
Pickering	95,800	1	95,800
Oshawa	160,900	2	80,450
Whitby	133,400	1	133,400
<b>Average</b>	<b>128,000</b>	<b>2</b>	<b>92,650</b>
Clarington	95,300	1.25	76,240

Note: South Courtice Arena gymnasium is undersized and considered as 0.25 gyms

### Utilization

Use of Clarington's gymnasiums is growing with more than 7,400 hours booked in 2014, representing a 50% increase since 2010 (+2,500 hours). A review of gymnasium schedules indicates that gymnasium usage at the Newcastle and South Courtice locations are very popular during the evenings and weekends, with room to accommodate additional usage during the daytime hours. Approximately two-thirds of booked hours are attributable to the more desirable gym space in Newcastle despite it drawing from a smaller population base at present (the facility was designed to accommodate long-term population growth of Newcastle and area which should increase utilization of this facility over time). Increased focus on older adult (including the popular pickleball activity), fitness, and pre-school programs should also improve utilization in both gyms.

In recent years, rentals have generally levelled off at the South Courtice Arena gymnasium for a number of reasons. In order to generate increased usage, the Municipality has considerably increased the number of group fitness programs delivered within that space. This has offset decreasing rentals and made good use of a space that is otherwise restricted in its ability to accommodate traditional gymnasium activities (i.e. despite diminishing rentals, overall usage of the space is generally being maintained).

### Facility Needs Assessment

The decision to add municipal gymnasiums is based upon a number of factors, most notably the degree of access available through school gymnasiums, geographic distribution, and whether there are other 'drivers' of indoor facility construction (notably indoor pools and/or arenas). Population-based service level targets are considered to a lesser intent, with the Community Services Department Strategic Plan (2008) recommending a general target of one gymnasium per 50,000 population.

Year	2016	2026	2031
<b>Projected Population</b>	97,100	123,900	140,400
<b>Number of Gymnasiums Required</b> (based on 1 gym per 50,000 population)	1.9	2.5	2.8
<b>Gymnasium Deficit</b> (based on a supply of 1.25 gyms*)	0.65	1.25	1.55

\* South Courtice Arena is considered to provide the equivalent of 0.25 gyms due to its small size

A new gymnasium should be constructed during the planning period of this Strategy based upon the fact that the Municipality's population is expected to add an additional 50,000 residents by 2031. Furthermore, there may be additional program demands for gym space arising from the Municipality's ongoing development and delivery of older adult programming as current generation of older adults demonstrate substantial interest in participating in active recreational pursuits such as pickleball.

With Bowmanville not having access to a municipally operated gymnasium and home to the largest concentration of residents, a new gym in this community is a logical choice. The Bowmanville Indoor Soccer Facility is the preferred site for a gymnasium through a first phase expansion. Doing so would result in a municipal gymnasium being located in each of the three settlement areas and reduce Bowmanville's reliance on school gymnasiums. The expanded use of schools model, such as Whitby's community school partnership, has been explored by recreation staff but to date challenges with cost, regular access and numerous cancellations due to school-based activities has limited the Municipality's success to date.

Given the limited functionality of the South Courtice Arena's small gym, the Municipality should expand that space to a full size gymnasium. Alternatively, the Municipality could retain and convert the small gym into a group fitness studio (given the current fitness oriented programming of the space) while constructing a new full size gymnasium. Doing so would allow the Municipality to deliver a broader range of programming to Courtice residents as that community grows over time. Note that addition of a full gym here is likely only possible if the Municipality develops the recommended twin pad arena in Newcastle (i.e. a gymnasium would not likely fit at the South Courtice Arena if also developing new ice pads there).

### Recommended Gymnasium Development Scenario

1. Provided that the Bowmanville Indoor Soccer Facility is selected as the future site for a twin pad arena and/or indoor aquatics centre expansion, integration of a full size gymnasium should be pursued as part of the first phase expansion so long as there is sufficient space available onsite.
2. Convert the existing small gymnasium at the South Courtice Arena into a group fitness studio and construct a full size gymnasium at this facility through an addition to the building. This course of action is appropriate so long as this site is not chosen for a new twin pad arena (see Section 4.3).



## 4.6 Fitness Space

### Supply

The Courtice Community Complex contains a full service, equipment-based fitness centre and group fitness studio that achieves many cross-programming benefits through co-location with the leisure pool, whirlpool and sauna, and change rooms (as well as, the library and multi-purpose space to a certain extent). In addition to the municipal fitness centre, there are a number of private fitness providers operating in Clarington including Goodlife Fitness and Curves.

The Municipality also operates two squash courts at the Alan Strike Aquatic & Squash Centre and facilitates indoor walking through its 'Clarington Walks' initiative whereby certain community centres assign specific walking routes (e.g. around the Bowmanville indoor turf field, Newcastle gymnasium and walking the halls of the Courtice Community Complex, Garnet Rickard Complex, and South Courtice Arena). Squash and indoor walking are considered as part of the fitness portfolio.

### Planning Context

Access to affordable fitness activities has never been more important as mounting evidence reveals increased rates of physical inactivity and obesity. In addition to traditional weight and aerobics training, activities centering upon active living and wellness are the fastest growing segments in the fitness industry spanning health-based and specialized programs such as yoga, Pilates, Zumba, athletic training, physiotherapy, personal training, and more.

While many municipalities offer some level of studio-based active living programs, not all provide weight-training equipment due to the cost of entry/operation and competition with the private sector. The Public Information Centres revealed a desire for fitness centres at Clarington's recreation facilities. While suggestions were received to expand and enhance the fitness centre at the Courtice Community Complex, requests were made for similarly equipped fitness centres at the Newcastle & District Recreation Complex, Darlington Sports Centre, and the Alan Strike Aquatic & Squash Centre. It was suggested that future fitness centres should be equipment-based with access to active living/group fitness studio space and contain indoor walking tracks.

**Table 6: Benchmarked Municipal Fitness Centres**

Municipality	Population	No. of Fitness Centres	Service Level
Ajax	121,900	2	60,950
Pickering	95,800	1	95,800
Oshawa	160,900	3	53,633
Whitby	133,400	2	66,700
<b>Average</b>	<b>128,000</b>	<b>2</b>	<b>69,271</b>
Clarington	95,300	1	95,300

Clarington provides a service level of one equipment-based fitness centre per 95,300 residents, which is one of the lowest levels of service compared to benchmark communities in southern Durham Region. As with other benchmark comparisons, cautious interpretation is required depending upon a municipality's philosophy as it relates to competing with the private sector, the size of the fitness market in question, and the extent to which other municipal facilities exist where equipment-based fitness is provided to enhance the experience found within.

## Utilization

Over 5,100 memberships were collectively sold in 2014 for the 'Fitness Plus', 'Fitness Basic' and 'Group Fitness' packages, a considerable increase from the 3,600 memberships sold in 2010. This growth was the result of the Fitness Basic package, which was introduced in 2014 to offer members an affordable introductory package to fitness. Since this package was offered, the Municipality has observed considerable uptake in Fitness Basic memberships, which offset a decline in Fitness Plus memberships. This may suggest that existing and new fitness members are looking for more affordable fitness opportunities in Clarington.

A review of other fitness units shows a substantial increase in the number of persons participating in Clarington Walks at the Bowmanville Indoor Soccer Facility (over 7,000 in total) while squash court usage also appear to be trending upwards driven largely through daily passes.

## Facility Needs Assessment

### Full Service Fitness Centres

Following the development of the Courtice Community Complex's full-service fitness centre, the Municipal Council in 2003 resolved that the Municipality *"will not enter into direct competition with the local fitness industry in new facility construction."*<sup>6</sup> In the years that have passed since then, the Courtice Community Complex has benefitted considerably from co-locating its fitness centre with complementary indoor aquatics and group fitness spaces, and the fitness centre could experience even greater usage with the establishment of dedicated older adult space there. Further, a number of comments received through the consultations expressed disappointment that a fitness centre was not included as part of the Newcastle & District Recreation Complex largely as expectations for multi-use, 'one-stop shop' facilities have grown over the past fifteen years along with participation in fitness and active living.

Given the success and longevity of the full-service fitness centre at the Courtice Community Complex along with public input that highly values the holistic, integrated nature and convenience of the facility, the Municipality should re-assess its role in operating equipment-based fitness centres. Such a facility would lend itself well within the proposed reconfiguration of the Bowmanville Indoor Soccer Facility into a multi-purpose community centre where the indoor aquatics centre, gymnasium and arena create logical synergies. Similarly, the Newcastle & District Recreation Complex should contemplate a smaller-scale fitness space or group fitness studio given programming synergies with its pool and gymnasium. Prior to doing so, however, any decision to replicate the Courtice Community Complex fitness model in other parts of the

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<sup>6</sup> Municipality of Clarington Council Resolution C-286-03. May 12, 2003.

community would require the Municipality to revisit Resolution C-286-03 set forth by the previous Council.

However, the decision to replicate and/or build upon the Courtice model is not one that is necessarily borne out through facility assessments employed through this Facilities Strategy. Private sector fitness clubs tend to have greater flexibility in their operating model than a municipality as it pertains to staffing, ability to regularly replace equipment, and fund capital upgrades to their facilities. For example, the private sector often has lower staffing costs, and they do not have to go through Council deliberations and annual budget approvals to fund their capital projects thereby allowing them to more quickly respond to emerging trends. Any expansion of equipment-based fitness on the part of the Municipality is viewed from the perspective of creating a holistic, integrated experience for wellness through the co-location of synergistic facility components (and to a lesser extent, modest revenue potential to subsidize cost-recovery for an aquatic centre and gymnasium that operate on a net cost basis).

Of note, the Municipality has recently converted existing space at the Courtice Community Complex that will provide additional space for a wide variety of recreation programs, including fitness classes. With the growing popularity for group fitness, additional studios would be considered through the Bowmanville Indoor Soccer Facility expansion and/or a future expansion to the Newcastle & District Recreation Complex to allow functional cross-programming opportunities with their respective aquatics and fitness components.

### **Indoor Walking & Running Tracks**

Surveys conducted across the country indicate that walking, jogging and hiking for leisure are often the most popular recreational activity pursued by individuals due to their self-structured nature and the ability of most of the population to undertake this form of exercise. Sport organizations, particularly non-winter sports, also benefit from indoor walking or running tracks for cardiovascular conditioning during the off-season. Tracks provide safe walking opportunities during periods of inclement weather, responding well to for older adults and other age groups.

Many modern community centres templates incorporate indoor walking tracks typically encircling an arena, gymnasium, indoor turf field or are integrated with circulation areas (e.g. walkways in common areas, fitness centres, etc.). The tracks are often between two and three lanes with a rubberized surface, the length of which is dependent upon design and use intended (e.g. a running track may be 200 metres with banked corners whereas a track geared to walking may be smaller). Many communities with indoor tracks do not intend for them to recover their costs (a nominal charge, if any at all, may be applied) as the steady volume of use is viewed as achieving the intent of promoting physical activity while increasing the foot traffic of a community centre as a whole. In the absence of its own indoor walking track, the Municipality encourages residents to utilize many of their indoor recreation facilities through the 'Clarington Walks' program that provides residents with year round indoor walking during designated hours through corridors, arena floors, gymnasiums, and at the indoor soccer field.

There is merit in developing an indoor track as part of the proposed expansion to the Bowmanville Indoor Soccer Facility with the recommended gymnasium, arena and/or fitness centre

components having the potential to integrate a track. There is also demonstrated demand for this activity as evidenced by over 7,000 visits to walk around the existing indoor turf field, and a track may afford a higher quality experience than presently offered (depending upon structural conditions, a track could also be contemplated around the indoor field). Although there is a capital cost to be incurred with developing a new indoor track, the operational impacts are fairly nominal in the context of the entire community centre and the track does not have to increase the physical footprint of the facility if elevated and encircling an ice rink or gymnasium. Longer-term, a track should also be considered for integration should at the time when the Newcastle & District Recreation Complex is expanded and would complement the direction to integrate a fitness space at that location as well.

In order to maximize its usage potential, a future track(s) should be oriented to sport users as well as casual recreational walkers or joggers, thereby complementing the community-level recreation activities in a multi-use experiential setting. Optimally at least one future track should be a minimum of three lanes (to most effectively allow for simultaneous casual and higher intensity users) with a utilitarian surface that is durable enough to withstand broad use (e.g. those pushing children in strollers) while providing sufficient cushioning to mitigate impact on the body's joints.

### **Squash Courts**

Provision of squash courts is not a norm among Ontario municipalities since the private sector (notably racquet and athletic clubs) has historically addressed demands. However, downward participation trends in squash since the mid-1990s and recent growth in group fitness segment has led many fitness providers to rethink inclusion of squash facilities based on the economics of space allocation as they can attract more users (and therefore more revenue) on a square foot basis for group exercise compared to a squash court.

With respect to additional squash courts, municipal provision is based upon corporate philosophy rather than a generally accepted level of service and thus there are no provisioning standards that guide service levels. Instead, the Municipality must confirm whether it wants to remove, retain or expand its squash operations based upon factors such as market demand (e.g. membership and participation levels), alignment with other complementary facility components (e.g. fitness services), capital investment and reinvestment costs, and ongoing operating costs (e.g. staffing and programming). The Municipality will also need to consider opportunity costs of foregone revenue and potential inability to meet needs for higher demand activities such as group fitness – for example, a group fitness class could have 40 participants in an hour whereas two squash courts could only accommodate 6 participants in the same amount of space.

The preferred strategy is that the Municipality retain the Alan Strike Aquatic & Squash Centre courts given there is an established level of use and the space itself would not be ideal to be repurposed for any need identified in this Facilities Strategy. Retention of the squash courts is based upon market support and cost-effective service delivery. Provision of additional squash courts is not recommended at present time in the absence of metrics that would suggest expansion into this area would represent a sustainable or cost-effective investment on the part of the Municipality. Demand for additional courts was not identified during the consultation process.

## Summary of Fitness Space Directions

1. Revisit the Municipality of Clarington Council Resolution C-286-03 to restrict its role in providing new full-service fitness centres through a review of its corporate philosophies, desired core service mandate, and the desire to compete with the private sector fitness market. If the outcome of this review results in a decision to expand the Municipality's fitness presence, full-service fitness centres should be considered as part of future gymnasium, arena and/or indoor aquatics centre developments/redevelopments implying that fitness space should be integrated at the time when the Bowmanville Indoor Soccer Facility and the Newcastle & District Recreation Complex are expanded.
2. Indoor walking tracks should be considered as part of future arena, gymnasium and/or fitness centre developments/redevelopments implying that a walking track should be considered at the time when the Bowmanville Indoor Soccer Facility and the Newcastle & District Recreation Complex are expanded.

## 4.7 Multi-Purpose Spaces

### Supply

A total of 19 multi-purpose spaces that are integrated within various Municipal recreation facilities, which are available for rent for a variety of functions and are used to support municipal program delivery. Spaces come in a range of types and sizes that can be configured to suit user needs, and some are equipped with amenities (including, but not limited to, kitchens, storage, stage, viewing areas, etc.).

The Municipality also owns eleven stand-alone community halls, each of which are independently operated by hall boards. As per the project Terms of References, these board-run community halls are not included as part of this Facilities Strategy.

### Planning Context

Historically, community spaces were provided as small single-purpose facilities for passive activities such as social gatherings, banquets, and meetings. Co-locating these types of community spaces with complementary facilities has become the norm in the provision of modern recreation facilities, thus functioning as multi-purpose spaces that accommodate a broader range of uses. These multi-purpose spaces can enhance cross-programming opportunities for public and private functions and achieve economies of scale in facility construction, maintenance, and/or management. Given the benefits afforded by co-locating multi-purpose spaces within larger recreation facilities, the provision of new stand-alone community halls is generally discouraged.

Clarington's supply of multi-purpose spaces translates into a supply of one multi-purpose space per 4,538 residents, which is the highest level of service compared to benchmark municipalities. This comparison should be interpreted cautiously, however, given that the provision of this facility type is often pursued only as a result of new recreation centre construction, along with the varying sizes and diverse functions of these spaces.



**Table 7: Benchmarked Municipal Multi-Purpose Spaces**

<b>Municipality</b>	<b>Population</b>	<b>No. of Multi-Purpose Spaces</b>	<b>Service Level</b>
Ajax	121,900	15	8,127
Pickering	95,800	17	5,635
Oshawa	160,900	28	5,746
Whitby	133,400	19	7,021
<b>Average</b>	<b>128,000</b>	<b>20</b>	<b>6,632</b>
Clarington	95,300	19	5,015

Note: Excludes stand-alone community halls.

### Utilization

A review of booking data reveals that multi-use program spaces are well used. Between 2010 and 2014, multi-purpose room bookings collectively increased by 810 hours (+3%) to reach 25,700 hours.<sup>7</sup> Anecdotal observations from Municipal staff indicate that use of Clarington's multi-purpose space has been strong over the past five years, particularly during the evening hours. Some of the most frequently used facilities for 2014 are identified below:

- The Garnet Rickard B. Recreation Complex banquet hall was booked over 5,300 hours, an increase of over 560 hours (+12%) compared to 2010.
- Program Room #1, #2 and #3 at the Newcastle District Recreation Complex were collectively booked for 3,500 hours, representing an increase of nearly 900 hours (+35%) from 2010.
- The South Courtice Arena meeting room was booked for 1,500 hours, declining by more than 400 hours (-22%) from 2010.

Lower levels of utilization occur during daytime hours which is to be expected outside of prime times and less of a concern given that multi-use rooms are provided as complementary spaces. Additionally, some existing multi-use spaces are not conducive to user groups' needs such as the South Courtice Arena Upper Viewing Area. Nevertheless, it is anticipated that daytime usage will be bolstered with the ongoing development of municipally-operated fitness and older adult programs.

### Facility Needs Assessment

The Municipality's integrated multi-purpose rooms achieve strong geographic distribution and provide rental and programming opportunities to most areas in Clarington. The distribution of multi-purpose rooms is further enhanced by the presence of the Municipality's stand-alone

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<sup>7</sup> Total room hours include a multiplier applied to rooms that are divisible into multiple rooms such as the Rickard Banquet Hall and Newcastle & District Recreation Complex Program Rooms 2 and 3 (e.g. the banquet hall can accommodate two hours of bookings in one hour time slot since it can be split in two). Accordingly, the number of hours actually booked is less than shown.

community halls and library spaces. As a result, the supply of community program space is expected to be sufficient for the foreseeable future.

That being said, if the Municipality proceeds with an expansion of the Bowmanville Indoor Soccer Facility, the addition of some multi-purpose program space should be provided as complementary spaces on the basis that: a) it would be a low cost addition from both a capital and operating perspective; b) the current multi-purpose room at that facility is generally suited to smaller meetings; and c) new multi-purpose space could facilitate some outreach programming such as arts and cultural use, group fitness, complement older adult and youth oriented activities, and rental opportunities to complement the facility's overall vision as a multi-use community hub. Several factors should be considered when developing new multi-purpose rooms in order to ensure that these spaces are suitable to user needs. This may include, but not be limited to, layout and size, sinks and counter space, flooring type, storage, seating, electronic equipment, and access to other facility components.

### Recommended Multi-Purpose Space Development Scenario

1. Provided that the Bowmanville Indoor Soccer Facility is selected as the future site for an gymnasium, indoor aquatic centre and/or twin pad arena expansion, integration of multi-purpose program and meeting space should be pursued as part of the expansion so long as there is sufficient space available onsite.

## 4.8 Youth Spaces

### Supply

The Municipality does not operate dedicated youth space, instead delivering youth-focused programming through indoor and outdoor recreation space such as parks, multi-purpose rooms, gymnasiums, arenas and aquatic centres, etc. The Municipality also contributes annual funding towards the Firehouse Youth Centre in Bowmanville which is operated by the John Howard Society of Durham Region. The Firehouse provides Bowmanville youth with a convenient social space that is walkable and located near the Clarington Public Library main branch and a number of other amenities; however, the ability of youth residing outside of Bowmanville to access this facility is challenging due to the large geographic area of the Municipality, limited public transportation options, and the fact that many youth do not have access to their own vehicle.

Additionally, the recent renovation of the Clarington Public Library branch at the Courtice Community Complex contains many components oriented to youth interests such as a teen area, video and sound editing studios. The Library's provision of this space is particularly beneficial to youth given the proximity to the adjacent Courtice North Public School and Courtice Secondary School as well as the skateboard park.

### Planning Context

Youth-oriented space has continued to be a growing segment in municipal facility provision. Communities have recognized the need to provide this age group with responsive, engaging, and healthy opportunities, as well as a safe and convenient location for participating in such activities. Research has also revealed that there is a growing preference among youth for unstructured

activities compared to organized sports, further supporting the need for adequate facility space. As a result, these factors have prompted the emergence of drop-in youth centres or community spaces that support a broad range of pursuits, which fosters positive reinforcement and engagement to combat common concerns surrounding physical and mental health.

Generally speaking, the public consultation process received requests for a dedicated youth space. Given that youth generally do not have access to a vehicle, participants indicated that a youth space should be provided in a convenient location within proximity to schools, residential areas, and along transit. More youth programming such as shinny hockey and fitness opportunities was also requested.

Benchmarked municipalities provide a range of service levels; however, these figures should be interpreted with caution as community-based providers often operate youth centres (particularly serving at-risk youth), while some municipalities choose to focus their internal youth-serving programs through multi-use rooms, gymnasiums, and other municipal facilities.

**Table 8: Benchmark Municipal Youth Spaces (Dedicated)**

<b>Municipality</b>	<b>Youth Population</b>	<b>No. of Youth Spaces</b>	<b>Service Level</b>
Ajax	18,880	3	6,293
Pickering	14,496	2	7,248
Oshawa	20,133	2	10,067
Whitby	20,399	1	20,399
<b>Average</b>	<b>18,477</b>	<b>2</b>	<b>11,002</b>
Clarington	14,687	1	14,687

Note: Privately-operated youth spaces are excluded from the above benchmark table except for Clarington where the privately-operated Firehouse Youth Centre in Bowmanville receives municipal funding

Based on age-cohort projections, it is estimated that there will be nearly 15,000 youth residing in Clarington by 2031, representing a growth of 13% from the 2011 Census period.<sup>8</sup> These projections anticipate that Bowmanville, where the youth population is expected to grow by 40% (+2,100 youth) will have as many youth as the other areas combined. Newcastle's youth population is expected to double from current levels to 2,200 persons in 2031, while Courtice and the rural areas are expected to decline over this period by 13% and 39% (500 and 1,000 persons), respectively.

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<sup>8</sup> Hemson Consulting, Memorandum to the Municipality of Clarington Re: Clarington Community Forecast Update 2013. January 25, 2013.

**Table 9: Youth Population Distribution by Settlement Area, 2011, 2016, and 2031**

<b>Year</b>	<b>2011</b>	<b>2021</b>	<b>2031</b>	<b>Change (%)</b>
Bowmanville	5,310	6,290	7,440	40%
Courtice	4,160	3,710	3,640	-13%
Newcastle	1,020	1,640	2,200	116%
Rural	2,630	1,540	1,610	-39%
<b>Total</b>	<b>13,120</b>	<b>13,180</b>	<b>14,890</b>	<b>13%</b>

### Utilization

Clarington offers several registered and drop-in recreational programs spanning areas including sports, creative and fine arts, cooking, etc. Between 2010 and 2014, registrations in youth programs has been trending downwards while fill rates have fluctuated generally between 62% and 66%. By contrast, participation in drop-in recreational programs increased during the same time period, suggesting that Clarington youth desire unstructured and drop-in activities.

### Facility Needs Assessment

There are no generally accepted provision levels for the development of youth space. Instead, dedicated youth space (whether through stand-alone or integrated models) are constructed based on need, ability to be co-located with other complementary facilities, and potential for cross-programming opportunities.

Over the next fifteen years, it is anticipated that youth in Bowmanville and Courtice will be adequately serviced using the existing complement of municipal and third party recreational spaces. For example, the proposed gymnasium at the Bowmanville Indoor Soccer Facility along with the Firehouse should be sufficient to deliver a broad range of programming and the same can be said between the Courtice Community Complex and Library and South Courtice Arena.

Newcastle would benefit from space, however, the long-range youth population of 2,200 persons does not necessarily rationalize the need for dedicated space. Instead, the Municipality should consider the addition of multi-purpose space through which priority of use is assigned to youth programming but remains flexible enough to accommodate other municipal programming and community rental opportunities. However, additional consultations will be required with youth residing in that community to determine what components they would like to see and whether the ultimate design is best accommodated through dedicated or non-dedicated space.

Servicing the rural areas could also be done on an outreach basis, but would likely make the most amount of sense at board-run arena in Orono as well as the board-run community halls. However, these facilities fall outside of the scope of this Facilities Strategy and thus the Municipality would need to explore such options through subsequent discussions with the boards.

## Recommended Youth Space Development Scenario

1. In the event that the Municipality undertakes an expansion(s) to the Bowmanville Indoor Soccer Facility and/or Newcastle & District Recreation Complex through integration of an arena and/or fitness centre, it is recommended that this expansion(s) include multi-purpose space where priority is assigned to youth-oriented programming. At a minimum, consideration should be given to designing the space conducive to socialization, individual or group study, multi-media components, etc. Such space should be designed in consultation with youth residing in the respective settlement areas and other youth-focused service providers (e.g. John Howard Society, Clarington Public Library, etc.), and should confirm whether the space in fact is best programmed on a priority basis or if it should be dedicated space.

## 4.9 Older Adult Space

### Supply

As a result of the 2015 Clarington Older Adult Strategy, the provision of older adult opportunities are provided by: 1) the Bowmanville Older Adult Association (B.O.A.A.) emphasizing social, physical, educational, and informative programs through the Beech Centre; and 2) through the Municipality of Clarington at other locations such as the Courtice Community Complex and the Newcastle & District Recreation Complex.

### Planning Context

Older adult spaces provide venues for older adults and seniors to gather, share common interests, hold events and programs, and organize games. The need for these spaces is becoming more important as Clarington's population continues to age, although research has found that only about 10% of Ontario's older adult population make use of these services (the ratio in Clarington is quite similar). Nevertheless, older adult spaces function as an important part of the health care and recreation sectors due to their physical and social benefits.

Older adults are increasingly remaining active longer in life than past generations, which has caused a shift in the type and intensity of recreation activities pursued by different age cohorts within this segment of the population. For example, research has revealed that baby boomers are more active and fit than those that came before them. This will continue to be of interest as they age, and is expected to result in an increase in drop-in, fitness, and education activities, as well as specialized programs tailored to niche interests. There will also be older adults that are interested in traditional pursuits (e.g., cards, tea, bingo, dancing, etc.).

The public consultation process revealed that residents enjoy a variety of programs across the Municipality; however, requests were received for more programs such as dance, fitness, traditional older adult and senior programs that emphasize social interaction. No comments were received with respect to the provision of older adult spaces likely due to the recent and extensive consultation program that was implemented as part of the Clarington Older Adult Strategy.

As noted above, in addition to the public consultation sessions held for this Facilities Strategy, extensive consultation was conducted for the Older Adult Strategy in 2015 with Clarington's older



adults, including the Clarington Older Adult Centre Board and its members. Input was collected through an online survey, public open houses, and interviews with key stakeholders. The consultation process found that the Courtice Community Complex was one of the most popular multi-use recreation facilities in Clarington, followed by the Newcastle & District Recreation Complex and the Alan Strike Aquatic & Squash Centre. The Bowmanville Indoor Soccer Facility was also used, to a lesser extent. Overall, older adults and seniors generally enjoyed the activities and programs offered at these facilities as not all opportunities are available at the Beech Centre.

Regardless of the activities that interest Clarington's older adult population, this growing population segment will continue to drive the need for flexible older adult space that can accommodate a broad range of interests. To respond to an evolving and increasingly complex older adult needs, many communities are shifting away from stand-alone seniors' facilities towards the provision of integrated spaces within multi-use community centres. Examples of both facility types can be found in Clarington.

### Facility Needs Assessment

Since the completion of the Older Adult Strategy, much has change with respect to the provision of facility space and recreation programs for older adults. In 2015, the Municipality hired an Older Adult Co-Ordinator and Older Adult Programmer who are responsible for overseeing program development, implementation, and evaluation and advancement of the Older Adult Strategy. Beginning in 2016, the Community Services Department's mandate was expanded to include the provision of community-wide older adult recreation opportunities. A broad range of active older adult programming is currently offered through the Municipality such as fitness, workshops, educational lessons, and more, at each indoor recreation facility in Clarington.

With the banquet hall at the Courtice Community Complex being repurposed to a municipally-operated older adult space, the community now has access to dedicated older adult space. At the time when the Newcastle & District Recreation Complex is expanded to include a twin pad arena and/or fitness centre (as per earlier assessments contained in this Facilities Strategy), inclusion of municipally-operated older adult space should be provided through that expansion project. This should also be the case for a new multi-purpose community centre in Bowmanville (preferably at the Bowmanville Indoor Soccer Facility). Future older adult space should be design adequately to support active recreation opportunities for older adults and complementing other facility components.

### Recommended Older Adult Space Development Scenario

1. Future older adult space should be designed adequately to support active recreation opportunities for older adults, while complementing other facility components (e.g., gymnasium, fitness centre, walking track etc.), when the Bowmanville Indoor Soccer Facility and the Newcastle & District Recreation Complex undergo a major expansion or renewal.

## 4.10 Other Indoor Recreation Facility Needs

The Municipality of Clarington may be pressed for additional indoor recreation facilities that are not currently of sufficient demand to warrant a specific recommendation in this Facilities Strategy. However, the Municipality should be prepared to appropriately respond to future requests. These demands may arise for existing activities / facilities or for those that evolve according to future trends and preferences.

When requests are brought forward for investment in non-traditional, emerging and/or non-core municipal services, the Municipality should evaluate the need for these pursuits on a case-by-case basis. This should involve an examination into (but not be limited to):

- local/regional/provincial trends pertaining to usage and popularity of the activity/facility;
- examples of delivery models in other municipalities;
- local demand for the activity / facility;
- the ability of existing municipal facilities to accommodate the new service;
- the feasibility for the Municipality to reasonably provide the service / facility as a core service and in a cost-effective manner;
- the willingness and ability of the requesting organization to provide the service / facility if provided with appropriate municipal supports.

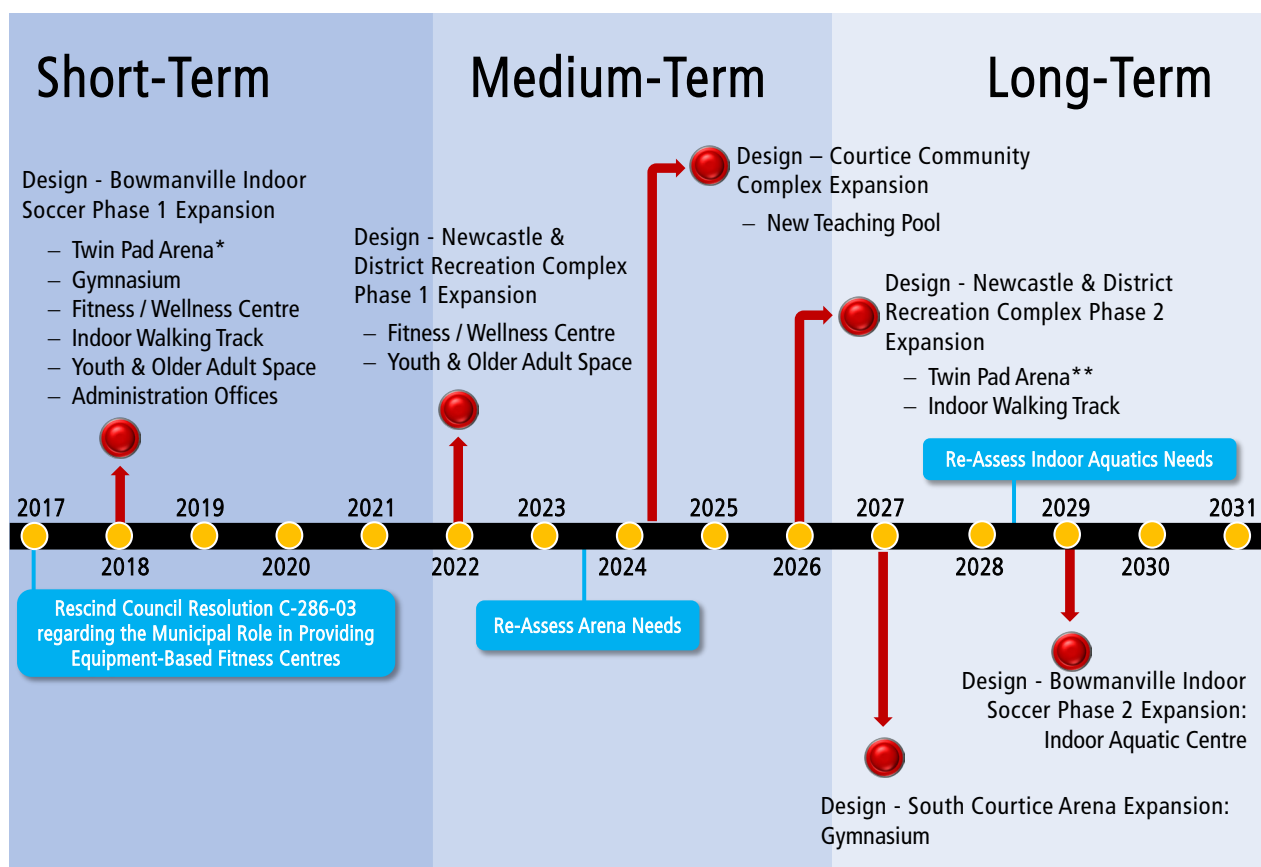
### Recommended Development Scenario for Other or Emerging Facilities

Requests for facilities presently not part of the Municipality of Clarington's core indoor recreation facility portfolio should be evaluated on a case-by-case basis, after first considering the Municipality's role in providing the facility in relation to quantified market demand and cost-effectiveness of such facilities, while also identifying potential strategies to address long-term need for such requests should a sufficient level of demand be expressed. However based on the scope of the recommendations identified in this report, this should remain the focus for the Municipality over the term of the strategy period.

## Section 5. Implementation of Expansion & Redevelopment Options

Assessments contained in Section 4 have resulted in a number of recommendations, of which Figure 6 illustrates the proposed facility development timeline. The details and costs of each initiative are outlined in the pages that follow. The proposed timeline is contingent upon many factors including the actual level of population growth realized over the next fifteen years in relation to the forecasts used as the basis for this Strategy, participation levels and recreational preferences in the future, the financial capacity of the Municipality to undertake such works, competing priorities and pressures for other municipal services, life expectancy of existing facilities, etc.

**Figure 6: Proposed Facility Development Schedule**



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

\*\* A twin pad arena is recommended in Newcastle subject to the results of an arena needs assessment in 2023.

## 5.1 Costing Assumptions

### Capital Cost Estimates

Capital costs of construction articulated in this section are expressed in 2016 dollars, and escalated by 3.5% per annum to illustrate potential inflationary pressures associated with future development. It bears noting that construction costs can vary significantly due to instability of material costs, labour costs, and other economic factors. The capital budgets presented herein are based on a very preliminary concepts only and should be considered as a Class D budget.

The cost estimates exclude land acquisition, HST, legal fees, project management costs, environmental remediation, development charges (if applicable), and capital replacement. The capital construction costs also exclude energy efficiency or 'green building' certifications, which are accredited programs that recognize green building practices in areas such as energy conservation and demand management. Should the Municipality decide to pursue certification or accreditation in sustainable practices, the prevailing philosophy is that these upgrades will increase the capital cost, but reduce the facility's environmental impact and result in incremental operating cost savings due to energy efficiencies.

### Operating Budget Impacts

It is important for the Municipality of Clarington to not only plan for the capital costs of the respective recreation facility expansions and renovations but to understand the operating budget implications that will accompany the facility expansions once they are in operation. Each of the facilities recommended in this plan have been assessed as to their operating impacts including achievable revenue potential and expenditures that are reflective of the current departmental operating model. It should be noted that all operating expenditures and costs have been stated in 2016 dollars and no inflationary estimates are offered as often costs can change significantly such as utilities and staffing costs as well as the introduction of any new legislative requirements.

Each facility expansion recommendation offers a summary of the additional costs to the facility and an overall operating budget impact to the existing operational budget. Once the facility expansions are approved for implementation by Council, staff will refine this data to ensure that it is reflective of any changes in operations and the service delivery model. This information is intended to provide Council and the public with a high order of magnitude of additional operating costs for the recommended facility expansions in the Facilities Strategy.

The following information is provided for each recommended facility expansion at the end of each sub-section from 5.2 to 5.5, identifies the operating budget impacts of the "additional" recommended space and includes:

- A summary of the facility expansion in square feet and a description of the facility components; and
- A table that summarizes the additional revenues, expenditures and a net operating budget impact for the facility expansion.

## **Operating Budget Assumptions for all Facility Expansions**

In developing the operating budget impacts for the additional costs of the facility expansions, it is assumed that:

### **Operating Hours**

- Operating hours for pools, gymnasias, fitness/wellness spaces, youth and older adult spaces and multi-purposes spaces will reflect current operating hours of a seven day a week operation which are open to the public on average of 15 hours per day; and
- Arenas are projected to operate 15 hours per day on average, 8-9 months per year and utilize dry ice pads in the summer months for camps, rentals etc.

### **Revenues**

- Current pricing of program and services are included in the revenue projections and reflect a full year of operation of programs, rental etc. Current usage levels are articulated such as arenas are budgeted at 90% of prime time use.

### **Expenditures**

- Current operational and program staffing levels are reflected in the operating budget impacts estimates. Any additional staff needed to address a larger population, new directions or existing staff deficiencies are not reflected in these budget projections.
- All facility operating expenses and maintenance staff are captured under the full facility costs and only additional program related revenues and expenses are summarized under each program areas such as pools, youth, adult, fitness spaces and gymnasias.
- Arena/full-time facility operations staff are included in the arena budget as this is reflective of the current practice.
- It is estimated that the dry facility maintenance costs per square foot excluding maintenance/operational staff are \$4.55 per square foot per annum for multi-purpose rooms and \$6.79 per square foot for arenas, while wet spaces (pools and pool change rooms) are calculated at \$7.50 per square foot. These operational costs are reflective of other similar spaces within the Municipality of Clarington. This square foot cost includes utilities, cleaning and maintenance supplies, minor repairs, chemicals and general operating expenses (staffing costs are not included). Pools generally cost more to maintain due to a greater demand on utilities to continually heat the water and air.

## 5.2 Expand Bowmanville Indoor Soccer Facility into a Multi-Use Community Centre

Estimated Timing & Cost Implications	Short-Term (2017-2021)	Medium-Term (2022-2026)	Long-Term (2027-2031)
Indoor Aquatics Centre Study	-	-	Timing: 2028 (Ph.2) Cost: \$30,000
Detailed Architectural Design	Timing: 2018 (Ph. 1)	-	Timing: 2029 (Ph. 2)
Facility Development	Timing: 2019 (Ph. 1) Cost: \$46.2 million	-	Timing: 2030 (Ph. 2) \$18.8 million
Open to Public	Timing: 2020 (Ph.1)	-	Timing: 2031 (Ph. 2)

Note: costs quoted in 2016 dollars, timing is estimated and subject to change

To meet growth-related needs in the Bowmanville settlement area, a phased two part expansion is proposed for the Bowmanville Indoor Soccer Facility. The current building and site were originally designed to allow for a future facility expansion and thus ample space exists to the north and west of the current building envelope.

The Phase 1 expansion would involve:

- a twin pad arena;
- a full size gymnasium;
- a fitness/wellness centre;
- a dedicated or assigned-priority space for youth;
- a dedicated or assigned-priority space for older adult activities and programs;
- multi-purpose program space(s);
- an indoor walking track; and
- office space for Community Services Department administration (in order to accommodate the relocation of administrative staff that are currently located at the Municipal offices, additional space should be considered - this would be coordinated with any space needs assessments completed by the Municipality in the future).

The Phase 2 expansion would involve:

- a new indoor aquatics centre containing a 25 metre rectangular pool and smaller separated leisure and/or therapeutic pools (design and specifications should be re-assessed prior to construction given this action is projected to occur over ten years from now and preferences may change).



**Table 10: Estimated Project Development Cost – Bowmanville Indoor Soccer Facility (Phase 1)**

Component	Area (ft²)	Rate (\$/ft²)	Cost	Notes
<b>Building Costs</b>				
<b>Twin Pad Arena</b>	<b>86,400</b>	<b>220</b>	<b>\$19,008,000</b>	2 NHL sized ice pads
New Gymnasium	7,800	\$300	\$2,340,000	Similar to gym at N.D.R.C.
New Dry Change Rooms	1,500	\$325	\$487,500	Modest dry change area
Fitness Space	10,000	\$350	\$3,500,000	--
<b>Indoor Walking Track</b>	<b>7,000</b>	<b>150</b>	<b>1,050,000</b>	<b>Assuming within arena</b>
Older Adult & Youth Spaces	3,000	\$300	\$900,000	O.A. @ 3,000sf, Youth @ 1,000sf
Multi-Purpose Space	1,500	\$300	\$450,000	--
Municipal Administration Offices	3,500	300	\$1,050,000	Assumes 20 Staff, Reception, etc.
Mechanical and Service	1,500	\$250	\$375,000	--
Sub-Total	123,200	--	\$29,460,500	-
Gross Up Area (10%)	12,320	\$319	\$3,930,080	Assuming minimal gross-up
<b>Total Building Area</b>	<b>135,520</b>	<b>--</b>	<b>--</b>	<b>--</b>
<b>Site Costs</b>				
Parking	750	\$3,300	\$2,475,000	Assumed 2/3 of additional 1,100
Site Servicing	--	--	\$750,000	Lump sum
Landscaping	--	--	\$500,000	Lump sum
<b>Total Construction Costs</b>	<b>--</b>	<b>--</b>	<b>\$37,115,580</b>	<b>--</b>
Construction Contingency (5%)	--	--	\$1,855,779	--
<b>Soft Costs</b>				
Architectural Fees (8% construction)	--	--	\$2,969,246	Based on pre-contingency cost
Other Fees (2% construction - for survey, geotech., enviro.)	--	--	\$742,312	Based on pre-contingency cost
FFE (4% construction)	--	--	\$1,484,623	Based on pre-contingency cost
Testing and Inspection	--	--	\$100,000	Lump sum
A/V	--	--	\$100,000	Lump sum
Security	--	--	\$75,000	Lump sum
Communications	--	--	\$75,000	Lump sum
Utility Fees	--	--	\$100,000	Lump sum
<b>Total Soft Costs</b>	<b>--</b>	<b>--</b>	<b>\$5,646,181</b>	<b>--</b>
Soft Cost Contingency (5%)	--	--	\$282,309	--

Project Sub-Total	\$44,899,849
Project Contingency (3%)	\$1,346,995
<b>Grand Total</b>	<b>\$46,246,845</b>

Assumes Stipulated Sum Tender

Specific exclusions: Land Costs, Legal Costs, Environmental Remediation, Project Management, LEED designation

**Table 11: Estimated Project Development Cost – Bowmanville Indoor Soccer Facility (Phase 2)**

Component	Area (ft <sup>2</sup> )	Rate (\$/ft <sup>2</sup> )	Cost	Notes
<b>Building Costs</b>				
New Pools	11,500	525	\$6,037,500	Two basins
New Pool Change Rooms	4,150	350	\$1,452,500	--
Pool Mechanical	2,500	290	\$725,000	--
Office/Lifeguards, etc.	1,500	300	\$450,000	--
Sub-Total	23,150	--	\$9,715,000	--
Gross Up Area (35%)	8,012.5	419	\$3,394,948	Gross up for pool program
<b>Total Building Area</b>	<b>31,252</b>	<b>--</b>	<b>-</b>	<b>--</b>
<b>Site Costs</b>				
Parking	350	\$3,300	\$1,155,000	Assumed 1/3 of additional 1,100
Site Servicing	--	--	\$100,000	Assumes mostly in Phase 1
Landscaping	--	--	\$500,000	Lump sum
<b>Total Construction Costs</b>	<b>--</b>	<b>--</b>	<b>\$14,864,948</b>	<b>--</b>
Construction Contingency (5%)	--	--	743,247	--
<b>Soft Costs</b>				
Architectural Fees (7% construction)	--	--	\$1,040,546	Based on pre-contingency cost
Other Fees (2% construction - for survey, geotech., enviro.)	-	--	\$297,299	Based on pre-contingency cost
FFE (4% construction)	--	--	\$594,598	Based on pre-contingency cost
Testing and Inspection	--	--	\$150,000	Lump sum
A/V	--	--	\$150,000	Lump sum
Security & Communications	--	--	\$200,000	Assuming extension to existing
Utility Fees	--	--	\$50,000	Assumes mostly in Phase 1
<b>Total Soft Costs</b>	<b>--</b>	<b>--</b>	<b>\$2,482,443</b>	<b>--</b>
Soft Cost Contingency (5%)	--	--	\$124,122	--
<b>Project Sub-Total</b>			<b>\$18,214,761</b>	
Project Contingency (3%)			\$546,443	
<b>Grand Total</b>			<b>\$18,761,204</b>	

Assumes Stipulated Sum Tender

Specific exclusions: Land Costs, Legal Costs, Environmental Remediation, Project Management, LEED designation

## Capital Costs

The total capital cost estimated for the Phase 1 expansion of the Bowmanville Indoor Soccer Facility is \$46,246,845 (quoted in 2016 dollars). Applying an escalation factor of 3.5% per annum to this figure results in a project cost of approximately \$49.5 million provided that construction is initiated in early 2019.

The capital cost estimate for the Phase 2 expansion is \$18,761,204 (2016 dollars). Application of the 3.5% annual escalation factor significantly increases the estimate to approximately \$29.3 million if proceeding with construction early in the year 2030.

For the Phase 2 expansion, a high degree of caution should be exercised in the interpretation of the escalated cost figure given the considerable uncertainty associated with projecting current cost estimates between ten and fifteen years into the future.

## Operating Implications – Phase 1

The additional space of 135,520 square feet is comprised of a twin pad arena, walking track, dry spaces including a gymnasium, change rooms, fitness and wellness centre, older adult and youth spaces as well as support spaces for administration, mechanical and service. The addition will require 3 full-time facility operators to cover 14 eight hour shifts per week as well as arena operations staff. Overall, the net impact of the Phase 1 facility expansion will increase the net facility budget by approximately \$375,000 once existing levels of operations and programming are duplicated and achieved in this facility.

Facility Costs		Program Costs						Net Impact
Facility Component	Additional Operating Expenses	Twin Pad Arena (includes Operators)	Gym	Fitness and Wellness Centre	Youth Space	Indoor Walking Track	Older Adult Space	Net Changes to the Facility Budget
Revenues	--	(887,900)	(105,000)	(523,000)	--	Minimal additional revenue	(44,100)	(1,560,000)
Expenditures	810,200	595,300	98,800	286,900	44,000	Included in facility costs	97,800	1,933,000
Net	810,200	(292,600)	(6,200)	(236,100)	44,000	--	53,700	373,000

## Operating Implications – Phase 2

The square footage expansion in the Phase 2 expansion of Bowmanville Indoor Soccer Facility includes 31,352 square feet of wet space to include an indoor aquatic centre (pool and change rooms) and pool office space. The net budget impact on the expanded facility components will be in the range of \$675,000 in 2016 dollars.

Facility Costs		Program Costs	Net Impact
Facility Component	Additional Operating Expenses	Indoor Aquatics Centre	Net Changes to the Facility Budget
Revenues	--	(432,000)	(432,000)
Expenditures	235,100	874,200	1,109,300
Net	235,100	442,200	677,300

## 5.3 Expand the Newcastle & District Recreation Complex

Estimated Timing & Cost Implications	Short-Term (2017-2021)	Medium-Term (2022-2026)	Long-Term (2027-2031)
Arena Needs Study	-	Timing: 2023 (Ph.2) Cost: \$30,000	-
Detailed Architectural Design	-	Timing: 2022 (Ph.1) Timing: 2026 (Ph.2)	-
Facility Development	-	Timing: 2023 (Ph.1) Cost: \$8.5 million	Timing: 2027 (Ph.2) Cost: \$29.3 million
Open to Public	-	Timing: 2024 (Ph.1)	Timing: 2028 (Ph.2)

Note: costs quoted in 2016 dollars, timing is estimated and subject to change

The Newcastle & District Recreation Complex is also subject to a phased expansion strategy whereby fitness and age-centric space is added to complement the existing aquatics centre and gymnasium, followed by a longer-term expansion to address future ice needs, if sufficient demand exists, that will be confirmed through a re-assessment of arena requirements in the year 2023. The latter course of action ensures that the Newcastle settlement area will retain an arena presence recognizing that the existing Newcastle Arena could possibly approach the end of its useful life at some point within this Strategy's planning period.

The Newcastle & District Recreation Complex Phase 1 expansion project would involve:

- a fitness/wellness centre;
- a dedicated or assigned-priority space for youth;

- a dedicated or assigned-priority space for older adult activities; and
- multi-purpose program space(s).

As part of the 2023 arena needs assessment, the Municipality and Newcastle Arena Board should review the feasibility of future capital investments in the Newcastle Arena on Caroline Street in relation to its overall financial and operational sustainability, either as an arena or a repurposed facility. These discussions will inform decisions relating to eventual replacement of the Newcastle Arena in tandem with the aforementioned re-confirmation of arena needs in the mid-term.

Factors to be considered in a Phase 2 expansion to include an arena include the fact that the current building and site were designed to handle a twin pad arena addition and thus ample space exists onsite. The current building is such that it would allow for parking areas to the north and south, with a new second facility entrance at the joint between the existing and proposed. The integration of an indoor walking track should also be considered in the design of the arena expansion.

### Capital Costs

The total capital cost estimated for the Phase 1 expansion of the Newcastle & District Recreation Complex is \$8,486,022 (quoted in 2016 dollars). Applying an escalation factor of 3.5% per annum to this figure results in a project cost of approximately \$10.4 million provided that construction is initiated early in the year 2023.

The capital cost estimate for the Phase 2 expansion is \$29,279,025 (2016 dollars) should the Municipality proceed with a twin pad arena. Application of the 3.5% annual escalation factor significantly increases the estimate to approximately \$41.3 million if proceeding with construction early in the year 2027.

For both the Phase 1 and Phase 2 expansion, a high degree of caution should be exercised in the interpretation of the escalated cost figure given the considerable uncertainty associated with projecting current cost estimates between ten and fifteen years into the future.

**Table 12: Estimated Project Development Cost – Newcastle & District Recreation Complex (Phase 1)**

Component	Area (ft²)	Rate (\$/ft²)	Cost	Notes
<b>Building Costs</b>				
Fitness Space	10,000	\$400	\$4,000,000	--
Youth Space	1,500	\$300	\$450,000	Assuming renovation to existing
Older Adult Space	3,000	\$300	\$900,000	Assuming addition to existing
Circulation	0	\$300	\$0	Covered above
Mechanical and Service	500	\$250	\$125,000	Assumes 1/3 of 1,500sf
Sub-Total	15,000	--	\$5,475,000	--
Gross Up Area (10%)	1,500	\$217	\$325,500	Assuming minimal gross-up
<b>Total Building Area</b>	<b>16,500</b>	<b>--</b>	<b>-</b>	<b>--</b>
<b>Site Costs</b>				
Parking	85	\$3,300	\$280,500	Assumed increase based on drawings and 1/3 of 250 spaces
Site Servicing	--	--	\$200,000	Lump sum
Landscaping	--	--	\$300,000	Lump sum
<b>Total Construction Costs</b>	<b>--</b>	<b>--</b>	<b>\$6,581,000</b>	<b>--</b>
Construction Contingency (5%)	--	--	\$329,050	--
<b>Soft Costs</b>				
Architectural Fees (7% construction)	--	--	\$460,670	Based on pre-contingency cost
Other Fees (2% construction - for survey, geotech., enviro.)	--	--	\$131,620	Based on pre-contingency cost
FFE (4% construction)	--	--	\$263,240	Based on pre-contingency cost
Testing and Inspection	--	--	\$75,000	Lump sum
A/V	--	--	\$75,000	Lump sum
Security	--	--	\$100,000	Assuming extension to existing
Communications	--	--	\$100,000	Assuming extension to existing
Utility Fees	--	--	\$60,000	Lump sum
<b>Total Soft Costs</b>	<b>--</b>	<b>--</b>	<b>\$1,265,530</b>	<b>--</b>
Soft Cost Contingency (5%)	--	--	\$63,277	--

Project Sub-Total	\$8,238,857
Project Contingency (3%)	\$247,166
<b>Grand Total</b>	<b>\$8,486,022</b>

Assumes Stipulated Sum Tender

Specific exclusions: Land Costs, Legal Costs, Environmental Remediation, Project Management, LEED designation



**Table 13: Estimated Project Development Cost – Newcastle & District Recreation Complex (Phase 2)**

Component	Area (ft²)	Rate (\$/ft²)	Cost	Notes
<b>Building Costs</b>				
New Twin Pad	86,400	\$220	\$19,008,000	Sized to South Courtice Arena
Walking Track	7,000	\$150	\$1,050,000	Assuming within arena
Mechanical and Service	1,000	\$250	\$375,000	Assumes 2/3 of 1,500sf
Sub-Total	94,400	--	\$20,308,000	--
Gross Up Area (10%)	9,440	\$217	\$2,048,480	Assuming minimal gross-up
<b>Total Building Area</b>	<b>103,840</b>	<b>--</b>	<b>--</b>	<b>--</b>
<b>Site Costs</b>				
Parking	165	\$3,300	\$544,500	Assumed increase based on drawings and 2/3 of 250 spaces
Site Servicing	--	--	\$250,000	Lump sum
Landscaping	--	--	\$400,000	Lump sum
<b>Total Construction Costs</b>	<b>--</b>	<b>--</b>	<b>\$23,550,980</b>	<b>--</b>
Construction Contingency (5%)	--	--	\$1,177,549	--
<b>Soft Costs</b>				
Architectural Fees (7% construction)	--	--	\$1,648,569	Based on pre-contingency cost
Other Fees (2% construction - for survey, geotech., enviro.)	--	--	\$471,020	Based on pre-contingency cost
FFE (4% construction)	--	--	\$942,039	Based on pre-contingency cost
Testing and Inspection	--	--	\$100,000	Lump sum
A/V	--	--	\$100,000	Lump sum
Security	--	--	\$100,000	Assuming extension to existing
Communications	--	--	\$100,000	Assuming extension to existing
Utility Fees	--	--	\$60,000	Lump sum
<b>Total Soft Costs</b>	<b>--</b>	<b>--</b>	<b>\$3,521,627</b>	<b>--</b>
Soft Cost Contingency (5%)	--	--	\$176,081	--

Project Sub-Total	\$28,426,238
Project Contingency (3%)	\$852,787
<b>Grand Total</b>	<b>\$29,279,025</b>

Assumes Stipulated Sum Tender

Specific exclusions: Land Costs, Legal Costs, Environmental Remediation, Project Management, LEED designation

### Operating Implications – Phase 1

The additional space of 16,500 square feet is made up of dry spaces and includes a fitness/wellness space, youth and older adult spaces with additional square footage for circulation and mechanical and services areas. The net budget impact on the expanded facility components will be in the range of \$65,000 in 2016 dollars.

Facility Costs		Program Costs			Net Impact
Facility Component	Facility Operating Expenses	Fitness and Wellness Centre	Youth Space Program	Older Adult Space Program	Net Changes to the Facility Budget
Revenues	--	(523,000)	--	(44,100)	(567,100)
Expenditures	75,100	286,900	44,000	97,800	503,800
Net	75,100	(236,100)	44,000	53,700	(63,300)

### Operating Implications – Phase 2

The additional space of 103,840 square feet consists of the twin pad arena and a walking track as well as facility support spaces. It should be noted that the facility elements are subject to a feasibility study reflective of the community requirements at the projected year of design. The operating impacts reflect the additional arena, walking track and ancillary spaces. The net budget impact on the expanded facility components will be in the range of \$375,000 in 2016 dollars.

Facility Costs		Program Costs		Net Impact
Facility Component	Facility Operating Expenses	Twin Pad Arena (includes Operators)	Indoor Walking Track	Net Changes to the Facility Budget
Revenues	--	(887,900)	Minimal additional revenue	(887,900)
Expenditures	666,000	595,300	Included in Facility Costs	1,261,300
Net	666,000	(292,600)	-	373,400

## 5.4 Expand and Renovate the Courtice Community Complex

Estimated Timing & Cost Implications	Short-Term (2017-2021)	Medium-Term (2022-2026)	Long-Term (2027-2031)
Detailed Architectural Design	-	Timing: 2024	-
Facility Reconfiguration and/or Expansion	-	Timing: 2025 Cost: \$7.3 million	-
Open to Public	-	Timing: 2026	-

Note: costs quoted in 2016 dollars, timing is estimated and subject to change

The Courtice Community Complex indoor aquatics centre should be reconfigured to facilitate a greater range of learn-to-swim, aquatic fitness and/or aquatic rehabilitation programming. This would involve reconfiguring and expanding the existing natatorium to the west.

This expansion project is presumed to increase the capacity of this indoor aquatics centre to accommodate greater use and alleviate short to medium-term needs that arise in subsequent years, potentially reconciling demands for aquatics programming until the proposed Phase 2 expansion of the Bowmanville Indoor Soccer Facility adds a new indoor aquatics centre. The fitness area expansion will address the growing demand on the Municipality's existing operation and can benefit from the economies of scale in construction through the indoor aquatics centre expansion.

Factors to be considered in the expansion include the fact that the property is irregularly shaped and set back from Courtice Road, with the only available direction for expansion being to the west where there the soccer pitch currently exists (along with a naturalized area further west). The access to the proposed future area of construction could be through existing service lanes at the north and south of the existing building. There is some concern for overland storm drainage in this area.

### Capital Costs

The total capital cost estimated for the Courtice Community expansion and renovation project is \$7,308,892 (quoted in 2016 dollars). Applying an escalation factor of 3.5% per annum to this figure results in a project cost of approximately \$10 million provided that construction is initiated in the year 2025.

**Table 14: Estimated Project Development Cost – Courtice Community Complex**

Component	Area (ft²)	Rate (\$/ft²)	Cost	Notes
<b>Building Costs</b>				
New Leisure Pool	4,450	\$575	\$2,558,750	Sized to N.D.R.C. indoor pool
Existing Pool Renovation	--	--	\$150,000	Lump sum
Mechanical and Service	600	\$250	\$150,000	--
Sub-Total	5,050	--	\$2,858,750	--
Gross Up Area (35%)	1,768	\$417	\$2,100,950	--
<b>Total Building Area</b>	<b>6,818</b>	<b>--</b>	<b>--</b>	<b>--</b>
<b>Site Costs</b>				
Parking	n/a	n/a	\$0	Anticipate no additional parking is required
Site Servicing	--	--	\$450,000	Lump sum
Landscaping	--	--	\$200,000	Lump sum
<b>Total Construction Costs</b>	<b>--</b>	<b>--</b>	<b>\$5,609,700</b>	<b>--</b>
Construction Contingency (5%)	--	--	\$280,485	--
<b>Soft Costs</b>				
Architectural Fees (8.5% construction)	--	--	\$476,825	Based on pre-contingency cost
Other Fees (2% construction - for survey, geotech., enviro.)	--	--	\$112,194	Based on pre-contingency cost
FFE (4% construction)	--	--	\$224,388	Based on pre-contingency cost
Testing and Inspection	--	--	\$75,000	Lump sum
A/V	--	--	\$100,000	Lump sum
Security	--	--	\$50,000	Assuming extension to existing
Communications	--	--	\$50,000	Assuming extension to existing
Utility Fees	--	--	\$60,000	Lump sum
<b>Total Soft Costs</b>	<b>--</b>	<b>--</b>	<b>\$1,148,407</b>	<b>--</b>
Soft Cost Contingency (5%)	--	--	\$57,420	--

Project Sub-Total	\$7,096,012
Project Contingency (3%)	\$212,880
<b>Grand Total</b>	<b>\$7,308,892</b>

Assumes Stipulated Sum Tender

Specific exclusions: Land Costs, Legal Costs, Environmental Remediation, Project Management, LEED designation

## Operating Implications

The 6,818 square feet of additional facility space includes 4,450 square feet of pool (wet) space (leisure/teaching pool). Wet and dry spaces are articulated at different operational costs per hour as there are additional utility costs associated with indoor pool spaces to continually maintain warmer air and water temperatures. The budget calculations assume that the facility expansion will have a minimal net impact to the overall facility budget due to revenues being able to recover 80% of the additional operating costs. The net operating budget impact will be an increase of \$34,000.

Facility Costs		Program Costs		Net Impact
Facility Component	Additional Operating Expenses	Teaching Pool	Enlarged Change Rooms	Net Changes to the Facility Budget
<b>Additional Revenues</b>	--	(34,500)	No associated revenues	(34,500)
<b>Additional Expenditures</b>	51,200	17,500	Included in Facility Operating Expenditures	68,700
<b>Net</b>	<b>51,200</b>	<b>(17,000)</b>	<b>-</b>	<b>34,200</b>

## 5.5 Expand the South Courtice Arena

Estimated Timing & Cost Implications	Short-Term (2017-2021)	Medium-Term (2022-2026)	Long-Term (2027-2031)
Detailed Architectural Design	-	-	Timing: 2027 Cost: \$400,000
Facility Expansion	-	-	Timing: 2028 Cost: \$5.8 million
Open to Public	-	-	Timing: 2029

Note: costs quoted in 2016 dollars, timing is estimated and subject to change

The Indoor Facilities Development Strategy recommends integration of a full size gymnasium at the South Courtice Arena, achieved in one of two ways:

- Converting the existing small gymnasium into a group fitness studio and constructing a full size gymnasium at this facility through an addition to the building; or
- Expanding multi-purpose program space.

### Capital Costs

The total capital cost estimated for the expansion of the South Courtice Arena is \$5,816,067 (quoted in 2016 dollars). Applying an escalation factor of 3.5% per annum to this figure results in a project cost of approximately \$8.5 million provided that construction is initiated early in the year 2028.

### Operating Implications

The expansion of the South Courtice Arena to include a gymnasium would entail the addition of 13,162 square feet of dry space. The expansion of the facility to include a gymnasium will not require additional full-time operators but will require a part-time staff compliment to set up, supervise, clean and breakdown equipment for events and programs during peak times in the arena.

Facility Costs		Program Costs	Net Impact
Facility Component	Additional Operating Expenses	Gymnasium	Net Changes to the Facility Budget
Revenues	--	(105,000)	(105,000)
Expenditures	98,100	98,800	196,900
Net	98,100	(6,200)	<b>91,900</b>



**Table 15: Estimated Project Development Cost – South Courtice Arena**

Component	Area (ft²)	Rate (\$/ft²)	Cost	Notes
<b>Building Costs</b>				
New Gymnasium	7,800	\$330	\$2,574,000	Similar to gym at N.D.R.C.
Renovation to Existing Gymnasium	1,950	\$200	\$390,000	Modest dry change area
Sub-Total	9,750	--	\$2,964,000	--
Gross Up Area (35%)	3,412.5	\$304	\$1,037,400	--
<b>Total Building Area</b>	<b>13,162.5</b>	<b>--</b>	<b>-</b>	<b>--</b>
<b>Site Costs</b>				
Parking	50	\$3,300	\$165,000	Assumed additional parking
Site Servicing	--	--	\$0	Assuming not required
Landscaping	--	--	\$50,000	Assuming minimal requirement
<b>Total Construction Costs</b>	<b>--</b>	<b>--</b>	<b>\$4,216,400</b>	<b>--</b>
Construction Contingency (5%)	--	--	\$210,820	--
<b>Soft Costs</b>				
Architectural Fees (8.5% construction)	--	--	\$358,394	Based on pre-contingency cost
Other Fees (2% construction - for survey, geotech., enviro.)	--	--	\$84,328	Based on pre-contingency cost
FFE (4% construction)	--	--	\$168,656	Based on pre-contingency cost
Testing and Inspection	--	--	\$150,000	Lump sum
A/V	--	--	\$150,000	Lump sum
Security	--	--	\$100,000	Lump sum
Communications	--	--	\$100,000	Lump sum
Utility Fees	--	--	\$50,000	Lump sum
<b>Total Soft Costs</b>	<b>--</b>	<b>--</b>	<b>\$1,161,378</b>	<b>--</b>
Soft Cost Contingency (5%)	--	--	\$58,069	--

Project Sub-Total	\$5,646,667
Project Contingency (3%)	\$169,400
<b>Grand Total</b>	<b>\$5,816,067</b>

Assumes Stipulated Sum Tender

Specific exclusions: Land Costs, Legal Costs, Environmental Remediation, Project Management, LEED designation

## 5.6 Plan for a Future Indoor Aquatics Facility After 2031

Estimated Timing & Cost Implications	Short-Term (2017-2021)	Medium-Term (2022-2026)	Long-Term (2027-2031)
Detailed Architectural Design	-	-	Post 2031
Facility Development	-	-	Post 2031

There will likely be considerable pressure placed on the proposed new aquatic centre in Bowmanville if/when the A.S.A.S.C. pool is decommissioned and/or repurposed after reaching the end of its lifecycle. Furthermore, another new aquatic centre would be required to attain Municipal-wide service level standards meaning that the Municipality must be prepared to construct an aquatic centre shortly after the planning period associated with this Indoor Facilities Development Strategy (i.e. post 2031).

### Capital and Operating Cost Implications

To be determined post 2031.

## 5.7 Other Recommended Directions

### Aquatics

Due to lifecycle constraints, aquatics assessments state that the Municipality should evaluate potential adaptive re-use possibilities for the Alan Strike Aquatic & Squash Centre as well as determine whether the School Board has an interest in purchasing the building to deliver its ongoing curriculum. These investigations should occur shortly before the A.S.A.S.C. pool is decommissioned upon reaching the end of its useful life (note: any further renewal activities should be relegated to basic health and safety requirements until the pool is decommissioned).

### Estimated Timing

Post-2031 depending upon when the A.S.A.S.C. reaches the end of its lifecycle.

### Arenas

A service-related outcome from the arena assessments is the implementation of an Ice Allocation Policy to determine: 1) whether adjusted scheduling and allocation practices can create any potential efficiencies in the existing arena system; and 2) trends and performance measurement based on adjusted allocation and collection of detailed registration information for each arena user (i.e. number of players, their age and residency).

A second outcome from the assessments is continuing to engage the independent Arena Boards to understand the level of demand being expressed by local arena user groups. It will also be useful to remain apprised how board-operated arenas allocate their ice time - at the stakeholder meeting, a demand for ice by Newcastle Minor Hockey Association resulted in a request for ice time at Municipally-operated arenas for the 2016/17 season which could not be accommodated.

## **Estimated Timing**

Short-Term (2017-2021) – Ice Allocation Policy  
Ongoing (2016-2031) – Arena Board Engagement

## **Indoor Turf**

To address demands for field time from users that are not affiliated with the Darlington Soccer Club, the indoor turf assessment recommends that the Municipality engage such users and the Soccer Club in the review of allocation practices and policies for the Bowmanville Indoor Soccer Facility. The intent of doing so would be to determine an equitable approach to accommodating all field sport users interested in using the facility during prime time hours recognizing a number of factors such as the financial contribution that the Soccer Club originally made towards facility construction, a goal of effectively maximizing use of the facility and reversing recent trends of declining bookings, etc.

While no new indoor turf fields have been recommended, the assessments encourage the Municipality to continue to evaluate any third party partnerships that may be brought to its attention so long as such a partnership is consistent with Municipal principles and values surrounding partnerships and that it can demonstrate it will not unduly compromise the operational sustainability of the Bowmanville Indoor Soccer Facility.

## **Estimated Timing**

Short-Term (2017-2021) – Review of Allocation Policies and Practices  
Ongoing (2017-2031) – Consideration of partnership requests, if presented

## **Fitness Space**

A key outcome from the assessment of fitness space is for the Municipality to rescind the Council resolution made over twelve years ago that restricts expansion into the equipment-based fitness market in order to not compete with private sector providers. Consultations revealed considerable interest in replicating this model for existing and future multi-use community centres in Newcastle and Bowmanville.

The following resolution was approved at the May 12, 2003 Council meeting:

Resolution # C-286-03

Moved by Councillor Schell, seconded by Councillor Rowe

WHEREAS the Municipality of Clarington recognizes that the fitness industry, as a local small business, is at a disadvantage when directly competing with organizations that do not pay the taxes that form a significant part of the small business owner's operating expenses;

WHEREAS the Municipality of Clarington does not feel it is in the best interests of its residents to compete with the fitness industry who are meeting the needs of the community;

WHEREAS the Municipality of Clarington is committed to responding to opportunities for business retention and attraction;

NOW THEREFORE BE IT RESOLVED

THAT the Municipality of Clarington hereby advises the local fitness facility owners that it will not enter into direct competition with the local fitness industry in new facility construction; and

THAT the Association of Municipalities of Ontario be advised of Council's decision, and be requested to forward the resolution to the member municipalities for their consideration.

CARRIED.

### Estimated Timing

Short-Term (2017-2021) – Rescind Council Resolution #c-286-03 regarding the Provision of Equipment-Based Fitness Centres.

## 5.8 Opportunities Associated with Future Community Parks

There are two undeveloped sites that the Municipality of Clarington has identified as future Community Park land in the Bowmanville area. While the Facilities Strategy has primarily focused upon expansion and redevelopment of the Municipality's existing recreation centres, the potential for the construction of future indoor recreation is being considered. At this time, the specific needs for these two future Community Park sites is not known and will require further discussion at a future date. Reserving one of the sites for a future indoor aquatics centre (and any other needed facilities determined at that time) required after 2031 as summarized in preceding paragraphs.

## 5.9 Capital Funding for the Facilities Strategy

The Indoor Recreation Facilities Development Strategy has proposed the number and type of facilities and facility expansions that will best serve the residents until 2031. Preceding pages have set out what capital expenditures are needed including inflationary escalation costs, a timeframe for project initiation and the cost of maintaining the asset once it has been built (in 2016 dollars).

In summary the capital budget requirements as recommended for recreation facility development is presented in the following table:

Facility Expansion	Initiation Year	Capital Budget Estimates
Expand Bowmanville Soccer Facility – Phase 1	2019	\$49.5 Million
Expand Newcastle & District Recreation Complex – Phase 1	2023	\$10.4 Million
Expand and Renovate Courtice Community Complex	2025	\$10.0 Million
Expand Newcastle & District Recreation Complex – Phase 2	2027	\$41.3 Million
Expand South Courtice Arena	2028	\$8.5 Million
Expand Bowmanville Soccer Facility – Phase 2	2030	\$29.3 Million
<b>Total Capital Program Expenditures - 2019 to 2031</b>		<b>\$149.0 Million</b>

\* Reflects escalated cost of construction based on 3.5% per annum applied to base cost estimate quoted in 2016 dollars

It is clear that the funding required represents a significant share of total capital funding for the Municipality of Clarington. Council will have the ultimate task of prioritizing the full capital requirements of all municipal operations. They must weigh the critical nature of capital requirements for all services to provide infrastructure that is safe and meets the needs of the residents over this time period. Development Charges and Debt Financing have been the most prominent methods of financing the capital program in Clarington.

## **Funding Sources**

There are limited sources through which municipalities are able to fund the development and refurbishment of capital assets. Possible funding sources and a description of these sources is presented below with respect to its potential use in funding the municipal assets.

### **Reserves and Reserve Funds**

Reserves and reserve funds are typically comprised of the compilation of tax and user fee revenue that has been set aside for future capital projects. Funding is first collected and saved before the capital projects are undertaken. The Municipality of Clarington Community Services Department received Council approval to set aside funds that were generated through exceeding annual revenue targets. This is a recent development as part of an approach to fund future capital projects. Limited funds have been generated to date and most of these funds have been utilized due to unforeseen capital projects that were unfunded.

### **Development Charges**

Development Charges are fixed dollar value per lot or area levied on property developers to fund municipal infrastructure in the area to be developed. These fees are passed onto buyers of new homes and are based on specific legislation. The basis for development charges is that new growth should pay for itself and not burden existing taxpayers. The recent Development Charges Study completed by Hemson for the Municipality of Clarington indicated that the 2015 – 2024 Development Charges eligible for recovery equal \$34.35 million which can be allocated entirely against future residential development in the Municipality of Clarington. The capital amounts required post 2024 (2024 – 2030) would be addressed in the next development Charges Study.

### **Debt Financing**

Long term borrowing is restricted to the financing of long term capital expenditures and has been a common element of most municipal capital budgets. This capital funding mechanism has been utilized to a great extent to fund recreation infrastructure in Clarington. The municipality is currently addressing debenture payments for three recreation facilities – South Courtice Arena, Bowmanville Indoor Soccer and Newcastle & District Recreation Complex.

### **Partnerships, Sponsorships and Naming Rights**

This funding source refers to partnering with private, non-profit and community stakeholders for the provision, maintenance, and renewal of municipal assets. Many municipalities (Ajax, Whitby, Toronto, Mississauga) have employed staff with expertise to seek out alternate sources of revenue to offset both capital and operating costs to maintain recreation and parks

facilities while reducing the fiscal impacts on residents. Many municipalities are partnering with not-for-profit corporations such as the YMCA to offset some capital impacts and often ongoing operational costs. The City of London has developed a unique partnership whereby both agencies program a recreation facility as a collective and registration for programs and memberships are offered by both organizations.

The Town of Collingwood and Town of Wasaga Beach both have agreements with the Simcoe Y to operate full recreation centres at no cost to the municipality. Collaboration exists to ensure that the recreational needs of the community are met.

## Partnerships

Partnerships in a municipal recreation setting often emerge because of two agencies having a mutual interest and benefit from the provision of a service or the development of a facility. Partnerships are considered by municipalities as a means of reducing capital and/or operating costs through cost sharing and or in-kind contributions. Clarington's partnership with the John Howard Society for the Firehouse Youth Centre is but one example of the Municipality's spirit of collaboration.

Environments for recreation encompass many settings, including homes, schools, neighbourhoods, community spaces, rural places and the natural and built environments. Recreation has a leadership role to play in community building in all of these settings, and creating stronger alignment with other community partners can enhance participation and avoid duplication. There are a number of types of partnerships that can be considered.

In all partnership arrangements, specifications and requirements must ensure that the partner respects and aligns with the Department's vision, mandate, values, strategic priorities and service standards.

Partnership Types	Description	Formalized Relationship
Not-for-Profit Community Groups	Community groups exist to provide services, leagues, education etc. through the use of volunteers for the most part and are not-for-profit. They may require assistance in forming as a group but most likely require space and consideration for a not-for-profit rate for rental fees.	Community groups abide by an Affiliation Policy or a Community Development Policy and thrive more effectively through sharing of information, cross-marketing of opportunities and regular communications to enhance the delivery system.
Complementary Institutions and Agencies	Working more effectively with school boards, hospitals and other agencies such as the Y and the Boys and Girls Clubs can benefit the community through the development of joint programs and initiatives and sharing of resources. This will broaden the reach of like programs / services and reduce duplication.	Requires a Service Level Agreement or a Reciprocal Agreement that outlines the rights, obligations and deliverables of each agency.



Partnership Types	Description	Formalized Relationship
Private Service Providers	<p>Private service providers have a for-profit mandate and may provide specialized programs and services not necessarily in the municipal mandate. Often profit sharing can provide an alternate form of revenue to the municipality.</p> <p>Public Private Partnerships (PPP) are entered into to reduce the initial capital burden of funding the facility, however most agreements require the municipality to pay back the capital costs plus over time.</p>	<p>A contract will articulate the rights, obligations and deliverables of each party. Specific consideration must be given to ensuring that quality assurance, risk management and service levels are equal to that of the municipality.</p>

### Partnership Principles

Each partnership must be considered with the following guiding principles in mind:

- The outcome of the partnership is aligned with the municipal values, mandate and priorities;
- There is an demonstrated need for the proposed service in the community;
- The financial and liability risks to the municipality is shared or reduced;
- The partner is best equipped and qualified to co-deliver the service through identified efficiencies, and the ability to reach an identified segment of the population;
- The quality of the program or service provided through the partnership meets municipal quality assurance and risk management requirements and complies with legislation;
- Unsolicited for-profit partnership proposals are dealt with transparently and through a competitive process as identified in the municipal procurement process;
- Accountabilities and responsibilities can be clearly defined and complied with; and
- Annual reporting requirements capture participation numbers, expenditure reduction or revenue enhancement and are clearly aligned with departmental objectives.

### Sponsorships including Naming Rights

Municipalities have sought alternate revenue streams through developing and nurturing sponsorship opportunities for the last 30+ years in a more focussed effort. Sponsorship policies have been developed and modified to the point where some municipalities publish a list of opportunities that the private and not for profit sector can offer to sponsor. The lists include the planting of trees, program initiatives and capital projects. It is noted that the development and nurturing of sponsors requires continued efforts either through municipal staff or a contracted specialist.

## **Naming Rights**

Municipalities in Canada have developed Naming Rights policies and guidelines to ensure that the naming of facilities and programs/events are likely aligned with the corporate vision and identity. Assets are named generally for one of two reasons; to either recognize an individual / group / corporation's contribution to governance or the quality of life within a municipality or to generate revenue to offset the capital and/or operating costs.

Preliminary work is needed to develop a fair and equitable policy and process to ensure that municipal interests are protected and that business types are identified that would be either included or excluded in naming rights opportunities. Naming rights gained through the provision of funding offer the business access to the commercial or marketing potential and benefit and are offered for a finite length of time. It must also be noted that a financial "gift" may be offered to gain naming rights for a period of time that requires no other commitment from the municipality other than naming of an asset or program/event after a family or an individual.

The process of market sounding would follow (and sometimes proceed) the development of a Sponsorship / Naming Rights Policy to determine the potential and interested businesses or foundations that might respond to a naming opportunity. This allows the municipality to better understand the scope and potential gain from this approach to reduce costs and enhance revenue streams.

The Town of Whitby, Town of Ajax and City of Oshawa have all been successful in developing Sponsorship Policies to increase alternate revenue streams including Naming Rights and have generated funds to reduce the reliance on tax funded facilities and programs.

## **Property Taxes**

The property tax levy allows for the funding of capital assets directly in the year that the capital work is initiated and/or completed. The use of the property tax levy where capital costs are paid in the year that the respective work is completed.

In summary, there are very few options that municipalities can rely on to adequately fund their municipal capital program without the use of Debt Financing and Development Charges. However, there are a few options that can reduce reliance on these mechanisms as described and are worth further exploration in Clarington. The needs outlined in the Municipality of Clarington's Recreation Facility Development Strategy must be weighed against the current Debt Financing commitments for recreation facilities and address the full breadth of capital budget requirements in a corporate context considering other municipal capital programs, plans and commitments.