

CITY OF HAMILTON PLANNING AND ECONOMIC DEVELOPMENT DEPARTMENT Tourism and Culture Division

TO: Mayor and Members **General Issues Committee** COMMITTEE DATE: June 1, 2016 SUBJECT/REPORT NO: St. Mark's Capital Funding Plan (PED15162(a)) (Ward 2) (Outstanding Business List Item) WARD(S) AFFECTED: Ward 2 PREPARED BY: Anna M. Bradford (905) 546-2424 Ext. 3967 SUBMITTED BY: Jason Thorne **General Manager** Planning and Economic Development Department

SIGNATURE:

RECOMMENDATIONS

- (a) That staff be directed to complete Phase 2 and 3 of the restoration of St. Mark's by 2020 or sooner at an estimated cost of \$1.9 million;
- (b) That staff be directed to continue the restoration of St. Mark's Phase 2 and 3 to be funded by the Tourism and Culture Capital block allocation in 2017 of \$500,000, in 2018 of \$500,000, in 2019 of \$500,000 and 2020 of \$400,000;
- (c) That staff be directed to apply for any grants available to assist towards the restoration of St. Mark's as applicable and that any grants received would reduce the funding required in Recommendation (b) of Report PED15162(a);
- (d) That the Strategic Study on fundraising potential prepared by Ketchum Canada Inc., attached as Appendix "B" to Report PED15162(a), be received;
- (e) That the item on the Outstanding Business List, respecting St. Mark's Capital Funding Plan, be identified as completed and removed from the General Issues Committee Outstanding Business List.

EXECUTIVE SUMMARY

At the November 4, 2015 General Issues Committee (GIC) the St. Mark's Cultural Programming Space Financial and Operating Plan (PED15162) was received. Staff were directed to develop a Capital funding plan for the restoration of St. Mark's and report back to the General Issues Committee.

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SUBJECT: St. Mark's Capital Funding Plan (PED15162(a)) (Ward 2) - Page 2 of 6

The total capital value of the adaptive re-use project for St. Mark's as a community cultural facility administered by Whitehern Historic House and Garden is approximately \$2.96 million. To date, \$1,060,000 has been funded for completion of Phase 1 (the exterior envelope stabilization and the provision of services and utilities.) ¹

The remaining tasks including interior restoration, interior spaces and equipment will cost approximately \$1.9 million and can be completed over roughly five years if funded exclusively through the Tourism and Culture Block Capital Funding Budget. If approved, the Tourism and Culture ten-year Capital plan will be altered to reflect this program of spending.

The above five-year timeline can be accelerated if additional funding is sourced. Specifically, the adaptive re-use approach appears to be eligible for support from the Department of Canadian Heritage Canada Cultural Spaces Fund. Staff can also pursue support from the Hamilton Future Fund. As with any grant, the application can be made however approval of funding is not guaranteed.

Finally, the City commissioned a Strategic Study (on private fundraising), conducted by Ketchum Canada Inc. (KCI). The study found minimal opportunity for community-based fundraising for capital development. The final report from KCI is attached as Appendix "B" to Report PED15162(a).

As a reminder based on the conclusions drawn from the Council received St. Mark's Financial and Operating Plan (PED15162) the annual operating costs to run St. Mark's as a cultural programming space, to be administered by staff from Whitehern Historic House and Garden, would be cost neutral.

Alternatives for Consideration – Not Applicable

FINANCIAL – STAFFING – LEGAL IMPLICATIONS

Financial: Phases 2 and 3 of the restoration of St. Mark's to be funded from the Tourism and Culture annual Capital block starting in 2017. Also, staff will continue to apply for grants, as applicable, to assist towards the capital costs of restoration.

Phase 1 funding: Canada 150 Infrastructure Grant \$280,000, City of Hamilton Ward 2 Participatory and Area Rating Budget \$500,000 and the Tourism and Culture \$280,000 = \$1,060,000

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	St. Mark's Restoration	% of annual Tourism and Culture block fund (\$1.7 mil) dedicated to St. Mark's
2017	\$500,000	29%
2018	\$500,000	29%
2019	\$500,000	29%
2020	\$400,000	24%

Staffing: N/A

Legal: N/A

HISTORICAL BACKGROUND

St. Mark's, located at 130 Bay Street South, is a City-owned, heritage-designated property built in 1877. As an Anglican Church, St. Mark's served the community for over 100 years until 1989 when it closed and was declared redundant.

In 1994, City Council approved the purchase of St. Mark's at a cost of \$425,000 as an open space with the potential to retain the building on-site for municipal purposes.² Since that time, multiple uses, studies, and reports have been considered by Council.

In 2012, Council reconfirmed their 2010 direction to have staff conduct an in-house feasibility study to operate St. Mark's as a cultural programming space to be administered by staff at Whitehern Historic House and Garden.³

Also, Council directed staff to complete "stabilization of the building to prevent any further deterioration and bring it to a usable standard."⁴ While significant progress to stabilize the building has been made, the work that is required to bring St. Mark's to a usable standard is not complete.

On May 21, 2014, the General Issues Committee received the Council-directed St. Mark's Feasibility Study (PED12059(a)) to operate St. Mark's as a cultural programming space to be administered by Whitehern Historic House and Garden. The Feasibility Study presented potential use opportunities consistent with Council's direction. These included, but were not limited to the following:

 Community Use: Community group meetings and training activities; cultural programming such as writers' workshops, painting instruction, and book clubs; multi-cultural programming such as first language conversation circles, traditional

² Item No. 22, 14th Report of the Parks and Recreation Committee – approved by Council on August 30, 1994.

³ Report PED12059 - Status and Next Steps – St. Mark's Church.

⁴ General Issues Committee -11- Minutes May 16, 2012 Council – May 23, 2012, 21. Status and Next Steps - St. Mark's Church (PED12059) (Ward 2) (Added Item 8.11) (Farr/Merulla) (b) That staff complete stabilization of the building to prevent any further deterioration and bring it to usable standard.

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craftwork, dance and story-telling; environmental programming such as gardening seminars; passive enjoyment of the exterior grounds; special built heritage events in partnership with community groups such as Doors Open; and, curriculum-based educational programs suitable for elementary and secondary students.

- **Performance Use:** Small concerts; choirs and chorale productions; theatre and dance productions; film screenings; poetry and book readings; practice space; and, recording space.
- **Private Rental Use:** Small wedding ceremonies and receptions; private parties or gatherings; photography for weddings; business meetings; and, commercial filming and photography.

In addition to receiving the Feasibility Study on May 21, 2014, Council directed:

- That the Tourism and Culture Division report back to the General Issues Committee with a financial and operating plan for the proposed St. Mark's cultural programming space based on the operating model outlined in the St. Mark's Cultural Programming Space Feasibility Study; and,
- That the Real Estate Section, in partnership with the City's Revenue Generation Office, issue and advertise an EOI/non-binding RFP for the St. Mark's facility, and that the marketing and advertising of the EOI/non-binding RFP run concurrent with the Feasibility Study, taking into consideration the need for green space⁵ and the heritage designation.

In June 2014, citizens of Ward 2 voted for community-initiated Ward 2 Area Rating Funded project proposals as part of Hamilton's Participatory Budget Process for Ward 2 (PBW2). St. Mark's roof restoration project was one of the successful proposals and was awarded \$100,000.

On June 5, 2015, the City of Hamilton issued the non-binding RFP for the use, adaptive reuse, conservation and management of St. Mark's. On July 9, 2015, the non-binding RFP process was closed. No proposals were submitted.

In June 2015, the City of Hamilton submitted a grant application for St. Mark's to the Canada 150 Community Infrastructure Program whose goal is to improve and preserve community spaces across southern Ontario and create a lasting legacy as Canada prepares to celebrate the 150th anniversary of Confederation in 2017. This program is expected to boost economic activity through infrastructure investments, build community-based partnerships and modernize existing community facilities.

On July 28, 2015, the Federal Economic Development Agency for Southern Ontario (FedDev Ontario) announced that the City of Hamilton will receive \$280,000 in matching funds from the Canada 150 Community Infrastructure Program for ongoing exterior

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⁵ Zoning By-Law Regulations for Open Space and Parks in the City of Hamilton indicate a requirement of 0.7 hectares (ha) of park (green) space for every 1,000 in population. Therefore the Durand Neighbourhood Park requirement (based on 2011 Census population of 11,260) is 7.88 ha. Due to the fact that Durand's only existing neighbourhood park (i.e. Durand Park) has an area of 0.72 ha, the Durand Neighbourhood's park (green) space deficiency is currently 7.16 ha.

restoration work to secure and protect the St. Mark's facility and ultimately adaptively reuse St. Mark's to provide a venue to tell the story of Canada through historical and community-based exhibits, unique festivals, events and multicultural programming.

In October 2015, Council approved the PBW2 2014 St. Mark's roof restoration project proposal and the Capital funds were transferred to the Tourism and Culture Division. Bidding has been solicited through the Request for Quote (RFQ) process for the St. Mark's Roof Replacement and Soffit and Fascia Restoration. Work is in progress.

In November 2015, Council received the St. Mark's Cultural Programming Space Financial and Operating Plan (PED15162) and directed staff to develop a capital funding plan and report back to GIC.

POLICY IMPLICATIONS AND LEGISLATED REQUIREMENTS

St. Mark's is designated by By-law 95-13 under Part IV of the *Ontario Heritage Act*. A Heritage Permit is required for any alterations or additions that affect the heritage attributes (previously known as the Reasons for Designation) contained in the By-law. Permit Applications are also required for demolition. The By-law provides context on the historical and cultural significance of the St. Mark's structure and notes the original features of the east, north and south facades; the original windows and doors, the bell tower; and the open green space which provides the church with a unique setting among the City's downtown churches.

RELEVANT CONSULTATION

Manager, Finance and Administration Division, Corporate Services Department

ANALYSIS AND RATIONALE FOR RECOMMENDATION

In its current state, St. Mark's is vacant with no public access, no heat, no running water, and only limited electrical service. Nevertheless, the building's structure and foundation have been maintained to minimize further deterioration. Accordingly, St. Mark's remains a cultural heritage asset with potential for restoration and adaptive reuse.

There is strong community support for repurposing St. Mark's as a cultural programming space.

The City also commissioned a Strategic Study, conducted by Ketchum Canada Inc. (KCI), on the receptivity of community and corporate leaders to raise philanthropic dollars in support of the restoration and repurposing of St. Mark's into a cultural programming space. Based on the Study's findings, if the City of Hamilton were to move forward with a campaign for St. Mark's it would result in minimal philanthropic gifts about the amount that needs to be raised.

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SUBJECT: St. Mark's Capital Funding Plan (PED15162(a)) (Ward 2) - Page 6 of 6

As a cultural programming space the annual overhead operational costs, if administered by staff from Whitehern Historic House and Garden, would be expense neutral.

ALTERNATIVES FOR CONSIDERATION

N/A

ALIGNMENT TO THE 2012 – 2015 STRATEGIC PLAN

Strategic Priority #1

A Prosperous & Healthy Community

WE enhance our image, economy, and well-being by demonstrating that Hamilton is a great place to live, work, play and learn.

Strategic Objective

1.2 Continue to prioritize capital infrastructure projects to support managed growth and optimize community benefit.

APPENDICES AND SCHEDULES ATTACHED

Appendix "A" to Report PED15162(a) – St. Mark's Cultural Programming Space Capital Program

Appendix "B" to Report PED15162(a) – Strategic Study Report April 2016

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St. Mark's Cultural Programming Space Capital Program

St. Mark's Adaptive Re-Use Project Phase 1, 2 and 3

Costing developed by Ojdrovic Engineering

Phase 1: Building Envelope (completed Fall 2017) funded	(\$1,060,000)	
Phase 2 Interior Adaptive Re-use		
 Demolition Concrete Masonry repairs Metals Thermal and moisture protection Carpentry Finishes Equipment Mechanical Electrical Landscaping General requirements (construction) Consulting Fees, Project Management Design and Pricing Contingency Construction Contingency 	<pre>\$ 22,000 \$ 12,000 \$ 4,000 \$ 4,000 \$ 113,000 \$ 58,000 \$ 100,000 \$ 15,000 \$ 51,000 \$ 51,000 \$ 25,000 \$ 10,000 \$ 115,000 \$ 10,000 \$ 115,000 \$ 180,000 \$ 135,000</pre>	
	\$1,500,000	
Phase 3 Interior Fit-up		
 Tables, chairs and dollies Office furniture Computer equipment Performance/Conference equipment Basic catering kitchen Landscaping Design Contingency Construction Contingency 	\$ 35,000 \$ 5000 \$ 5000 \$120,000 \$ 40,000 \$ 70,000 \$ 68,750 \$ 56,250 \$400,000	
Total Budget	\$2,960,000	
Less Phase 1 – funded	\$1,060,000	
Phase 2 and 3 – funding required	\$1,900,000	

Proposed Funding Schedule:

	St. Mark's Restoration
2017	\$500,000
2018	\$500,000
2019	\$500,000
2020	\$400,000

Project Schedule for full funding:

2017	Begin shovel ready design for Phase 2
2018	Begin Permit Process
2019	Begin Construction
2020	Continue Construction
2021	Complete Construction

Other funders to this project:

The following funds are being applied to Phase 1:

Canada 150 Infrastructure Grant	\$280,000	
City of Hamilton-Ward 1	\$500,000	
City of Hamilton Capital Funding	\$280,000	
Total	\$1,060,000	

Goals and Objectives:

To turn St. Mark's Church, 120 Bay St. South, Hamilton into a Cultural Programming Space to provide the following:

- an educational programming space for Whitehern Museum NHS
- a mid-sized music and performance venue for the public
- a multi-purpose meeting and rental venue for the public
- a public park in a neighbourhood lacking in green space



TABLE OF CONTENTS

Appendix "B" to Report PED15162(a) Page 2 of 24





Project Overview /#3

Themes from Consultations /#5

Overall Assessment /#11

Appendix A: Consultation List /#15

Appendix B: Overview of the Philanthropic Environment /#16



Appendix "B" to Report PED15162(a) Page 3 of 24 KCI

A review of the inputs for the Strategic Study

PROJECT OVERVIEW

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MANDATE AND METHODOLOGY

KCI was engaged by the City of Hamilton, Tourism and Culture Division, to assess the receptivity of community and corporate leaders to raising philanthropic dollars in support of the restoration and repurposing of the following City-owned properties:

- St. Mark's into a cultural and community centre (\$1.75 million)
- The Auchmar Estate into a conference/meeting centre along with a centre for community programming (\$7.5 million)

The following was undertaken to support the Strategic Study:





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Appendix "B" to Report PED15162(a) Page 5 of 24

CAMPAIGN PLANS

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Overall Response to the Proposed Plans

- Participants understood the importance of restoring and enabling public access to heritage properties on a conceptual level. They felt heritage properties, most notably the Auchmar Estate, are important pieces of Hamilton's history that should be preserved for future generations.
- However, all participants questioned the rationale for maintaining City ownership of heritage properties, St. Mark's and Auchmar in particular. They expressed concerns that:
 - This model places an undue burden on the City's operating budget.
 - There is limited return on investment with City-owned properties.
 - The City does not necessarily have the expertise required to operate such facilities.
- Overall, participants strongly favoured a model whereby a private investor is involved to some degree.
- Some participants also suggested the City may wish to consider pursuing funding for both the projects from Federal and Provincial government sources

CAMPAIGN PLANS



Response to St. Mark's:

- Most participants felt the green space surrounding St. Mark's is its greatest value. They felt it would be important to preserve the green space and ensure public access, given the scarcity of parkland and open community space in the neighbourhood.
- Participants felt there would be value in either creating or enabling access to community programs in the green space, such as programs for the local public school.
- Little interest was expressed in preserving the building itself. While expressing respect for its history, they did not feel the building had significant architectural value.
- Creating more space for Whitehern did not resonate with participants. They questioned the need for additional programming or exhibition space and sought projected attendance figures to support the rationale.
- Further, participants expressed concern that re-purposing the building with Whitehern as the anchor tenant would be extremely costly because of the property's heritage designation.
- Few participants supported the concept of turning St. Mark's into a community programming/performing arts centre. Most suggested selling the facility to a private investor that could turn it into a viable cultural asset for Hamilton.

CAMPAIGN PLANS



Response to the Auchmar Estate:

- The renovation and re-purposing of Auchmar resonated with more participants who acknowledged its value as a heritage property. In addition to being an important part of Hamilton's history, participants spoke of its value in terms of its architecture, natural landscape and potential to drive tourism.
- Participants felt the preservation of Auchmar would appeal to a broader base within Hamilton. However, they did not feel this would translate into the level of philanthropic support required to refurbish and repurpose the facility.
- Many of the participants interviewed did not feel the City should continue ownership of Auchmar. They felt ownership places a heavy financial burden on the City. They also expressed concern the City does not have the necessary skills and expertise to manage the facility in the long-term.
- They suggested the City either sell the estate to a private investor or develop a public/private partnership in which the City maintains ownership of the land and a private entity develops the site and manages and operates the facility.

KEY QUESTIONS

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The following key questions were consistently asked during the consultation process and encompass participants' concerns regarding the two projects:

- Why should the City maintain ownership of the property? What is the value proposition for the City and the citizens of Hamilton to keep this model?
- Can the City demonstrate to both potential donors and the wider community that it has the required business expertise to operate the proposed facilities?
- Can the City guarantee that the development of either project will be cost effective?
- Once developed, how can the City ensure either facility will be financially viable and sustainable for the foreseeable future?
- Has the need for the proposed repurposing of each property been fully researched and verified?
- What are the measurable results and anticipated outcomes of each project?

FINANCIAL SUPPORT

- Participants felt securing philanthropic support for either St. Mark's or Auchmar would be very challenging, particularly at the levels required.
- Some spoke of the Greater Hamilton Area's very competitive philanthropic sector coupled with what they perceived to be the low priority accorded to heritage projects relative to other causes, most notably healthcare and education.
- When asked about their own potential support, very few would consider a philanthropic gift. Those who did spoke of minimal intentions and felt the proposed campaigns would be a low priority relative to their other philanthropic interests.
- In a similar vein, very few would consider a volunteer role in a proposed fundraising campaign for either project.
- Overall, the majority of participants expressed their strong preference that the City either transfer ownership or enter into a public/private partnership.

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An overview of the City of Hamilton's position relative to launching campaigns for St. Mark's and Auchmar

OVERALL ASSESSMENT

OVERALL ASSESSMENT

In a Strategic Study such as this, there are critical success factors that must be in place (or show signs that they can be in place in the near future) in order to recommend moving forward with a plan to raise philanthropic funds. These include:

- A base of previous donors that are close to the organization/plan and who are invested in its vision
- A robust pipeline of prospective donors, with the capacity to give at significant levels (\$10,000+) and a strong link to/interest in the plans
- Senior volunteer champions who are willing to act as passionate ambassadors of the plan and are willing to commit their own significant financial investment
- An inspiring case that engages potential donors and enables them to readily understand the value proposition of investing in the project
- A sound business plan that accounts for the long-term sustainability of the project

KCI understands that the City of Hamilton is not "in the business" of fundraising and thus does not have a base of previous donors. However, none of the above success factors are evident in this case.

OVERALL ASSESSMENT



KCI also took into account the following:

- The Greater Hamilton Area's competitive philanthropic sector, in which a number of significant campaigns and ongoing annual initiatives are backed by compelling cases and the support of senior volunteers.
- The large number of those who either declined to participate in this Study or did not respond to multiple requests. Fortunately, the individuals KCI did speak with are philanthropists and community leaders who are keenly aware of the Greater Hamilton Area's philanthropic sector and were candid and open when offering their insights.

KEY RECOMMENDATION

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The Study findings indicate that there is not sufficient philanthropic interest to recommend moving forward with campaigns for either St. Mark's or the Auchmar Estate. The low priority accorded by Study participants, coupled with the Greater Hamilton Area's busy and highly competitive philanthropic sector, indicate that fundraising initiatives for either property would result in minimal philanthropic support, likely in the range of 3-5% of what is required.

Considering this response, the City of Hamilton can now determine how to proceed with these properties. Alternative solutions include:

- selling the properties to parties that would maintain their integrity and ideally ensure continued public access
- entering into a public/private partnership whereby the City maintains ownership of the land but transfers the development, management and programming responsibilities to a private investor
- entering into a partnership with a public institution, such as a college or healthcare institution, with a proven track record of managing facilities

APPENDIX A: CONSULTATION LIST



Personal Consultations :

- Patrick Bermingham
- David Blanchard
- Terry Cooke
- Brian Decker
- His Worship Mayor Fred Eisenberger
- Councillor Jason Farr
- Don Fell
- Ron Foxcroft
- Don MacVicar
- Joe Mancinelli
- John Marinucci
- Sam Mercanti
- P J Mercanti
- Carl Turkstra
- David Young

Dialogue Session:

• Janice Brown, Barb Henderson, Frances Murray and Yonatan Rozenszajn



A review of key statistics and data related to the philanthropic sector in the Greater Hamilton Area

OVERVIEW OF THE PHILANTHROPIC ENVIRONMENT

WHERE DONORS GIVE

The donor rate (i.e. the number of donors supporting a particular sector) is highest for Health, Social Services and Religion. Arts and Culture (which includes heritage projects) accounts for 4%.

Appendix "B" to Report PED15162(a) Page 17 of 24

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2013 Donor Rate by Charitable Sector

Source: Statistics Canada, 2013 General Social Survey on Giving Volunteering & Participating

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Similarly, the most donations in terms of dollar value is allocated to Religion, Health and Social Services. Arts and Culture accounts for only 3% of total giving.



2013 Total Donations by Charitable Sector

Source: Statistics Canada, 2013 General Social Survey on Giving Volunteering & Participating

CHARITABLE GIVING IN HAMILTON

KCI



% Taxfilers Claiming Donations

Average Donation per Donor



Source: Statistics Canada, CANSIM Table 111-001, 2014 Individual Taxfiler Data

Total 2014 receipted donations claimed by individuals in Hamilton was **\$217 million** (see graph below).

The graphs to the left show the proportion of taxfilers claiming donations, and the average amount claimed for Canada, Ontario, and Hamilton.

The donor rate in Hamilton is strong, with 23% of residents claiming donations in 2014, compared with 22% provincially and 21% nationally. While average donation per donor has been variable in recent years, it is within the average ranges for Ontario and Canada.





GIVING IN THE DURAND NEIGHBOURHOOD Pendix "B" to Report PED15162(a) Page 20 of 24





Hamilton, ON Durand neighbourhood indicated in yellow

• The Durand neighbourhood (including tracts 0037, 0038, and 0039) has total charitable giving of \$3,375,000.

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- The neighbourhood has a donor rate of 19%, lower than the Ontario-wide average of 22%.
- Average giving for the neighbourhood, however, is higher at \$2,192 compared with \$1,762 for Ontario.

Source: Statistics Canada 2014 Charitable Donor Data

GIVING IN THE DURAND NEIGHBOURHOO Pendix "B" to Report PED15162(a) Page 21 of 24

- Average giving in the neighbourhood is buoyed by tract 0038, entirely within the Durand neighbourhood, which has average giving of \$3,027.
- Note that median income for tract 0038 (\$47,340) is lower than the provincial median at \$60,580.
- Average age for tract 0038 is 60, compared with 54 for Ontario.



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Hamilton, ON Durand neighbourhood indicated in yellow

GIVING IN THE DURAND NEIGHBOURHOOD Pendix "B" to Report PED15162(a) Page 22 of 24

- Tract 0017, a portion of which is in the Durand neighbourhood but which extends to include portions of the Escarpment, exhibits a donor rate (36%), average giving (\$2,264), and median giving (\$590) significantly higher than provincial figures.
- Neighbouring tract 0040 has a high donor rate of 25% but lower average giving of \$1,515 when compared with provincial figures.
- In contrast, tract 0034 exhibits a comparatively low donor rate (14%), likely impacted by median income (\$46,370) below the provincial median of \$60,580*.
 - * Total and average giving data is not available for this tract



Hamilton, ON - Durand neighbourhood indicated in yellow; nearby tracts of note indicated in orange

Source: Statistics Canada 2014 Charitable Donor Data

CONCLUSIONS

- a compelling case that clearly outlines benefits to the community
- senior volunteers with profile and credibility that are willing to champion the cause among their networks
- a pool of prospective donors with a strong affinity to the cause and the capacity to make a major philanthropic gift

Appendix "B" to Report PED15162(a)

Page 23 of 24

- The Greater Hamilton Area is very philanthropic with a strong donor rate and average gift in line with the national and provincial average. However, the area is home to numerous campaigns that are backed by strong cases for support and sophisticated communications and fund development teams. As well, there are many ongoing annual fundraising initiatives that vie for the attention and support of prospective donors.
- While the Durand neighbourhood has a slightly lower donor rate than that of Ontario overall, it has a higher average gift. This means while there are fewer donors, these donors are giving more. However, a potential campaign for St. Mark's would be competing against numerous other causes.

Appendix "B" to Report PED15162(a) Page 24 of 24



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