



# INFORMATION REPORT

<b>TO:</b>	Chair and Members Emergency and Community Services Committee
<b>COMMITTEE DATE:</b>	September 12, 2016
<b>SUBJECT/REPORT NO:</b>	Use, Renovation and Replacement Study for Hamilton Recreation and Public-Use Facilities (Indoor Study) Phase 1 Update (ECS07068(d)) (City Wide)
<b>WARD(S) AFFECTED:</b>	City Wide
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<b>SIGNATURE:</b>	

## Council Direction:

On September 3, 2008, Council received the Use, Renovation and Replacement Study of Hamilton Recreation and Public-Use Facilities (Report ECS07068(b)) with the direction, that staff “review and update those recommendations made in Option 4, every five years and recommend changes, as necessary.”

On December 8, 2015, Council received the Use, Renovation and Replacement Study of Hamilton Recreation and Public-Use Facilities (Indoor Study) Phase One Update (ECS07068(c)) which advised that staff would be proceeding with a scoped update of the 2008 Indoor Study.

The purpose of this report is to inform Council of the results of the Indoor Study Phase One Update and to provide next steps and considerations for a required future phase of the Indoor Study.

## Information:

In 2008, Council received the Use, Renovation and Replacement Study of Hamilton Recreation and Public-Use Facilities (Indoor Study) (Report ECS07068(b)), which identified factors impacting the use and condition of current facilities, and examined future facility needs. The Study also proposed a series of recommendations for the future renewal, repurposing, and development of Community/Recreation Centres, Indoor Pools, Seniors Centres, Arenas, Community Halls, and Outdoor Pools. It also assessed community demographics and recreational trends to gain an understanding of how these factors would influence recreation facility and service provision now and in

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the future over a 25 year timeframe. As a result, the Study categorized recommendations by short term (i.e. 2008-2011), medium term (i.e. 2012-2016) and long term (i.e. 2017-2021 and beyond) timeframes.

In 2015, staff began the process of updating the Indoor Study in phases. The Indoor Study Phase One Update (attached as Appendix "A" to Report ECS07068(d)) provides a status report of the 2008 Indoor Recreation Facilities Study based on public consultation, community profile and trends review and inventory updates completed by Monteith Brown Planning Consultants (MBPC). The sections below describe key findings from the Indoor Study Phase One Update.

Review of the 2008 Indoor Study

- Excluding longer-term directions, 53% of the recommendations from the 2008 Indoor Study have been completed, partially completed, or are in progress.
- The 2008 Indoor Study was ambitious in proposing major changes to a number of facility types, some of which required funding levels beyond the City's financial resources. For example, nearly half of the unimplemented recommendations relate to the City's arena facilities. Other intervening factors include: the rising costs of renovating and building facilities (along with the cost of land) and the challenge of gaining support for facility closures or repurposing. Although significant progress has been made in a short time, the City could benefit from a re-examination of arena and community hall directions in particular.
- The lack of progress relating to the arena recommendations contained within the 2008 Study, coupled with the number of changes that have occurred since that time, support the development of a new arena provision strategy, including options for facility repurposing. A more fulsome analysis of both arenas and community halls will be included in the next phase of work.
- Prior to preparing a new arena provision strategy, the City will explore administrative and operational practices that aim to improve ice utilization and cost efficiency, such as adjustment to hours of operation, partnering with other providers, etc. Furthermore, opportunities to work together with private arena operators will be explored, most notably in the maximization of ice time for affiliated groups in the Stoney Creek area.
- Full implementation of the 2008 Indoor Study required an average annual capital expenditure of \$13.6 million (in non-escalated 2008 dollars), with greater funding levels required in the earlier years. Recreation's capital funding block of \$5.0 million was increased in 2008 to \$15.0 million with significant Infrastructure Stimulus Funding and Recreation Infrastructure Canada in Ontario investment in 2009-2010. As of 2012, the funding block for recreation maintenance, renewal and new construction was reduced and has been maintained at \$5.1 million

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annually. While this Phase One Update does not include a financial analysis, this will be addressed as part of a future phase.

Community Profile and Trends

Since the 2008 Indoor Study, communities and trends (i.e. demographics, local needs, etc.) in Hamilton have changed. Using information from the 2006 census and 2011 National Household Survey (available information at the time), Hamilton's socio-demographic profile was reviewed and the following observations made:

- The City grew by nearly 31,000 persons since the 2008 Study was completed, representing approximately 6% growth. Statistics Canada estimates that the population of the City of Hamilton was 556,359 as of July 1, 2015.
- The City's growth over the past few decades has been experienced differently throughout the City. Some areas grew faster than expected (e.g., Glanbrook and Hamilton Mountain), while other areas did not meet growth projections (e.g., Lower Hamilton, West Hamilton/Dundas, and Lower Stoney Creek).
- Projections from the 2013 Growth Plan for the Greater Golden Horseshoe suggest that the City is poised to grow slightly faster than previously forecasted. The most recent forecasts available from the City of Hamilton's Growth Related Integrated Development Strategy (GRIDS) population forecasts were prepared in 2003 (but based on 2001 Census Data). The City's Planning Division will commence the GRIDS update shortly with a completion date of early 2018. This update will review how and where projected growth will be accommodated to the year 2041, including how much growth will be accommodated through intensification, how much greenfield land will be required to accommodate the future growth, and where future growth areas should be accommodated. Reliable and updated growth forecasts are a necessary input to future Indoor Study phases.
- The City's population is aging, a trend seen throughout North America. Provincial forecasts suggest that the proportion of children and youth living in Hamilton will remain relatively stable over the next 20+ years, while the proportion of residents ages 60 and over will increase substantially. This will have implications on the design and provision of a variety of indoor recreation facilities.

Several recent and ongoing municipal initiatives, policy directions, recreation and participation trends, and other factors are also likely to affect the demand for and way in which the City responds to the provision of indoor recreation facilities:

- There are a number of emerging activity trends with implications on future facility planning, including growing demand for unstructured activities, casual play,

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group fitness, and sports such as pickleball. Further trends assessment will be part of a future study phase, with a focus on local participation trends.

- Several technical building standards for barrier-free accessibility have been modified or expanded since the 2008 Indoor Recreation Facilities Study was completed and will be considered in future Study Updates.
- The funding of facility upgrades and expansions continues to be a challenge for most municipalities. Section 37 of the Ontario Planning Act allows municipalities to authorize increases in permitted height and/or density through the zoning by-law in return for community benefits, such as recreation centres, park improvements, public art, child care, space for non-profits, and many other improvements. Consultation with the City's Planning and Economic Development Department is required to investigate future opportunities through Section 37 within areas of intensification.
- The City is increasingly partnering with other providers to fund, develop, and/or operate recreation facilities, such as through school and community hub developments. A number of school closures in Hamilton have also been identified, presenting both challenges and opportunities for indoor recreation services.
- Initiatives being carried out by the City and/or local organizations that should be considered and have the potential to influence the financing, demand for and provision of indoor recreation facilities, which include but are not limited to: Our Future Hamilton, Light Rail Transit Initiative, West Harbour Project, Neighbourhood Action Plans, and Development Charges Background Study. These initiatives will require monitoring and alignment through future Indoor Study phases, as well as further examination of updated datasets regarding capital improvements and usage levels.

### Public Engagement Program

Similar to the 2008 Indoor Study, public engagement was completed to gauge residents current use and needs of indoor recreation facilities to understand how the community's priorities may have changed and to identify emerging issues or concerns. Phase One consultations generated input from over 1,000 individuals and organizations through a variety of means, including a random sample household survey, a stakeholder group survey, public information sessions, and written submissions. The information below represents key findings by consultation method.

#### Random Sample Telephone Survey

The survey was conducted between November 16 and December 7, 2015 and included over 8,000 attempted calls to randomly selected households in Hamilton. Of the 8,000

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calls made, 804 surveys were completed by Hamilton residents, representing a response rate of 11%. Similar to the questions used for the 2008 Indoor Study, survey questions sought to identify patterns of participation in indoor recreational activities, satisfaction with indoor recreation facilities, barriers to participation, and willingness to travel, which yielded a number of notable findings:

- There was little change in the facility utilization frequencies and willingness to travel opinions between the 2008 and 2015 surveys, which suggests the Study's guiding principles and strategic directions (which were heavily based on public input) are still applicable.
- Overall, resident satisfaction levels with the City's indoor recreation facilities are good to very good, although the equitable distribution of indoor recreation facilities was noted as an area requiring improvement.
- There appears to be a growing preference for larger, multi-purpose facilities.
- The majority of residents support additional public spending on spaces for seniors' activities, spaces for youth activities, and indoor pools, with the first two garnering more support in the latest survey.

#### Stakeholder Group Survey

A self-administered survey was emailed to 211 local stakeholder groups, including adult and youth sports clubs and leagues, social service organizations, youth organizations and drop-in centres, and service clubs across the City of Hamilton. Results from 73 completed surveys (for comparison, 52 were completed for the 2008 Study), reveal how stakeholder groups interact with and feel about the facilities they use, as well as their current and future facility needs, specifically:

- While the City's facilities are generally rated as good or very good among stakeholder groups, there has been a decrease in satisfaction rates for a number of facility features, particularly accessibility for persons with disabilities and support spaces.
- Stakeholder groups rely not only on City of Hamilton indoor recreation facilities, but the majority also regularly use non-municipal facilities within the City, and many also travel outside Hamilton to access facilities. It was noted that McMaster University is undertaking a Facility Assessment and Master Plan Study for its Athletics and Recreation Complex, which may impact indoor aquatic facilities that are heavily used by the community.
- User groups reported that registration levels increased by an average of 7% over the past three years. As a result, 44% of the groups expect that they will require

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access to new indoor recreation facilities within the next 5 to 10 years. The most frequent requests were for arenas, meeting spaces, gymnasiums, and indoor track and field facilities.

#### Public Information Sessions

In February 2016, six open house-style public information sessions, attended by 151 residents, were hosted across the City of Hamilton between February 2 and February 11, 2016. Attendees were asked to provide their comments using display panels and comment sheets which posed four questions regarding recreation facility satisfaction, expectations, and needs. Overall, a number of considerations were recorded and will be used as part of the Indoor Recreation Facilities Study Phase Two Update. In particular, a number of requests were made for the following:

- Participants at the public open houses reported higher level of satisfactions with arenas and lower levels of satisfaction with fitness centres, seniors' centres, and gymnasiums.
- Written submissions reflected a desire for a recreation facility in Ainslie Wood/West Hamilton (supported by a local petition), a 50-metre competitive pool and pool renewal projects, the development of a new Multi-Sport Facility potentially consisting of an indoor track and hard surface courts, and more facilities in Binbrook and Waterdown, amongst other requests.

#### Next Steps

Before the Indoor Study Phase Two work can proceed, there are some timing and coordination considerations that must be realized, namely the release of the 2016 census data (likely by mid-2017) and the Public Work's Strategic Renewal and Construction Report (likely by early 2017). The census data will not only inform the next phase of work associated with the Indoor Study, but will also inform the City of Hamilton's Growth Related Integrated Development Strategy update. The information contained in the GRIDS update will be useful when anticipating existing future population growth across the City that will require access to indoor recreation facilities, impacting provision rates, etc.

Recreation staff next steps will begin in 2016, through the collection and analysis of data to be made available through other City initiatives and studies, including:

- Recreation's Market Segmentation and User Analysis using Environics Analytics software; and,
- Recreation's Facility Utilization and Opportunity Analysis an initiative of the Corporate Lean Six Sigma program.

The findings and analysis of the above mentioned studies will inform the requirements of a future Phase Two of the Indoor Study to be initiated in late 2017 and provide an

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updated needs assessment and strategy for the continued future provision of major recreation facilities. A Phase Two report, culminating in the development of an updated Indoor Recreation Facilities Study, will include:

1. Reaffirming the Guiding Principles contained in the 2008 Indoor Study;
2. Consolidating and analyzing updated data and information on facility condition, barrier-free accessibility, and facility usage trends;
3. Incorporating updated population and growth forecasts (age cohort and community specific);
4. Reassessing the best practices and facility provision targets based on updated research;
5. Updating the facility needs and gap assessment;
6. Expanding the internal and external engagement program to include discussion on possible facility provision strategies;
7. Updating the facility provision strategy;
8. Creating alignment with other municipal initiatives, such as Our Future Hamilton;
9. Identifying capital cost estimates, financial implications, and potential funding sources; and,
10. Developing an updated Council-approved Implementation Plan.

**APENDICES AND SCHEDULES ATTACHED**

Appendix A to Report ECS07068(d) - Indoor Recreation Facilities Study Update (Phase One)