



**CITY OF HAMILTON**  
**HEALTHY AND SAFE COMMUNITIES DEPARTMENT**  
**Recreation Division**

<b>TO:</b>	Chair and Members Emergency and Community Services Committee
<b>COMMITTEE DATE:</b>	August 11, 2022
<b>SUBJECT/REPORT NO:</b>	Recreation Master Plan – Final Report and Recommendations (HSC22014(b)) (City Wide)
<b>WARD(S) AFFECTED:</b>	City Wide
<b>PREPARED BY:</b>	Dawn Walton (905) 546-2424 Ext. 4755 Romas Keliacius (905) 546-2424 Ext. 4722
<b>SUBMITTED BY:</b>	Chris Herstek Director, Recreation Healthy and Safe Communities Department
<b>SIGNATURE:</b>	

### RECOMMENDATION

- (a) That the Recreation Master Plan study, prepared by Monteith Brown Planning Consultants (attached as Appendix “A” to Report (HSC22014(b)) be approved;
- (b) That staff be directed to develop and report back on an implementation strategy to include funding considerations for any recommendations presented in the Recreation Master Plan (summarized as Appendix B to Report (HSC22014(b)) that relate to short term (0-10 years) facility investment needs; and,
- (c) That recommendations in the Study that require capital funding be brought forward for consideration as a separate report or be included in the annual Capital Budget process for consideration as applicable.

### EXECUTIVE SUMMARY

For over ten years, major recreation infrastructure investment in the City of Hamilton has been successfully guided by the Use, Renovation and Replacement Study for Hamilton Recreation and Public-Use Facilities (Indoor Study) and the Outdoor Recreation Facilities and Sports Field Provision Plan (Outdoor Study). An update is required to incorporate and address the latest research, demographics, growth and

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OUR Vision: To be the best place to raise a child and age successfully.

OUR Mission: To provide high quality cost conscious public services that contribute to a healthy, safe and prosperous community, in a sustainable manner.

OUR Culture: Collective Ownership, Steadfast Integrity, Courageous Change, Sensational Service, Engaged Empowered Employees.

facility data. The Recreation Master Plan is a comprehensive analysis that combines the previous indoor and outdoor studies to inform future capital planning and service delivery needs and provide alignment with the Growth Related Integrated Development Strategy (GRIDS 2) and other City initiatives.

The Recreation Master Plan evaluates a range of service and facility types, including outdoor recreation amenities, indoor recreation facilities, as well as recreation programs and services to identify need and priorities across the City of Hamilton for the next 30 years. The principal goal of the Master Plan is to ensure that the City's recreation portfolio is responsive to the current and future needs of the community in a responsible, equitable and cost-effective manner.

A multi-phase process has been applied to develop the Recreation Master Plan. Tasks were divided into four phases, with distinct deliverables for each stage as follows:

- Phase 1 – Planning Context and Current State
- Phase 2 – Public and Stakeholder Consultation
- Phase 3 – Guiding Principles and Needs Assessment
- Phase 4 – Continued Engagement and Final Master Plan

In order to action the guiding principles and strategic directions, a series of “Big Moves” are highlighted. These items were developed based on the input and research undertaken in support of this Master Plan and reflect both the current state assessment and analysis of future needs and long-term provision models.

The Recreation Master Plan contains 85 recommendations, some of which refer to specific one-time projects or actions and others that provide ongoing guidance. A summary of recommendations is included as Appendix “B” to Report (HSC22014(b)).

The completion and approval of the Recreation Master Plan marks the beginning of the journey for the Recreation Division. An implementation strategy is necessary to action recommendations and to identify funding scenarios to address financial gaps and pressures that may impact future recreation capital investment. Detailed capital, service and site-specific planning is necessary to advance many of the recommendations, including further ongoing public engagement efforts. The City anticipates a comprehensive Recreation Master Plan update every ten years.

### **Alternatives for Consideration – Not Applicable**

### **FINANCIAL – STAFFING – LEGAL IMPLICATIONS**

Financial: Consulting fees to conduct the Recreation Master Plan Implementation Strategy will be included as part of the 2023 Capital Budget Process for consideration.

Staffing: N/A

Legal: N/A

## **HISTORICAL BACKGROUND**

For over ten years, major recreation infrastructure development in the City of Hamilton has been successfully guided by the Use, Renovation and Replacement Study for Hamilton Recreation and Public-Use Facilities (Indoor Study) (Report ECS07068(d)) (2008 and updated in 2016) and Outdoor Recreation Facilities and Sports Field Provision Plan (Report CS11064(a)) (2011 and updated in 2017). The studies were ambitious and proposed substantial changes to several facility types. Despite a growing infrastructure deficit, the capital strategies were highly effective in directing park and facility investment. In addition, the analysis and recommendations contained in these studies have been used to support and inform municipal budgets, staff reports, unsolicited proposals, and several successful grant applications.

The City of Hamilton and the needs of its residents are constantly changing. Regular updates to these studies with current data and the latest research to guide the City forward is required to ensure relevance. In late 2020, Monteith Brown Planning Consultants was awarded the contract to complete a Recreation Master Plan. The purpose of the Recreation Master Plan was to combine the two previous studies into one comprehensive document with updated information. The COVID-19 pandemic has had a broad range of impacts on the recreation sector, including the temporary cessation of all public recreation programming per public health guidelines, delays in planned capital works, staff redeployments, rising costs for materials and labour, and restricted training opportunities. The process of creating the Recreation Master Plan during the pandemic also required a shift to virtual spaces for the collection of community input, project team meetings, and presentations to Council.

On March 24, 2022, staff brought forward the Recreation Master Plan Guiding Principles (Report HSC22014) to committee as the foundation for recommendations made in the Recreation Master Plan, and inform future decisions related to its implementation.

On July 7, 2022, staff brought forward the Recreation Master Plan – Facility Provision Decision Making Framework (Report HSC22014(a)) to committee as an evidence-based decision-making framework based on demonstrated needs and projected future requirements was developed to guide the identification and prioritization of capital projects within the Recreation Master Plan.

## **POLICY IMPLICATIONS AND LEGISLATED REQUIREMENTS**

N/A

## **RELEVANT CONSULTATION**

The Recreation Master Plan has been informed by public and stakeholder input. To better understand needs and priorities, the City sought feedback on participation levels, the current provision of facilities, and facility gaps and needs through two surveys. A Community Survey was available over a period of four weeks in August and September 2021 with 2,095 responses and a Stakeholder Questionnaire was available between September 17 and November 3, 2021 and was completed by 123 organizations representing about 63,600 people.

In June 2022 three virtual Public Information Centres were held as an update on survey results received. These sessions were an opportunity to provide real-time feedback and make an impact on what the future of recreation looks like in Hamilton. The sessions had a total of 99 registrations which resulted in 37 attendees.

The comments and ideas of those who participated in the consultation process are directly reflected in the Master Plan's guiding principles and were a foundational input into the Plan's recommendations.

Since this project began in late 2020, input and guidance were provided by a multi-departmental project team of City staff. Staff from the following divisions contributed to this Master Plan:

- Corporate Services - Financial Planning Administration and Policy
- Healthy and Safe Communities – Recreation
- Planning and Economic Development - Planning Policy and Zoning By-law
- Planning and Economic Development – Community Planning and Design
- Public Works – Energy, Fleet and Facilities Management
- Public Works – Environmental Services

## **ANALYSIS AND RATIONALE FOR RECOMMENDATION**

The City of Hamilton offers high quality recreation, parks and sport programs and facilities that engage residents and visitors of all ages and abilities. These systems and services play a significant role in the physical and social wellbeing of residents, as well as the economic and environmental health of the City.

The Recreation Master Plan provides overall vision, direction, and guidance for making decisions about a wide range of service and facility types, including recreation facilities, park facilities, and related programs and services. Needs and priorities are identified for decades to come, with a ten-year focus on service delivery practices and a longer-term perspective for major facilities to 2051 to align with growth forecasts.

The overarching goal of the Master Plan is to ensure the City's recreation portfolio is responsive to current and future needs in a responsible, equitable and cost-effective manner. In doing so, the Plan will inform the City's decisions to invest in the renewal and future growth of facilities, strengthen and build new partnerships, enhance municipal service delivery, and improve community access to recreation. Using the decision-making frameworks and criteria, the Master Plan is a flexible working document that can adapt to changing values, emerging trends, new opportunities and operational priorities.

### **Plan Scope**

The focus of the plan is on recreation and parks facilities and amenities owned and/or operated by or in partnership with the City that support participation in sport, recreation and leisure activities. This includes places and spaces that facilitate both structured and unstructured recreational experiences for the benefit of individuals and communities. The plan addresses a broad range of facilities, each with their own complex provision arrangements and dynamic usage levels. Collectively, the plan addresses thousands of unique assets. The City is working on several other Master Plans that cover some out of scope items such as the development and enhancement of parkland (Parks Master Plan), trails, mountain biking and Wild Waterworks. The project teams have connected and discussed overarching themes and best practices.

### **Multi-Phase Process**

An integrated, coordinated and multi-phase process has been applied to develop the Recreation Master Plan. Tasks were divided into four phases, with distinct deliverables for each stage.

#### **Phase 1**

This Phase resulted in a report that describes the current state of recreation services and facilities in Hamilton by examining the policy and planning context, demographics and growth forecasts, facility inventories, and relevant trends. As a result, the final Master Plan is an evidence-based Plan with “Made in Hamilton” solutions and is supported by the most current information on:

- public opinion and stakeholder input
- demographic data and growth forecasts
- asset inventories (municipal and non-municipal)
- usage data and trends
- municipal benchmarking
- facility condition and accessibility data
- existing policies and financial information
- supporting studies and reports

#### **Phase 2**

This Phase documented the public and stakeholder input that informs the Master Plan.

To better understand needs and priorities, the City sought feedback on participation levels, the current provision of facilities, and facility gaps and needs through two surveys. The feedback and data collected from this consultation process helped shape the Master Plan's guiding principles and was instrumental in shaping the Plan's recommendations.

### Phase 3

This Phase established the Plan's guiding principles and a needs assessment methodology to determine facility and service priorities. The report also examined financial implications and implementation considerations.

The guiding principles were brought to committee on March 24, 2022 (Report HSC22014). These principles were developed to inform recommendations made in the Recreation Master Plan, as well as future decisions related to its implementation. These principles reflect City of Hamilton values and express fundamentally how the City will approach investment and set priorities in recreation facilities and services over the next 30 years.

Collectively, the principles establish a vision and direction for the City's recreation system that is supported by consultation and relevant research, including the City's Strategic Plan, Our Future Hamilton, and previous Indoor and Outdoor Facilities Studies. The proposed Guiding Principles for the Recreation Master Plan, in no specific order of priority, are as follows:

1. Equity and Inclusion
2. A Spectrum of Recreation Service Choices
3. High Quality Facilities and Services
4. Partnerships and Collective Impact
5. Financial Sustainability

The Recreation Master Plan identifies facility requirements based on demonstrated needs. Creating a sustainable and equitable network of recreation facilities for all residents is complex. Needs can be relative and may vary according to the facility types and the communities they serve. Setting priorities is essential as it ensures that residents who would benefit the most are well served.

On July 7, 2022, staff brought forward the Recreation Master Plan – Facility Provision Decision Making Framework (Report HSC22014(a)) to committee. This report presented an evidence-based decision framework that will be used to enable the identification and prioritization of projects advanced in this Master Plan. The framework relies on a standards-based gap and provision analysis that prioritizes areas of higher need. This model considers a range of factors and is aligned with the Master Plan's guiding principles, particularly those that support equitable provision and access.

The facility needs assessment process relies on the identification and application of provision targets that are typically population-based and/or distance-based. In this way, the model prioritizes equity and access across all areas of Hamilton. Once the need for a facility is identified, a process is undertaken to identify its priority and general timing targets.

#### Phase 4

This phase represents the draft and final Recreation Master Plan and included additional public engagement.

Staff were also given the opportunity to review and comment on all aspects of the draft report. The multi-departmental project team was engaged for their respective sections either through a series of meetings or a document review process.

#### **Final Report and Recommendations**

To help the City put the guiding principles and strategic directions into action, a series of “Big Moves” have been identified. These items were developed based on the input and research undertaken in support of this Master Plan and reflect both the current state assessment and analysis of future needs and long-term provision models. The “Big Moves” within this Recreation Master Plan include:

1. Developing strategies to strengthen resident participation, including accessible and affordable services and facilities.
2. Aligning our capital needs with the City’s new growth plan, such as community facilities in areas of higher density and updated design standards.
3. Advocating for capital renewal and upgrades to existing facilities, recognizing that sufficient funding is needed to take care of the assets the community values the most.
4. Identifying long-term capital projects for major facilities, which will inform our financial forecasts and partnership discussions.
5. Creating tools to reinforce the effective delivery of services, such as pandemic recovery, inclusion, community sport, partnership evaluation, and cross-sector collaboration.
6. Maximizing our impact through accessible, multi-use and high-quality amenities that can address many needs across the age, ability, and activity spectrums.

The Recreation Master Plan contains 85 recommendations, some of which refer to specific one-time projects or actions and others that provide ongoing guidance. A summary of the recommendation can be found in “Appendix B” to Report (HSC22014(b)).

The directions in the Master Plan will inform the City’s annual budgets and long-term capital forecasts, growth planning, and related studies. The goal is to work within the

City's budget process by advancing recommendations in alignment with population growth and funding opportunities, including partnerships and other external funding sources when available. Additional work will still be required beyond the approval of this plan. For example, detailed capital, service and site-specific planning is necessary to advance many of the recommendations, including further public engagement efforts. The City anticipates updating the Recreation Master Plan every ten years.

The emphasis of the Master Plan is on facilities owned and/or operated by the City of Hamilton, although the plan also considers facilities provided by other organizations within the public, not-for-profit and private sectors. The plan's recommendations may have applicability to a variety of sectors and providers but are not binding on facilities that are managed by non-municipal providers, except in instances where there is a formal arrangement with the City relating to facility and/or service provision.

### **ALTERNATIVES FOR CONSIDERATION**

None

### **ALIGNMENT TO THE 2016 – 2025 STRATEGIC PLAN**

#### **Economic Prosperity and Growth**

Hamilton has a prosperous and diverse local economy where people have opportunities to grow and develop.

#### **Healthy and Safe Communities**

Hamilton is a safe and supportive City where people are active, healthy, and have a high quality of life.

#### **Built Environment and Infrastructure**

Hamilton is supported by state-of-the-art infrastructure, transportation options, buildings and public spaces that create a dynamic City.

### **APPENDICES AND SCHEDULES ATTACHED**

Appendix "A" to Report HSC22014(b): City of Hamilton Recreation Master Plan

Appendix "B" to Report HSC22014(b): Summary of Recommendations