

Township of Scugog Staff Report

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Report Number: COMS-2018-031

Prepared by: Craig Belfry, Manager of Recreation and Culture

Department: Community Services – Recreation and Culture

Report To: Planning and Community Affairs Committee

Date: April 23, 2018

Reference: Strategic Plan – Strategic Direction #1 – Roads and Other Infrastructure
Strategic Direction #6 –Community Engagement
COMS-2017-057 Parks, Recreation and Culture Master Plan Update
COMS-2018-024, Analysis of Indoor Pool Options

Report Title: **Parks, Recreation, and Culture Strategic Master Plan Final Draft**

Recommendations:

1. **That** Report COMS-2018-031, Parks Recreation and Culture Strategic Master Plan Final Draft, be received;
2. **That** the Township of Scugog Parks, Recreation, and Culture Strategic Master Plan Final Draft be approved;
3. **That** a design for a new arena in Blackstock be included in the 2019 Capital Budget and 2020 to 2024 budget forecast, if possible;
4. **That** the establishment of a reserve for construction of a new arena in Blackstock be considered through the proposed Reserve Fund Strategy;
5. **That** the Township's 2018/2019 Development Charge Study include an updated cost for the new arena, which may increase the available funds for an arena; and

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6. **That** the Township pursue grant funding for the proposed new arena in Blackstock from other levels of government.
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1. Background:

The purpose of this report is to present the Township of Scugog Parks, Recreation, and Culture Strategic Master Plan (Master Plan) Final Draft.

2. Discussion:

In April 2017, the Township of Scugog commenced work on the development of a new Parks, Recreation and Culture Strategic Master Plan. A Parks, Recreation, and Culture Strategic Master Plan is a municipal guiding document that provides a long-term vision, as well as goals and objectives for the provision of facilities and services relating to parks, recreation, and culture over the next decade (10-year timeframe). Sierra Planning and Management was retained by the Township of Scugog to develop this Strategic Master Plan for the municipality.

The last Parks, Recreation and Culture Strategic Master Plan for the Township of Scugog spanned the years 2007 to 2017. This Master Plan builds on the findings of the previous plan, guiding municipal decision making to the year 2028. While this document builds on its predecessor, together with Part 1: Situational Report (as attachment #1 to this report) it is a stand-alone document based on a broad range of independent analyses, accomplished through the following process:

- Community engagement and stakeholder outreach, as well as Township Staff and Council engagement;
- An analysis of local, regional, and provincial demographic and leisure trends, as well as best practice in other communities;
- A Township-wide review of existing parks, recreation and cultural assets (including conditions, revenues and expenses, utilization and planned capital investment) and the establishment of facility provision targets appropriate for Scugog; and,
- An analysis of strategic plans, policies and priorities (local, regional, and provincial) for recreation development over the long-term horizon, to align the Strategic Master Plan recommendations in a way which ensures that the Township is able to take full advantage of programming, investment, and partnership opportunities.

2.1 The Master Plan Vision

The 10-year vision for parks, recreation and culture is as follows:

Investment in parks, recreation, and culture facilities and services to meet the needs of all residents in all communities.

The key principles guiding the recommendations of the Parks, Recreation and Culture Strategic Master Plan include:

1. Address the needs of an aging population through recreation and culture planning;
2. Recreation and culture facilities and programming must be accessible by all;
3. Recognize Port Perry and Blackstock as hubs for recreation and culture within the Township. Focus facility development in these two locations;
4. Adopt a long-term planning framework to guide major decisions of this plan;
5. Seek to explore all opportunities to maximize the use space and revenue generation associated with facilities through programming;
6. Fiscal prudence and value for money;
7. Recognize community use of major regional recreation facilities in surrounding municipalities;
8. Invest in maintaining current assets before adding new ones;
9. Recognize the benefits of a regional approach to organizing and delivering recreation and culture services; and
10. Embrace the natural environment of Scugog.

2.2 Recommendation Overview

The Master Plan includes 96 recommendations as seen in Part 2, The Master Plan Report (attached as attachment #1), that cover a range of considerations for the provision of indoor and outdoor recreation facilities as well as parks, open space, trails, and cultural facilities; specifically, as it relates to capital investment and development and the implementation of projects over the 10-year life phased in approach of this Strategic Master Plan.

Master Plan recommendations have been informed by a variety of inputs. Recommendations outlined in this document are the product of a balanced assessment of the following long-term capital planning and asset management factors:

- Defined levels of service for each class or category of facility dependent on the nature and scale of use of amenities (i.e. township, community and/or neighbourhood level of service as appropriate);
- Current and projected population-based and participation-based standards of provision and the implications of forecasted resident growth on current levels of service; An assessment of the capital implications of aging infrastructure and

options to enhance the delivery and operation of assets through future investment and other efficiencies; and,

- Community “needs and wants” as expressed through public engagement. Community needs and wants are those that are expressed by members of the public, stakeholders and community groups. They reflect the aspirations of the community as communicated through the public engagement process associated with the Master Plan process.

Section 10 of the report provides a phased approach to the planning and implementation of capital projects directly related to investment in new infrastructure as recommended by this Strategic Master Plan. Recommendations related to general maintenance, program, service and policy based enhancements as well as performance monitoring can be expected to occur on an ongoing basis and/or over time based on municipal capacity and resources. The following sections provide a summary of the key recommendations from the Master Plan.

2.3 Indoor Facility Recommendations

2.3.1 Blackstock Arena

The Master Plan identifies that the highest priority with respect to capital investment for major facilities is the replacement of the single pad at the Blackstock Recreation Complex. The Blackstock arena is both undersized and in poor condition. The estimated capital costs to maintain the arena in its current functional state (as an undersized, older arena) is \$4.65 million. Accordingly, it is recommended that the existing Blackstock Arena be decommissioned and replaced with a new arena located at the Blackstock Recreation Complex.

Further the Master Plan suggests that in order to justify the development of the Township’s replacement ice at Blackstock, the Township should consider the development of additional facilities as part of the building to support not only the capital costs associated with the development of a single pad, but also the operational costs associated with a standalone venue. Specifically, the Township should consider developing additional uses including ancillary meeting room space but also a double gymnasium which is a demonstrated need for the township as a whole.

2.3.2 Indoor Pool

On March 26, 2018, Council endorsed the recommendations of the Indoor Pool Analysis, also prepared by Sierra Planning and Management and the recommendations, as approved, have been included in the Master Plan document. In brief the recommendations are to:

- Monitor the demand for pool use during the plan period;

- Continue to monitor the Township’s growth and forecasted population over the next ten years;
- Monitor changes to the supply and utilization of pools in the region;
- Continue to plan for an indoor pool on the site of the SCRC; and
- Investigate cost sharing opportunities with partners.

Based on the fore mentioned recommendations in the Indoor Pool Analysis, Council endorsed recommendations to include a design for a municipal pool in the 2019 Capital Budget and 2020 to 2024 budget forecast, if possible; establish a reserve for construction of a pool through the proposed Reserve Fund Strategy; and that as an interim solution, continue to work with developers for a possible lease agreement for the use of a private sector pool.

2.3.3 Community Halls

Scugog has 11 community halls, 8 of which are stand-alone facilities. Two co-located community halls are located within larger community centres or buildings, specifically the Scugog Community Recreation Centre (SCRC) and Blackstock Recreation Complex (BRC),

The stand-alone halls, typically located within the rural hamlets, have varying operating arrangements – some have hall boards that manage the bookings and operations of their respective hall, while others are booked and managed by the Township (*Part 1: Situational Report* provides further details).

The following were considered in determining the future viability and/or potential decommissioning of stand-alone community halls:

- Building condition: halls in poor condition, accessibility issues and major renovation requirements (capital investment over the next 10 years);
- Regularity of use of the building: halls with historically low utilization (i.e. less than 15%);
- Co-location: halls with other major recreation and civic infrastructure.

Based on the evaluation, and subject to consultation and confirmation of demand, the Township should decommission stand-alone halls (such as Cartwright Old Town Hall, Caesarea Hall, Scugog Island Hall and Utica Hall) and opt to dispose of the land via the sale for other uses. This can help to alleviate strained Township maintenance efforts and costs. The proceeds from any sale of property should be directed to a reserve for Township-wide improvements or re-investment in priority parks, recreation and culture facilities;

2.3.4 Latcham Centre

The Latcham Centre, situated on Port Perry's waterfront and functions mainly as a space for older adult programming and activities. The centre is not fully accessible and is in fair condition, beyond its useful life. Phase 2 of the Waterfront Revitalization Project (currently underway) will address the redevelopment potential of the Old Mill building and surrounding lands, including the Latcham Centre. Therefore, no infrastructure investments should be made at this time. Within this context, the opportunity exists to investigate the relocation of the older adult centre to be collocated with other activities and spaces that are typically used by older adults.

As a result the Master Plan recommends exploring possible future locations/options for the Seniors Centre, such as the SCRC, a waterfront location, or Lawn Bowling Club, in the long-term.

2.4 Outdoor Recreation Facilities

The Part 1: Situational Report provides a review of the existing sports fields, sport courts, activity areas, and playgrounds available within the Township's parks system. The recommendations for outdoor recreation facilities are intended to provide strategic direction that will enable the Township to address the key issues/ areas of focus that emerged from the inventory and analysis undertaken for the development of the Master Plan. The following summarizes the key recommendations from the Master Plan.

2.4.1 Ball Diamonds

The Master Plan reviewed the supply of ball diamonds within the Township and based on projected population growths to 2028, no investment in new ball diamonds is recommended over the next 10 years. It is however, recommended to maintain existing ball diamonds, conducting required capital repairs for assets in critical and poor condition. When those ball diamonds located in rural areas are due for renewal, the Township should conduct public consultation to determine the future use of the space (i.e. whether it is to remain as a ball diamond or should be utilized for alternative / new recreational activities). As well, when the Joe Fowler diamonds are due for replacement, the Township should relocate the diamonds to the Soccer Fields or Port Perry Fairgrounds.

2.4.2 Soccer Fields

Similar to the ball diamonds, the analysis undertaken during the Master Plan found that there is a sufficient supply of soccer fields based on the 10 year population projection. Therefore no investment in new soccer fields is recommended for the next 10 year period.

2.4.3 Birdseye Pool

The Master Plan recommends maintaining the Birdseye Pool in good condition over the duration of the plan period. Further should the development of an indoor pool be realized in the future, the Township should gauge financial feasibility for the continued support of both the indoor and outdoor pool. This should be based on the understanding that the outdoor pool will largely serve a casual recreation function rather than being the location for organized aquatic sports and education. If an indoor pool is not realized, the Township should upgrade the pool and building as necessary to include change rooms / washrooms facilities.

2.5 Cultural Facilities

Scugog is home to several cultural facilities, that are the Scugog Shores Heritage Centre and Archives, Museum Village, Town Hall 1873, and the Kent Farndale Gallery which is located within the Scugog Memorial Public Library. The key recommendations related to these important cultural assets are to:

- Consolidate heritage resources at Museum Village on Scugog Island;
- Continue with plans to repurpose the Heritage Centre and Archives (2nd floor of SCRC above Pad 2) to be general recreation program space and a drop-in Youth Centre;
- Explore opportunities to enhance the arts, culture and historical presence at the waterfront, including potential future partnerships with the Old Mill building.

2.6 Programming and Service Delivery

The recommendations identified within this section of the report provide an overarching framework for municipal administration, delivery and management of parks, recreation and culture programs and services to further maximize Township and community partnership resources over the 10-year life of the plan. The plan identifies the need for additional staffing within the next 10 years related to the new multi-use facility recommended for Blackstock, understaffing for park services and support for special events.

3. Financial Implications:

The Master Plan identifies the need for capital investment for major facilities including the replacement of the Blackstock arena together with potential meeting rooms and/or gymnasium as well as an indoor pool. To be able to construct these facilities the Township must start planning now and setting aside reserve funds for these projects. It is recommended that through the Reserve Fund Strategy, reserves be established for both the arena and the pool.

The Development Charges (DC) Background Study (2014) identifies indoor recreation additions to be the largest component of the Parks & Recreation capital program over the planning period (to 2023). The feasibility design and construction of an indoor pool is one of the major projects identified with a gross cost of \$9 million. Available funding of \$2.754 million is identified within the study, which are considered to be eligible DC costs. The DC Study will be updated in 2018 / 2019 and will include an updated cost for a new complex at Blackstock which may increase the availability of DC funds for an arena.

The Township's cost recovery for recreation, parks, and trails (on programs, services and facilities combined) was approximately 47% in 2017. This level of cost recovery should be maintained, as a minimum, going forward. That being said, as part of the commitment to the Strategic Plan priorities, the Township should consider setting a 3-year goal for improved cost recovery – principally in terms of direct cost recovery (excluding facility operations).

This, however, is dependent in part on the expenses associated with operating new infrastructure and municipal capacity to accommodate demand and optimize revenue potential of spaces through programming. In addition, this will be impacted by the municipal approach to the setting of user fees. It is important to recognize the fact that with the implementation of new facilities (i.e. replacement ice pad, gymnasium / field house space) in future years, it is inevitable that overall portfolio costs will rise; unless of course, other existing facilities are either decommissioned, repurposed to alternative lower cost use, divested or operating liabilities are transferred to other partners.

4. Communication Considerations:

The following is a detail of the communication initiatives and timelines of the Township of Scugog Parks, Recreation, and Culture Strategic Master Plan process:

- May 2017- Website content posted for news, a landing page for the master plan, social media posts promoting survey and public open houses;
- Survey sent via stakeholder email, shared on social media and hard copies at key township locations;
- Project information sent via email to stakeholder email;
- News releases master plan process in both local papers and on durhamregion.ca;
- Township bulletin ad in both papers;
- Public open houses were held:
 - a. June 7, 2017 at the Scugog Community Recreation Centre; and
 - b. January 17, 2018 at the Scugog Community Recreation Centre;
- December 11, 2017 - Preliminary Draft Master Plan presented at Planning and Community Affairs meeting;
- Comment period opened until February 9;
- Indoor Pool Analysis presented to Council on March 19; and

- 16 unique social media posts are on Twitter and Facebook.

Upon approval of the final draft of the Parks, Recreation, and Culture Strategic Master Plan, the plan will be made available for public review and comment for 30 days.

5. Conclusion:

Support and partnerships will be required to successfully implement the recommendations identified within the Parks Recreation and Culture Strategic Master Plan, as there also needs to be a commitment by the Township of Scugog for effective implementation.

The individual recommendations have potential impacts on several municipal departments, and therefore, the development of an Interdepartmental Working Group is recommended to provide an appropriate mechanism for regularly reviewing and evaluating progress and successful achievement of targets of this Plan, allowing for accountability.

Progress in the implementation of this Strategic Master Plan should be outlined within a Staff report to the Township of Scugog Council on an annual basis. Recognizing the long-term scope (10-year period) of this Master Plan, this document and its recommendations should be subject to internal departmental review every three years to determine and re-adjust, as necessary, the timing of recommendations in light of unforeseen shifts in the municipal planning environment.

Based on the fore mentioned recommendations in the Parks, Recreation, and Culture Strategic Master Plan, Staff are recommending that Report COMS-2018-031, Parks Recreation and Culture Strategic Master Plan Final Draft, be received; and that Council approve the Township of Scugog Parks, Recreation, and Culture Strategic Master Plan Final Draft.

Original Copy Signed By:

Signed and Reviewed By:

Craig Belfry, MPSM, CCRM, BA
Manager of Recreation and Culture

Carol Coleman, P.Eng.
Director of Community Services

Attachments:

ATT-1: #1 Township of Scugog, Parks, Recreation, and Culture Strategic Master Plan Final Draft