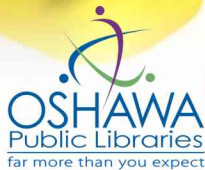


Parks, Recreation, Library and Culture Facility Needs Assessment

November 2015



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Parks, Recreation, Library, and Culture Facility Needs Assessment

November 2015

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Acknowledgements

The City of Oshawa would like to thank the hundreds of people who have dedicated time to developing the Parks, Recreation, Library and Culture Facility Needs Assessment through participation in community engagement activities, and the preparation and review of the document. Your efforts are truly appreciated and will help to shape the future of Oshawa's parks, recreation, library and culture facilities over the next fifteen years.

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List of Acronyms

A.N.S.I.	Area of Natural and Scientific Interest
A.R.C.	Arts Resource Centre
A.T.M.P.	Active Transportation Master Plan
C.I.C.	Campus Ice Centre
C.R.C.	Civic Recreation Complex
G.M.C.	General Motors Centre
G.T.A.	Greater Toronto Area
I.T.M.P.	City of Oshawa Integrated Transportation Master Plan
L.T.P.D.	Long Term Player Development
O.C.C.N.A.	Oshawa Central Council of Neighbourhood Associations
O.C.M.	Oshawa Community Museum
O.P.L.	Oshawa Public Libraries
O.S.C.C.	Oshawa Senior Citizens Centres
O.V.B.G.	Oshawa Valley Botanical Gardens
P.R.L.C. Assessment	Parks, Recreation, Library and Culture Facility Needs Assessment
S.O.C.C.	South Oshawa Community Centre
U.O.I.T.	University of Ontario Institute of Technology

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Executive Summary

The Parks, Recreation, Library, and Culture Facility Needs Assessment (the 'P.R.L.C. Assessment') provides a strategy for addressing future facility needs in the City of Oshawa that has been developed with the input of hundreds of individuals, whose views collectively represent thousands of individuals in households and user groups.

The P.R.L.C. Assessment guides City Council, the Oshawa Public Library Board and other key stakeholders in delivering the facilities necessary to meeting needs as Oshawa's population grows from 158,000 to the 197,000 persons forecasted by the year 2031.

The recommendations contained in the P.R.L.C. Assessment are organized into the following areas:

- Parks Provisioning Strategy
- Recreation Facility Provisioning Strategy
- Library Facility Provisioning Strategy
- Cultural Facility Provisioning Strategy
- Implementation Strategy

Facilities that Inspire an Active and Creative Community

The City of Oshawa and Oshawa Public Libraries provide parks, recreation, library and cultural facilities in order to:

1. Build a healthy community, foster active lifestyles, and stimulate discovery, lifelong learning, and creativity.
2. Provide inclusive, affordable, and accessible opportunities for all Oshawa residents.
3. Foster and support partnerships that create synergies, leverage resources, and allow the City and Library to maintain core services.

To the greatest degree possible, the parks, recreation, library and cultural facilities managed by the City of Oshawa and Oshawa Public Libraries will be:

4. Safe, in good repair, and barrier-free.
5. Multi-use, multi-generational, programmable, supportive of sport and cultural tourism, and responsive to true needs.
6. Equitably distributed and located to efficiently serve the needs of both existing and future residents.
7. Energy efficient, with opportunities to incorporate "green" technologies.
8. Financially sustainable for the City and its residents, both existing and future.

- P.R.L.C. Assessment Vision & Guiding Principles

Parks Provisioning Strategy

Based upon input provided through the P.R.L.C. Assessment, residents stated that parkland is one of the most highly valued components of Oshawa's community fabric, and its presence enhances the quality of life for the City as a whole. The City's Parks Operations Division indicates that the City maintains 1,104 hectares of natural open space lands. Of these lands, 485 hectares (1,200 acres) are associated with active forms of municipal parkland located within 137 parks across Oshawa. This supply includes both undeveloped and developed parkland that provides residents with outdoor recreation and cultural opportunities such as sports fields, bandshells, playgrounds, splash pads, passive spaces for informal activities and community events, and more.

The following are key outcomes of the Parks Provisioning Strategy (listed in no particular order of priority):

- Revising the City of Oshawa Official Plan to target an overall provision level of 3.0 hectares per 1,000 population, which will require an additional 106 hectares by the time the population reaches 197,000 persons. A particular emphasis should be placed on acquisition of parkland with developable tablelands that are capable of accommodating active recreational and cultural facilities.
- Integrate Urban Park (or similar) and Linear Park classifications into the City of Oshawa Official Plan's parkland hierarchy to reflect to emphasize parks in areas of residential intensification and to create connecting links between other forms of parkland and major community destinations in keeping with the City's active transportation priorities.

- Continue to implement the City of Oshawa Waterfront Master Plan, with a priority placed on preparing a master plan specific to Lakeview Park, Lakewoods Park and the Oshawa Harbour lands.
- Secure a site for a second off-leash dog area in the City while also undertaking an ecological study and management plan to explore whether expansion of the Harmony Valley Park off-leash park is sustainable to the overall health of the park.

Parks Provisioning Recommendations

- P1. At the time of the next Official Plan Review, revise the parkland classification contained in Section 2.6.2.2 to add Urban Parkette (or similar terminology) to denote open spaces primarily in areas of infill and intensification where achieving the Official Plan's minimum size for Neighbourhood Park is not possible. Also to be added is a Linear Park typology to define areas used as connecting links between other forms of parkland or major community destinations.
- P2. Undertake a review of the City's park design guidelines, as well as through plans of subdivision, as they pertain to the integration of vehicular parking lots within Neighbourhood Parks in order to balance the provision of useable green space with any parking-related impacts on surrounding residential areas.
- P3. At the time of the next Official Plan Review, revise the parkland classification system contained in Section 2.6.2.2 to target a level of service of 1.5 hectares per 1,000 population for Neighbourhood Parks /Urban Parkettes (combined), 0.5 hectares per 1,000 population for Community Parks, and 1.0 hectares per 1,000 population for

<p>City/Regional Parks (combined), thereby targeting an overall parkland provision level of 3.0 hectares per 1,000 population.</p> <p>P4. Supplement parkland acquisition policies prescribed in Section 2.6.3.1 of the Oshawa Official Plan with other appropriate means of acquisition, particularly with an emphasis towards securing suitably sized and quality tableland parcels oriented to active recreational and cultural uses.</p> <p>P5. Based upon the parkland service levels proposed in Recommendation P3, Oshawa will require an additional 106 hectares of parkland upon reaching a population of 197,000.</p> <p>P6. Of the total parkland requirement articulated in Recommendation P5, a minimum of 86 hectares are required in the form of developable tablelands capable of accommodating active recreational and cultural facilities. The balance of outstanding parkland requirements can be satisfied at the City's discretion through either active or passive recreational and/or cultural purposes.</p> <p>P7. Subject to any required community consultations and/or refinements to the Draft Preferred Concept of the Waterfront Master Plan, implement the directions of that Master Plan as appropriate as it pertains to its six precincts.</p> <p>P8. Through Recommendation P7, proceed with the City of Oshawa Waterfront Master Plan (once finalized) draft preferred option regarding Lakefront West Park including exploring the feasibility of integrating additional sports fields (potentially a minimum of two ball diamonds and one rectangular field as per Recommendations R22 and R28) in the parcel of land southwest of Phillip Murray Avenue and Stevenson</p>	<p>Road, and rejuvenating the existing concession and change room pavilion.</p> <p>P9. Through Recommendation P7, proceed with the City of Oshawa Waterfront Master Plan (2011) direction to "Prepare Master Plan for Lakeview Park and Lakewoods Park and prepare an implementation strategy." This initiative should be undertaken concurrently with a Master Plan and visioning exercise for the Oshawa Harbour given the inherent synergies between these waterfront park parcels.</p> <p>P10. Reinforce the importance of Second Marsh and McLaughlin Bay Wildlife Area through continued commitments to conservation and partnerships with organizations such as (but not limited to) the Central Lake Ontario Conservation Authority, Friends of Second Marsh and Ducks Unlimited to assist with physical, functional and program-related improvements. A study that evaluates uses occurring within Second Marsh in relation to preservation efforts is recommended to be undertaken in concert with partners.</p> <p>P11. In consultation with residents, volunteers and local horticultural organizations, determine the suitability of existing and future City of Oshawa parks in which to integrate additional community gardens on a case-by-case basis. Provision of these gardens should largely be contingent upon community volunteers contributing resources to their management, upkeep and general operation based on the City's current Policies and Procedures.</p> <p>P12. Continue to implement the Oshawa Valley Botanical Garden Master Plan, although adjusting key priorities as necessary in order to further objectives of the P.R.L.C. Assessment and other municipal initiatives. Such efforts include, but are not limited to,</p>
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aligning with downtown revitalization initiatives, exploring potential synergies within the envisaged 'Cultural Campus' (see Recommendation C1), and complementing future use/re-use(s) ultimately determined for Children's Arena and the Parkwood Estate.

- P13. Prepare an inter-departmental business plan to align corporate objectives and define resource requirements associated with current and future integration of horticultural displays on municipal lands.
- P14. Secure a second off-leash park to balance geographic distribution, provided that the City's partnership-based operating model is maintained through an agreement with a third party such as ODAWG.
- P15. Undertake an ecological study and/or management plan for Harmony Valley Park to determine whether the existing off-leash area can be expanded without adversely compromising the ecological integrity of the park, and that sufficient vehicular parking can be accommodated to support any capacity added through expansion.
- P16. Augment the system of trails and pathways by implementing the Active Transportation Master Plan and developing a Trails and Pathways Renewal Strategy, the latter which prioritizes resurfacing and other required remediation activities according to short, medium and long-term priorities. Ideally, such a strategy would consider input from local trail users to also discuss current maintenance practices, required upgrades, surfacing, linkages and other relevant topics regarding trails and trail connectivity.

Recreation Facility Provisioning Strategy

The City of Oshawa has been an ardent supporter of recreation and sport within the community. The City maintains active recreation facilities spanning arenas, indoor aquatic and fitness centres, gymnasiums, sports fields and hard surface courts to name but a few. The City's premier indoor recreation facilities include the Legends Centre, Civic Recreation Complex, Donevan Recreation Complex, and the South Oshawa Community Centre while examples of high quality facilities can also be found at North Oshawa Park and Lakefront West Park.

The following are key outcomes of the Recreation Facility Provisioning Strategy (listed in no particular order of priority):

- Construct a new multi-use community centre, preferably located north of Taunton Road, by the time the population reaches 185,000 persons. This facility should contain an indoor aquatic centre, branch locations for Oshawa Public Libraries and Oshawa Senior Citizens Centre, gymnasium and fitness centre, and/or youth space. This facility is forecasted to be required in the medium to long-term and therefore future study will be required to confirm facility components, design specifications, site selection options, and ultimate capital and operating costs.
- Target a supply of 7 ice pads plus the G.M. Centre and Campus Ice Centre in the short-term. This implies that one ice pad, most logically a single pad arena to maintain operating efficiencies elsewhere, should be removed from the supply and considered to be repurposed to another use.

- Consult with area residents to determine the preferred future vision for Rotary Pool, including ways in which the pool could be retained or repurposed in a manner that aligns with the Oshawa Valley Botanical Gardens Master Plan, or another concept that repositions Rotary Park as a high quality focal point for the community.
- Create a sports field complex at a Community Park(s) located in the Windfields, Kedron and/or Columbus Part II Plan areas while initiating master planning and facility fit exercises for Lakefront West Park, Alexandra Park, and Eastview Park to determine how sports fields could be added, reconfigured and/or relocated to provide a better experience and tournament opportunities for sports field users.
- In consultation with Baseball Oshawa and other ball organizations, carry out ball diamond improvements including adapting a minimum of two diamonds to facilitate hardball, lighting and drainage improvements, and potentially repurposing lower quality or underused diamonds to other needed uses provided that any such actions adequately consider directions contained in the City's Sports Field Study.

Recreation Facility Provisioning Recommendations

- R1. Target an arena supply of 7 ice pads plus the G.M. Centre and Campus Ice Centre ice pads.
- R2. Arena usage and financial performance should continue to be monitored on an annual basis in relation to population growth, particularly with respect to the number of children and youth in the City. A particular focus will need to be placed on

how the arenas respond to any adjustments to the supply of ice pads in the short-term.

- R3. After five years has elapsed, the City should review its arena provision strategy to confirm whether the 7 Category 1 ice pads and 4 Category 2 ice pads remains the appropriate long term provision target.
- R4. Engage the Oshawa Central Council of Neighbourhood Associations (O.C.C.N.A.) and any other interested residents to explore whether interest exists in establishing a community rink volunteer program whereby residents are responsible for ongoing maintenance and supervision of outdoor natural ice rinks to serve individual communities within Oshawa. Pending the outcomes of such discussions and ability to secure volunteer commitments, select potential parks through which outdoor natural rinks can be established and make use of existing park infrastructure (e.g. flooding hard surface courts, open areas, etc.) wherever possible.
- R5. Continue City practice of draining stormwater management facilities prior to the winter for the purposes of ensuring resident safety.
- R6. Construct a new multi-use community centre containing an indoor aquatics facility, pending confirmation through a feasibility study and business plan that is initiated in advance at the time Oshawa reaches a minimum population of 185,000 persons.
- R7. Operate the Camp Samac Outdoor Pool, with capital investments relegated to basic health and safety improvements, until the time at which a new indoor aquatic centre opens to the public (see Recommendation R6). However, should major capital contributions be required to remediate structural and mechanical components of the Camp Samac

<p>Outdoor Pool, such investments should only be done if a long-term lease and/or joint funding agreement can be secured with Scouts Canada.</p> <p>R8. Initiate a community consultation exercise with area residents to determine the feasibility of repurposing Rotary Pool to a major splash pad (potentially tying into the Oshawa Valley Botanical Gardens Master Plan concept), or whether to undertake the requisite capital lifecycle renewal activities for Rotary Pool.</p> <p>R9. Undertake a business plan, economic analysis and architectural concept in the event that Rotary Pool is retained as an outdoor swimming venue (see Recommendation R8) in order to explore the feasibility of reconfiguring the pool to accommodate greater programming potential and waterplay elements to create a destination-type pool.</p> <p>R10. Construct one new major splash pad after the population reaches 185,000.</p> <p>R11. Upgrade the Lakeview Park splash pad to a major splash pad provided this complements the vision associated with the Master Plan proposed for the park (also see Recommendation P9).</p> <p>R12. Upgrade all splash pads to a minimum design standard reflective of a minor splash pad template (major splash pads should continue to be provided in key destination areas).</p> <p>R13. Construction of new gymnasiums should only be considered at the time of new multi-use community centre construction, pending confirmation through the feasibility study and business plan (also refer to Recommendation R6).</p>	<p>R14. Construction of a new fitness centre, aerobics studio and/or indoor walking track should be considered at the time of new multi-use community centre construction, pending confirmation through the feasibility study and business plan that is to be initiated at the time Oshawa reaches a minimum population of 185,000 persons (also refer to Recommendation R6).</p> <p>R15. Resurface the existing internal pathway at Brick Valley Park that connects the outdoor fitness equipment, as the pathway is exhibiting signs of deterioration that may deter use of the fitness circuit.</p> <p>R16. Select one new or redeveloped park in which to integrate a fitness circuit containing outdoor fitness equipment.</p> <p>R17. A new youth centre should be considered at the time of new multi-use community centre construction, using an integrated model in remaining consistent with the City's current practices. Inclusion of such a space should be confirmed through the feasibility study and business plan that is initiated at the time Oshawa reaches a minimum population of 185,000 persons (also refer to Recommendation R6)</p> <p>R18. An expansion to the Legends Centre seniors centre should be undertaken in tandem with the proposed expansion to the Library branch at that facility (also refer to Recommendation L2).</p> <p>R19. Construction of a new older adult and seniors' centre should be considered at the time of new multi-use community centre construction, contingent upon sound business planning and market research (as advanced in Recommendation R6) that determines the needs of the older adult segment and the ability of a future</p>
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<p>community centre to accommodate such space.</p> <p>R20. Multi-purpose program and meeting rooms, capable of accommodating suitable municipal programs and community rental opportunities, should be considered at the time of new multi-use community centre construction and/or explored as part of private land development projects in areas of intensification.</p> <p>R21. Target an effective supply of 68 rectangular fields (unlit capacity equivalents) upon reaching a population of 197,000, thereby requiring an additional 8.0 unlit field equivalents to be constructed.</p> <p>R22. One of the rectangular fields proposed in Recommendation R21 should be constructed as a lit multi-use sports field with uprights capable of accommodating field sports beyond soccer. The preferred location is the open area in the northeast portion of Lakefront West Park, however, an alternative could consider repurposing an existing sports field into a multi-use field provided that it is compatible with the existing park and adjacent land uses.</p> <p>R23. Review and revise the Rectangular Field Inventory used for allocation purposes to establish field sizing, goal sizes and classification based on the provincial sport regulations.</p> <p>R24. Implement a temporary field closure/resting period program for Class A and B fields to accommodate recovery from intensive permitting requirements or major events in a manner that balances revenue with field maintenance costs.</p> <p>R25. Continue to implement appropriate strategies pertaining to rectangular fields as identified in the City of Oshawa Sports Field</p>	<p>Study in concert with this P.R.L.C. Assessment.</p> <p>R26. Ongoing monitoring of the Civic Recreation Complex indoor field house, along with market assessments of how private sector indoor turf providers are servicing the adult market, should be required to determine whether additional municipal investments are warranted in the longer term.</p> <p>R27. In lieu of new diamond construction, undertake selected upgrades pertaining to turf, lighting, play-out dimensions and/or supporting facilities for appropriate diamonds as a means to ensure the supply is responsive to the profile of ball diamond users including converting a minimum of two existing diamonds for use by hardball. Such improvements should be implemented in consultation with Baseball Oshawa, other ball groups, area residents and other stakeholders, where appropriate. Using a similar process, repurpose underutilized or undersized ball diamonds that are no longer deemed to be responsive to the needs of organized ball users including (but not limited to) those at Bathe Park, Brookside Park, Corbett's Park, Galahad Park, Kingside Park, and Sunnyside Park. Repurposed diamonds could retain a backstop for spontaneous play or be converted into another use that would be better suited to the needs of park users in surrounding areas. Actions undertaken should have regard for appropriate strategies pertaining to ball diamonds as identified in the City of Oshawa Sports Field Study.</p> <p>R28. Prepare a facility fit diagram for the north-east portion of Lakefront Park West in order to determine how many ball diamonds and/or rectangular sports fields (see Recommendation R22 for the latter) can be accommodated in this open space. Pending</p>
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this outcome as well as confirmation by the proposed Lakeview Park Master Plan, relocate all of the ball diamonds located at Lakeview Park to Lakefront West Park with any outstanding diamonds considered within a future Community Park located in the north (also refer to Recommendations P8 and P9).

- R29. Reconfirm the vision and preferred concept for the 1994 Alexandra Park Master Plan Study, in consultation with area residents and local ball organizations, to determine whether to retain, reconfigure or relocate any or all ball diamonds at that site. A similar exercise should be undertaken for Eastview Park in consultation with the Eastview Boys and Girls Club and other stakeholders.
- R30. Conduct necessary capital improvements to Kinsmen Memorial Stadium ranging from addressing accessibility to strategic aesthetic and functional improvements aimed at modernizing the facility and align with downtown revitalization efforts.
- R31. Construct a total of 15 outdoor tennis courts, distributed in accordance with residential areas achieving population growth and where required to address underserved areas. Provision of new courts, particularly in established residential areas, should be subject to ongoing review by City Staff and community consultations to ensure that the City does not overbuild its outdoor supply.
- R32. Remediate tennis courts at Kingside Park within the next five years, while engaging the community surrounding Radio Park and Brookside Park to determine whether to rejuvenate or repurpose their respective tennis courts.
- R33. Future needs for outdoor pickleball courts should be accommodated within existing tennis courts as per the City's current model. New tennis court construction, as per

Recommendation R31, should be designed in a manner that is conducive to accommodating pickleball players.

- R34. Seek ways in which to maximize use of the Civic Recreation Complex indoor courts, including accommodating a greater number of program and rental opportunities during daytimes and weekends. Given the success of the current operating agreement and available capacity at the Civic Recreation Complex, municipal investment in a second indoor tennis facility is not required unless a third party can satisfactorily demonstrate, through its own business plan and feasibility study, such investment is a sound, sustainable, and would not otherwise be detrimental to existing municipal operations.
- R35. In the event that additional indoor tennis courts may be rationalized based upon growth in player numbers or displacement from private courts, the ability to include additional tennis courts in the air-supported structure at the Civic Recreation Complex should be considered as an option.
- R36. Construct 4 outdoor basketball and/or multi-use courts, distributed in accordance with residential areas achieving population growth and where required to address underserved areas.
- R37. Remediate outdoor basketball courts at Lake Vista Park, Mackenzie Park and Mitchell Park within the next five years, while the basketball courts at Connaught Park, Eastview Park, Northview Park and Veterans Tot Lot should be remediated within the next ten years.
- R38. Explore the feasibility of converting existing asphalt pads into basketball or multi-use courts, or whether to repurpose these facilities altogether to a use that is more responsive to the needs of the surrounding

neighbourhood after engaging in consultations with area residents.

- R39. Construct one new major skateboard park as the population of youth, between the ages of 10 and 19, reaches 23,000 persons or attaining a minimum total population of 197,000. This facility should be designed in a manner that accommodates the needs of extreme sport enthusiasts beyond the skateboarding community and is preferably co-located with other indoor and/or outdoor youth-focused facilities.
- R40. Integrate beginner level “skate zones” or “micro” skateboard parks, containing one or two basic features, into appropriate neighbourhood-serving parks since the major skateboard parks are expected to meet intermediate to advanced level needs over the long term. Integration of beginner level mountain biking and/or BMX elements should also be integrated where appropriate to do so.
- R41. Initiate a feasibility study involving community engagement, site selection and design processes to investigate whether a need exists for a BMX/mountain bike park.
- R42. Undertake a review of the City’s playground replacement policy to define the cost and timeframe associated with replacing aging structures in a financially sustainable manner, while considering needed improvements to facilitate safe, inclusive and interactive play.
- R43. Through the playground inspection and renewal process, evaluate opportunities in which to incorporate barrier-free components for persons with disabilities.

Library Facility Provisioning Strategy

Originally founded in 1864, Oshawa Public Libraries offers a broad range of services from four branches: the Robert McLaughlin Branch, the Northview Branch, the Legends Centre Branch, and the Jess Hann Branch. These branches and the Library’s website provide access to a broad range of services.

The following are key outcomes of the Library Facility Provisioning Strategy (listed in no particular order of priority):

- A total of 118,200 square feet of library space will be required by the time the population reaches 197,000 persons, representing an additional 24,200 square feet over and above current provision levels.
- Undertake a 6,000 square foot expansion of the Legends Centre Branch in order to serve the growing community that surrounds it.
- Initiate planning and renewal of the Robert McLaughlin Library Branch with a specific focus on enhancing the auditorium, children’s area, washrooms and second floor patio along with improving barrier-free accessibility and adding individual and group study spaces.
- Construct a new 18,000 square foot library branch when the City reaches 185,000 persons, preferably integrated as part of the proposed multi-use community centre located north of Taunton Road.

Library Facility Provisioning Recommendations

- L1. A standard of 0.60 square feet per capita remains appropriate as a long-term target for Oshawa Public Libraries’ space needs. Based on a projected population of 197,000 residents in 2031, O.P.L. will require a total of 118,200 square feet of space by this time –

an additional 24,200 square feet over current provision levels.

L2. Expansion of the Legends Centre Branch is recommended in the short-term (i.e., before 2020) in order to address current shortfalls and to serve this growing community. An additional 6,000 square feet would increase the Library’s floor space to 16,000 square feet, making this a true community branch capable of serving a young and growing area of the City.

L3. A new branch should be developed when the City reaches between 185,000 and 197,000 population, in order to address longer-term residential growth in North Oshawa. This library should be approximately 18,000 square feet in size (to allow for a larger program room and makerspace/creative elements) and be co-located with another civic or public use, such as a multi-use community centre or community hub. A facility-specific planning study (as proposed through Recommendation R6 for a future indoor aquatics centre) should be undertaken to confirm the library branch size, location, timing, and partnership options.

L4. Together with the City, Oshawa Public Libraries should monitor projected residential growth patterns to enable future planning, including long-term facility development and/or expansion in areas of residential growth.

L5. Monitor changing demands for quick-serve off-site options, such as kiosks (e.g., at GO Station) and emerging technologies.

L6. Begin planning for the next phase of the Robert McLaughlin Library Branch’s renewal, to occur over the course of the next decade. A focus should be placed on renovating the auditorium, enhancing the children’s area,

renovating washrooms, adding individual and small group study spaces, ensuring barrier-free access, and making better use of the existing second floor rooftop patio.

L7. Pursue expansion of the Legends Centre Branch as articulated in Recommendation L2.

L8. Coordinate with the City to explore the potential for relocating the Jess Hann Branch to a municipally-controlled site (e.g., South Oshawa Community Centre) should the lease not be renewed. The timing of this action is dependent on the current lease arrangement and is subject to further study and public consultation.

Cultural Facility Provisioning Strategy

In 2014, Oshawa City Council approved ‘Culture Counts: Oshawa’s Art, Culture and Heritage Plan.’ This document provides a framework and a long-term vision that identifies key opportunities and strategies that the City and the culture sector can implement to help Oshawa maintain and build upon its cultural vitality.

The following are key outcomes of the Culture Facility Provisioning Strategy (listed in no particular order of priority):

- Engage the cultural community to define how the Arts Resource Centre can become an incubator for the creative and cultural sector, and function as the City’s premier ‘cultural campus’ and aligning with other cultural assets located in and around the downtown core. As part of this process, initiate a business plan to explore the feasibility for a performing arts based on the same recommendation contained in the Culture Counts Plan.
- Prepare a concept to illustrate how a visitors’ centre can fit within the vision for Lakeview Park

to better serve the needs of the City and the Oshawa Community Museum.

- Continuing to build on the momentum created by Culture Counts and implement the service-related directions articulated in that plan.

Cultural Facility Provisioning Recommendations

- C1. As part of the ongoing implementation of the Culture Counts Plan, undertake a comprehensive consultation and visioning exercise with local arts, culture and heritage representatives to define how to better position the Arts Resource Centre to be a premier, multi-dimensional hub for the incubation and development of Oshawa’s creative and cultural sector. An alternative location should be considered in the event that it is not feasible to convert the Arts Resource Centre for such use. Based on the outcomes of this exercise, undertake subsequent business planning to explore partnerships that may be secured and understand the potential costs of implementing the vision.
- C2. Initiate the recommendation from the Culture Counts Plan to “Explore the long-term need and business case for a new Performing Arts Centre serving Oshawa and the surrounding region, following the completion of the comprehensive inventory of arts, culture and heritage spaces and facilities” to determine if such a facility forms part of the ‘cultural campus’ concept advanced in the P.R.L.C. Assessment.
- C3. Investigate opportunities to build and display the City of Oshawa’s public art collection, as well as opportunities to expand exhibition and cultural programming space for other collecting institutions or artists groups, through the provision of multi-use space

located within expanded or newly constructed community centres. The intent of such space is to provide exhibition space that acts as a satellite location for municipal and community-based cultural providers in order to expand their audience through greater marketing, awareness and exposure.

- C4. Through the proposed waterfront master planning process for Lakeview Park (see Recommendation P9), prepare a concept that illustrates how a visitor centre, designed for use by the City of Oshawa and the Oshawa Community Museum, could fit within the site.
- C5. Planning and design processes for park development and renewal projects should consider integration of appropriate cultural infrastructure and amenities that can facilitate a range of structured and spontaneous cultural activities and events.
- C6. Carry out the necessary capital renewal activities for the Memorial Park Bandshell so that the park continues to be a prominent destination for cultural events and festivals in the Oshawa downtown and effectively addresses the requirements of its users.

Implementation Strategy

Successful implementation of the P.R.L.C. Assessment requires the City and Oshawa Public Libraries to continually assess and confirm directions and priorities. Recommendations advanced through the P.R.L.C. Assessment may require other actions and efforts to be undertaken including (but not limited to) reconfirming timing and need for facilities, creating supplementary policies to guide allocation and effective utilization, investigating opportunities for partnerships, exploring traditional and non-traditional funding sources, etc.

Implementation Strategy
Recommendations

- IS1. Requests for facilities not falling under the spectrum of the City's and/or Library's core service delivery mandate should be investigated on their individual merits after considering a number of criteria including, but not limited to, the City's/Library's role and ability to cost-effectively deliver a needed service, its ability to jointly deliver the service through partnership, and if it has the resources available to deliver the service.
- IS2. Review existing facility allocation practices every five years or as required based on circumstance, with a continued focus on tracking participation of resident and non-resident membership and usage to inform future parks, recreation, library, and culture facility assessments.
- IS3. Using criteria identified in the P.R.L.C. Assessment as a guide, establish a partnership framework that can be consistently and transparently applied to evaluate the merits of entering into a partnership agreement with a suitable third party to efficiently improve activity choices to residents in a financially responsible manner.
- IS4. The various Divisions/Units falling within the Community Services Department and Oshawa Public Libraries should jointly identify service gaps and offer a summary of partnership opportunities transparently utilizing the procurement policy.
- IS5. Building upon the City's and Library's existing efforts and resources devoted to local volunteers, engage volunteer groups in the creation of an updated Volunteer Management Strategy. This Strategy should consider principles of the partnership framework proposed through

Recommendation IS3 to confirm whether a volunteer-based approach is in the interest of all parties as well as identify contingency options (e.g. staffing or financial resources) for the City/Library should volunteer participation cease in the future, while also discussing ways in which to bolster volunteer recruitment, retention and recognition efforts.

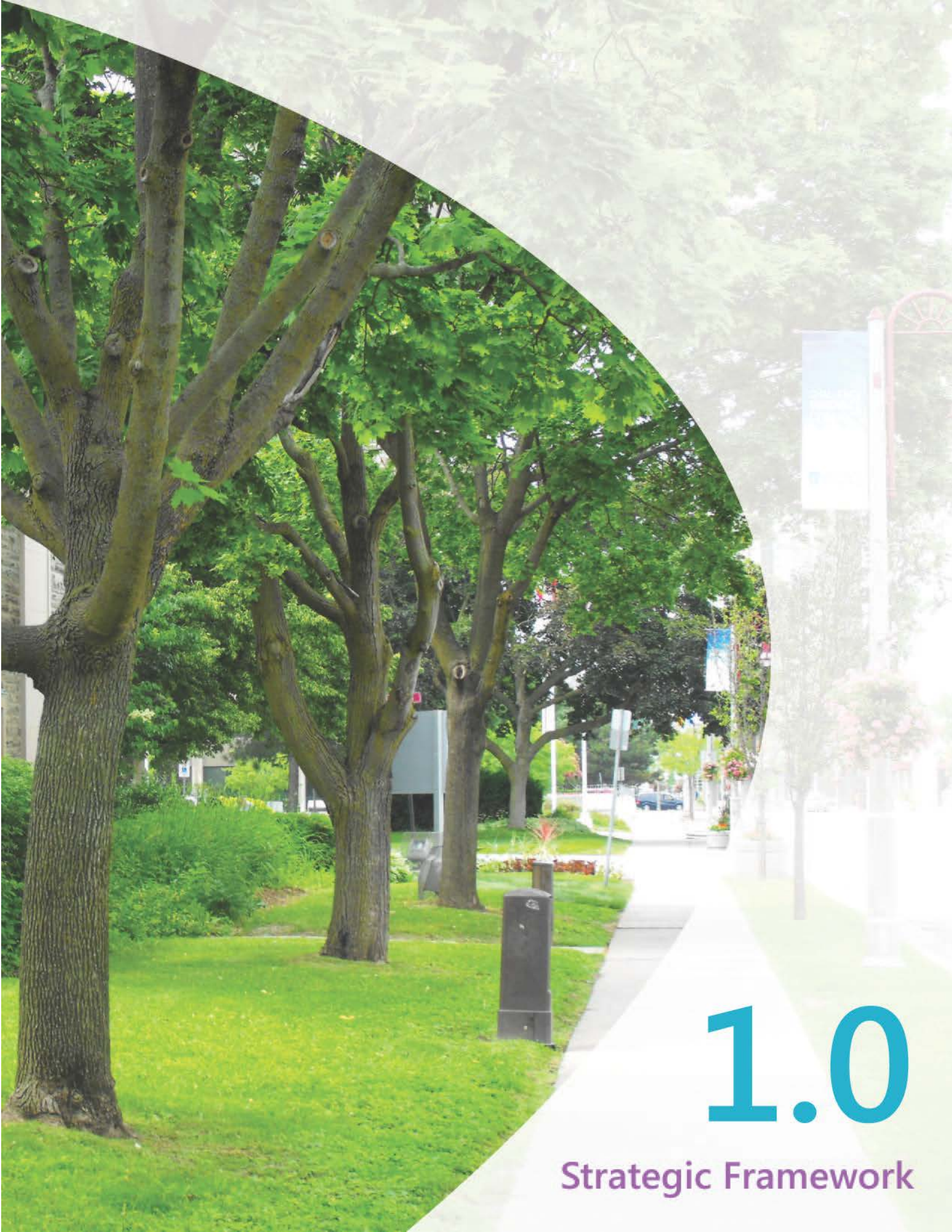
- IS6. Consider the use of technology in the recruitment, training and recognition of volunteers to increase service delivery.
- IS7. Evaluate potential sites for the proposed multi-use community centre and multi-sports field parks based upon application of a wide range of site selection criteria, including those advanced in the P.R.L.C. Assessment.
- IS8. Undertake a review of the City of Oshawa Development Charges Background Study to determine the degree to which growth related parks, recreation and library facility needs identified in the P.R.L.C. Assessment can be funded through development charges and the amount remaining to be funded through other sources.
- IS9. Develop a multi-year training and development program to identify and address opportunities relating to delivering effective parks, recreation, library and cultural services to the community. Topics include, but are not limited to, engaging diverse populations, strengthening neighbourhoods, use of technology, and effective collaboration.
- IS10. In anticipation of population growth and required adjustments to facilities provisioning frameworks, form cross-functional staff teams to explore ways to optimize service delivery processes through periodic reviews of staffing and service

standards, customer service practices, use of technology, etc.

- IS11. Trend tracking and monitoring efforts should be undertaken and applied in the context of the P.R.L.C. Assessment’s recommendations to ensure relevancy to future circumstances. Such efforts include, at a minimum, regularly engaging sport facility users, allocating appropriate staff resources to research and data collection tasks, and application of performance measurement metrics.
- IS12. Regularly communicate with staff in area municipalities (including Whitby and Clarington, at a minimum) to remain apprised of any planned regional facility developments, closures or policy adjustments that have the potential to affect usage occurring within Oshawa’s facilities.
- IS13. Create an inter-departmental team with a mandate to regularly review, maintain and update the City’s inventory database of parks, recreation, library and cultural facility assets that can be applied with consistency throughout the municipality.
- IS14. Assign resources specifically dedicated towards monitoring unstructured usage of parks and park facilities including, but not

limited to, trails, off-leash areas, hard surface courts and splash pads, as appropriate to inform future facility development decisions.

- IS15. Building on existing municipal and library processes, develop and implement a more comprehensive performance measurement framework as part of the annual planning and evaluation process. The intent is to determine strengths and opportunities in facility and program operations while providing opportunity to compare year-over-year results and report out annually to Council, the public and stakeholders.
- IS16. Develop outcome measures over time to quantify, where possible, the return on the investment in parks, recreation, libraries and culture to individuals, respective age cohorts and the community as a whole.
- IS17. Prepare an update to the P.R.L.C. Assessment every five years.
- IS18. Prepare and publish an annual Progress Report that, at a minimum, articulates progress being made on implementing the P.R.L.C. Assessment and can be shared with City Council and the Oshawa Public Library Board, City and Library Staff, local stakeholders and the general public.



1.0

Strategic Framework

1.1 Planning for Parks, Recreation, Library and Culture Facilities

The City of Oshawa has a long history of investing in its parks, recreation, library and cultural facility system. Over the years, the City has responded to the pressures placed upon these facilities by population growth and socio-economic diversification through innovative and leading edge developments that include, but are not limited to, the Legends Centre, in high quality sports field investments (including indoor and outdoor artificial turf fields at the Civic Recreation Centre), redevelopment of North Oshawa Park, and renovations to public arts and cultural facilities such as the McLaughlin Gallery and the Arts Resource Centre. Many of the City's parks and facilities provide multi-faceted experiences ranging from sports, culture, library services, entertainment, etc. to many age groups including youth, older adults and families.

Planning and management of the City's parks, recreation, library and culture facilities is an important undertaking. These facilities are cornerstones of the quality of life enjoyed by Oshawa's residents, providing places for sport and recreation, education and learning, artistic and personal expression, socialization, and economic development. This Parks, Recreation, Library, and Culture Facility Needs Assessment (herein referred to as the 'P.R.L.C. Assessment'), is intended to proactively position the City to address the needs of residents and the markets that facilities are intended to serve.

The City of Oshawa continues to undergo a period of growth, much like other communities in Durham Region and the Greater Toronto Area. Growth forecasts project that Oshawa's population is set to grow by 24%, adding nearly 39,000 new residents by 2031.¹ While parks, recreation, library and culture facilities must continue to accommodate the needs of current and future residents, equally important is the ability of these facilities to adapt to the wide range of ages, interests, abilities, incomes and cultural backgrounds embodied by Oshawa's diversifying population.

¹ Based on a population estimate of 158,341 from the Economic Development Services Department (December 2014) and the year 2031 forecast from Regional Official Plan Amendment No. 128.

1.2 A Vision for Parks, Recreation, Library and Culture Facilities

A Vision has been established specifically to guide the P.R.L.C. Assessment, embodying the spirit of the City of Oshawa Vision 2020 Strategic Plan (also known as the Parks, Recreation and Culture Strategy).

Facilities that Inspire an Active and Creative Community

The P.R.L.C. Assessment's Vision reflects three key tenets heard through community engagements and are already core values of the Community Services Department. First and foremost, the City and its residents are 'Inspired' and proud of Oshawa's facilities and the people that provide these valued spaces. The theme of inspiration also extends to delivering facilities that are modern, high quality and financially sustainable through inspirational and aspirational approaches to thinking 'outside of the box,' a comment heard from Councillors and residents alike. The second tenet pertains to being 'Active' in both a physical and social sense recognizing that parks, recreation and cultural facilities and libraries are provided for people to participate in individual and community activities, and in structured and unstructured settings. Recognizing that Oshawa has taken steps to bolster itself as a 'Creative' community, the third tenet of the Vision is intended to continue the City along its path of nurturing its cultural sector building upon its Culture Counts plan. The concepts of being active and creative are also meant to provide services inclusively to a broad range of interests, ages, abilities incomes and socio-cultural backgrounds in order to maximize participation and stimulate community vibrancy.

By providing 'facilities that inspire an active and creative community', the P.R.L.C. Assessment recognizes the role of parks, recreation, library and cultural facilities in maintaining the quality of life enjoyed by residents, and building upon the City's historical achievements in these areas. The City, through its Community Services Department and Oshawa Public Libraries, aspires to provide a balance of facilities oriented to sports, leisure, culture, learning, and otherwise healthy living.

1.3 Guiding Principles

To support the Vision, eight Guiding Principles are advanced to guide implementation of the P.R.L.C. Assessment along with the City's other future decisions relating to the provision of recreation, parks, library, and cultural facilities.

P.R.L.C. Facility Needs Assessment Guiding Principles

The City of Oshawa and Oshawa Public Libraries provide parks, recreation, library and cultural facilities in order to:

1. Build a healthy community, foster active lifestyles, and stimulate discovery, lifelong learning, and creativity.
2. Provide inclusive, affordable, and accessible opportunities for all Oshawa residents.
3. Foster and support partnerships that create synergies, leverage resources, and allow the City and Library to maintain core services.

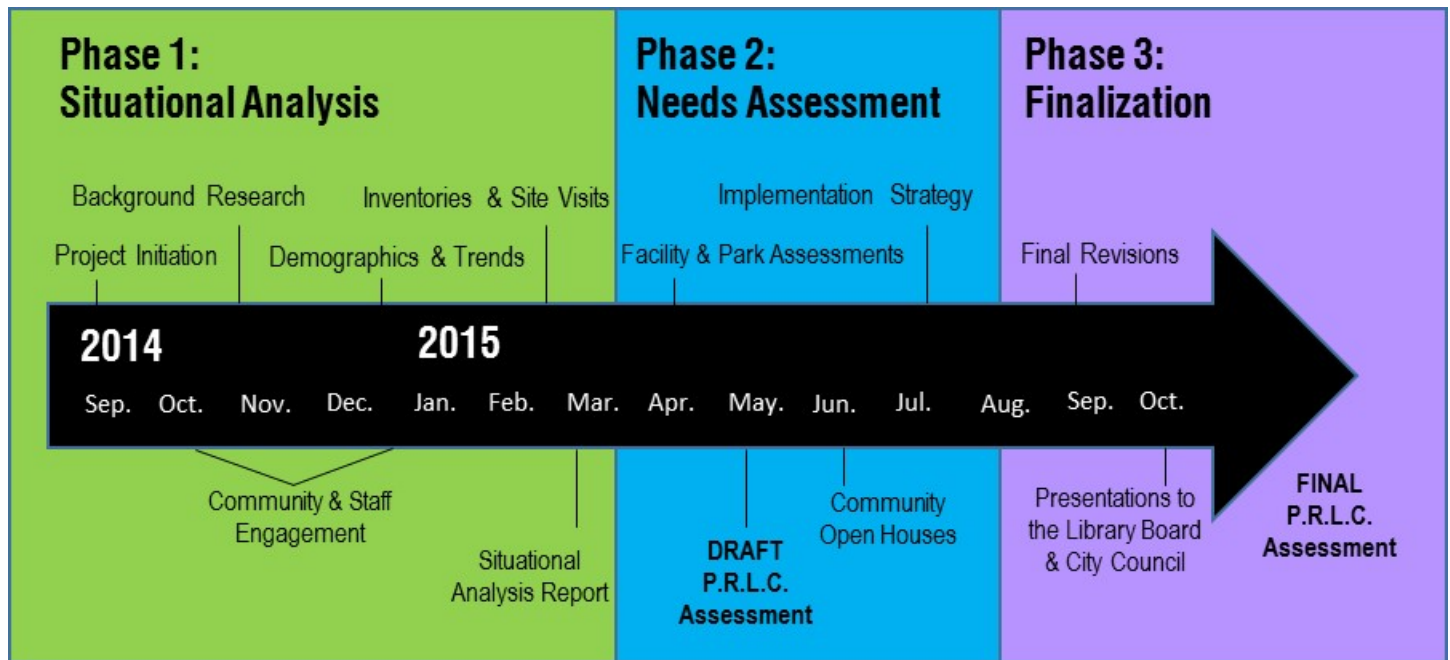
To the greatest degree possible, the parks, recreation, library and cultural facilities managed by the City of Oshawa and Oshawa Public Libraries will be:

4. Safe, in good repair, and barrier-free.
5. Multi-use, multi-generational, programmable, supportive of sport and cultural tourism, and responsive to true needs.
6. Equitably distributed and located to efficiently serve the needs of both existing and future residents.
7. Energy efficient, with opportunities to incorporate "green" technologies.
8. Financially sustainable for the City and its residents, both existing and future.

1.4 Project Methodology

The preparation of the P.R.L.C. Assessment flows through three distinct phases as illustrated in Figure 1. A Project and Technical Steering Committee provided direction and input, and ensured that the project objectives were met.

Figure 1: Project Methodology



Phase 1 summarized research findings from background documents, community demographics and relevant trends. A comprehensive community engagement strategy was also undertaken to solicit input from community stakeholders, municipal and library staff, members of Council, and interested members of the public. These tasks were followed by a review of the City’s parks, recreation, library, and culture facilities, which were benchmarked with comparable municipalities throughout the Greater Toronto Area. The first phase provided the information necessary for the Consulting Team to craft the P.R.L.C. Assessment’s Vision Statement and Guiding Principles.

Phase 2 tasks involved the needs assessments and resulting recommendations specific to the parks, recreation, library and cultural facility system. A focused service delivery evaluation also formed part of the second phase to identify the roles of Oshawa and its community partners, partnership opportunities, operating policies, and strategies to optimize library service delivery.

Phase 3 tests the strategic framework and recommendations with City Staff, Council, community stakeholders and the general public prior to finalization of the P.R.L.C. Assessment.

The P.R.L.C. Assessment scope focuses largely upon facilities contained within the parks, recreation, library and culture system. It focuses upon the active and passive parklands that are intended for regular use by the public, and evaluates parkland classified under Section 2.6.2.2 of the City of Oshawa Official Plan. However, any elements encompassed under Section 5 of the Oshawa Official Plan (Environmental Management) do not fall under the purview of this assessment, such as environmentally sensitive areas, valleylands, naturalized woodlots and open spaces, conservation areas, the Oak Ridges Moraine, and all other elements of the natural heritage system.

1.5 Alignment with Corporate Frameworks

A number of background documents were reviewed to understand the planning context surrounding the P.R.L.C. Assessment, on the basis that this report forms part of a broader policy context for the City as a whole. There are a number of documents and provincial policies that affect Oshawa's growth and land uses; this information was taken into account during the preparation of the P.R.L.C. Assessment.

To meet the demands of its population, the City has proactively undertaken several studies and carried out the creation of new facilities and programs to plan for, and keep up with needs. This P.R.L.C. Assessment has utilized this information where appropriate, and in conjunction with other documents, to guide planning and decision making in Oshawa.

For the P.R.L.C. Assessment to be effective, it must align with corporate objectives as well as be synergistic with land use planning policies. Information contained in these documents are used to provide baseline content for the Needs Assessment, while integrating and/or reinforcing appropriate findings that support the provision of facilities or services.

Background documents that have been reviewed as part of the planning process include:

Strategic Policy Documents

- City of Oshawa Official Plan
- Oshawa Strategic Plan 2015-2019 (Draft)
- City of Oshawa Parks, Recreation and Culture Strategic Plan: Vision 2020
- Oshawa Public Libraries Strategic Plan 2012-2016
- Culture Counts: Oshawa's Arts, Culture, and Heritage Plan

Other Supporting Documents

- Airport Business Plans
- Arena Needs Study 2011-2026
- Park-specific Master Plans

- City of Oshawa Development Charges Background Study
- Oshawa Fees and Charges By-Law
- Executive Trade Report
- Oshawa Civic Complex Field House Business Plan
- Ice Facility Utilization and Rationalization
- Oshawa Outdoor Sports Facility Study
- Oshawa Hard Surface Court Study
- Relevant allocation policies
- Integrated Transportation Master Plan
- U.O.I.T. and Durham College Campus Master Plan

Oshawa Public Libraries Documents

- Annual Reports
- Capital and Operating Budget
- Statistics and Trends
- Organizational Charts

Of note, the P.R.L.C. Assessment has been formatted in accordance with standards articulated in the City of Oshawa Vendor Accessible Document and Website Standards (March 2014).





2.0

Community and
Stakeholder Engagement

2.1 Consultation Overview

Community engagement is pertinent to any public process, particularly when it involves matters relating to the provision of parks, recreation, library, and culture facilities. Consultation with the community revealed that Oshawa's leisure facilities are highly valued as they function as venues to facilitate a wide range of activities. Thus, parks, recreation, library, and culture facilities are viewed as contributing immeasurable benefits to Oshawa.

A comprehensive community engagement strategy was crafted with each consultation task strategically selected to maximize overall community involvement. A broad range of input was successfully collected and helped to establish an understanding of perceived leisure needs, opinions, and priorities of the public and stakeholders.

Community engagements undertaken include the following:

- Public Awareness Campaign including an awareness poster, dedicated webpage (www.oshawa.ca/PRLC), and project-specific email address (PRLC@oshawa.ca);
- Community Launch Event (October 8, 2014);
- Random Household Survey (November 3, 2014);
- Online Survey (November 3, 2014);
- Stakeholder Focus Groups (November 25 & 26, 2014);
- City and Library Staff Roundtables (November 26, 2014);
- Youth Council Workshop (December 2, 2014);
- Key Informant Interviews (January 29, 2015);
- Library Board Workshop (January 22, 2015);
- Council Workshop (February 10, 2015);
- Presentation of preliminary findings to Arena Users (May 5, 2015);
- Community Open Houses (June 17, 2015); and
- Presentations to City Council and the Library Board (October 19 and November 19, 2015, respectively).

The P.R.L.C. Assessment considered input from all of these consultation tools, together with advice from the Technical and Project Steering Committees, to ensure that the final recommendations are responsive to community needs and are consistent with the City's vision and other guiding documents.

The following pages summarize key themes emerging from each community engagement activity. It is important to note that the information presented does not constitute recommendations, nor has public comment been altered even in instances where perception does not reflect the City/Library's current policies, practices or level of provision.

2.2 Community Launch Event

A Community Launch Event was held on October 8, 2014 at the Civic Recreation Complex to formally introduce the P.R.L.C. Assessment to the public and to seek initial input. A drop-in open house was held in advance of the formal presentation and workshop, through which community organizations set-up displays, showcase their services to the community, and provided individuals with an opportunity to meet City Staff and the Consulting Team.

The formal presentation and workshop component of the Launch was attended by 67 participants (in addition to 26 staff members) who had an opportunity to respond to a series of initial questions regarding parks, recreation, library, and culture. The Launch Event sought input regarding community values and brainstormed potential solutions to improve Oshawa's leisure facilities. The following is a summary of input received from the Launch Event.

Community Values

Great value was placed on the greenspace and parks within the City of Oshawa, with Lakeview Park and Memorial Park specifically mentioned during the discussion period. Culturally diverse events such as the Fiesta and Peony Festival were also much cherished by participants, and an appreciation of these events reverberated just as strongly throughout the discussion as that of greenspace and parks.

Participants expressed their satisfaction for the safety, convenience, and proper maintenance of community programs and facilities. Accessibility was another important consideration that was touched upon during the meeting, and it was clear that the community encouraged programs that cater to all age groups and needs. Not surprisingly, a wide range of facilities were identified by participants as their most valued service. This included ice rinks, field hockey, pools, gyms, music venues, the Library, the waterfront, trails, dog parks, and art galleries. Of these, the Library was most frequently identified by participants. The residents of Oshawa recognized the quality programs and facilities that the City/Library had to offer. It was also clear that there was a strong desire to ensure the proper maintenance (such as adequate staffing levels) and continued investment towards these services.

Improving Oshawa Public Libraries

Participants indicated that Oshawa Public Libraries should continue to enhance its online presence and technology to meet the needs of an evolving community. Some people expressed a wish for O.P.L. to provide more services online and to streamline the O.P.L. website. Some suggested that the current O.P.L. website should be more user friendly with a simplified online checkout process. In addition to improving its online presence, the physical presence of the Library and its printed text remained important and appealing features for

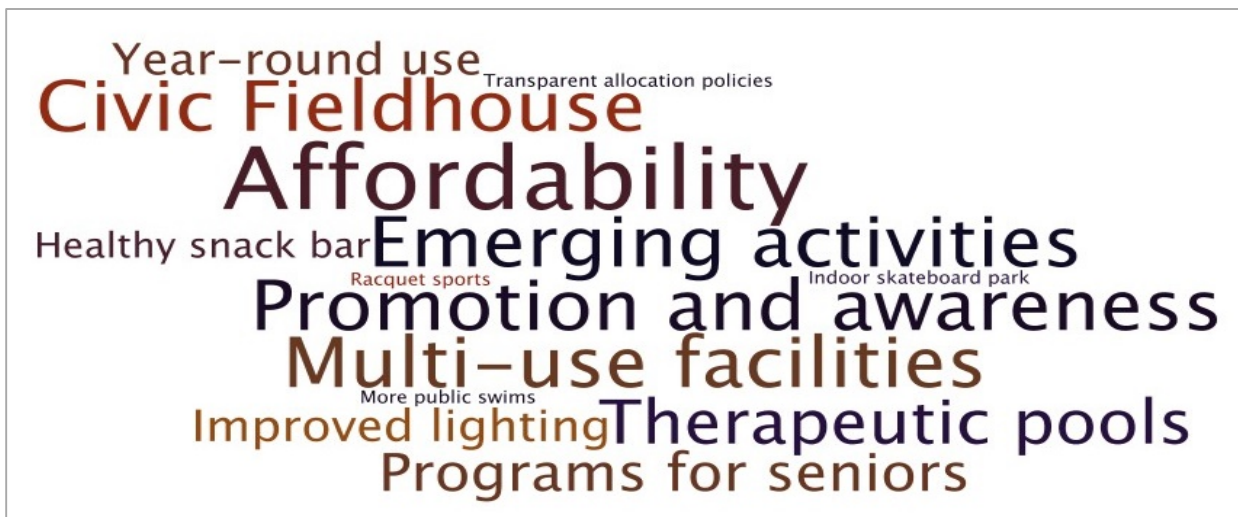
many in attendance. The desire for expanding O.P.L.'s current eBook collection was also identified.

The need for O.P.L. to increase the promotion of programs and services through marketing campaigns and social media platforms was articulated. This was seen as a crucial component to growing O.P.L.'s user base and raising awareness of the amenities and services that are available.

The notion of a library as a community hub was firmly reflected by the input received during the discussion period. More affordable meeting spaces (e.g., at the Robert McLaughlin Library Branch), extending hours of operation, evening programs and classes, improved accessibility, and integration with other recreational uses and community partners were all suggestions echoed in the discussion. The need for more local music selections, cultural storytellers, displays, authors, and publications of non-English materials further reinforced the centrality and vibrancy of Oshawa's libraries as a diverse community forum.

Improving Indoor Recreation

Affordability was by far the most prominent factor identified by participants with respect to meeting recreation needs. Suggestions were advanced to provide more cultural activities and events, and facilities for emerging activities such as pickleball. There was also support for investment into additional indoor fields similar to the Civic Fieldhouse to accommodate a variety of sports, as well as an aquatic facility that included a warm water component. The following graphic illustrates the frequency of responses whereby the larger the text, the more frequently the response was mentioned.



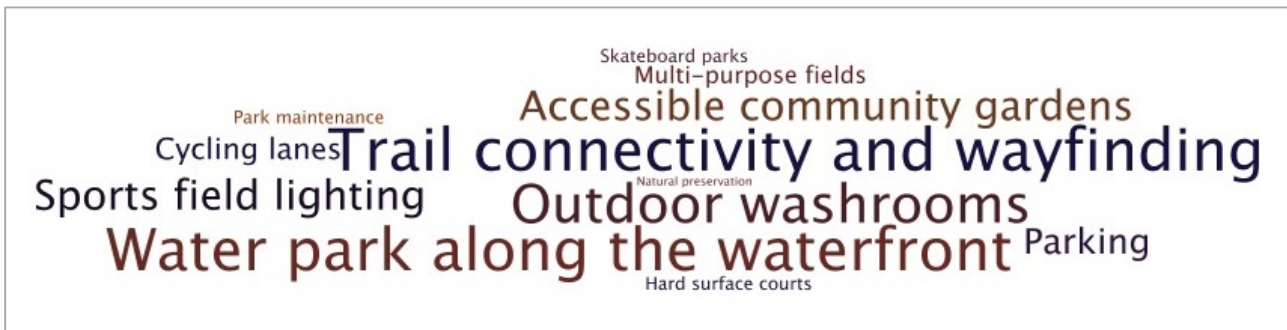
From a management and operation perspective, participants stated that they would like the ice allocation process to be more transparent as well as improving communication between facility users and operators. Communication with members of the public was just as vital, as

participants expressed the need for more promotional and marketing initiatives to increase public awareness of Oshawa’s indoor recreational facilities, as well as information to help the community initiate local programs.

Participants expressed the desire to see an integration of indoor recreation facilities with compatible uses such as snack bars, career development, and education programs. They would also like to see the facilities utilized on a year-round basis, with improved accessibility, more age-specific services, additional gym space, and extended hours of operation to accommodate the working population. Lastly, participants identified a need to relieve the congestion at some facilities during peak hours, with Legends Centre being one such facility.

Improving Parks and Outdoor Recreation

There was a general consensus that improvements should be made to the existing trail system to connect all of the Oshawa’s trails. Participants identified Harmony Valley as one such trail that would greatly benefit from efforts to enhance its walkability. The development of Oshawa’s waterfront as a recreational and water sports destination was also suggested and received widespread endorsement among participants. Other outdoor facilities that participants felt should be expanded were cricket fields, basketball courts, ball diamonds, outdoor rinks, tennis courts, skateboard parks, and artificial turf fields. There were also suggestions for more parks and community gardens. The following graphic illustrates the frequency of responses whereby the larger the text, the more frequently the response was mentioned.



With respect to infrastructure, essential amenities such as parking, washrooms, better field lighting, and well maintained pathways (especially pertaining to snow removal) with an effective wayfinding system ranked highly among participants. Some participants raised the need to improve maintenance of the pool at Camp Samac, while others suggested transferring management of the Jubilee Pavilion to the City. Additionally, the small group discussion on parks and outdoor recreation needs highlighted participants’ affinity for an active lifestyle.

Improving Culture

Communication and public awareness was a key theme that emerged from participants' discussion regarding the City's cultural facilities. It was indicated that with more concerted efforts to promote upcoming cultural activities, there would be significantly higher turnout rates for cultural events. There were also discussions on the need to establish a regional music and performing arts centre for all ages to provide a venue for artists and groups to hold events, and to raise the profile of Oshawa's cultural activities. Participants called for increased support for cultural events in the form of a streamlined approval process for organizations, tools and equipment available for rental, and also the incorporation of private group and spaces into the City's cultural plan to incubate cultural groups and activities. The following graphic illustrates the frequency of responses whereby the larger the text, the more frequently the response was mentioned.



Participants also identified a number of cultural buildings and events that were important to the development of arts and culture in the City. These included the establishment of a local history museum, incorporating local history into street parks, the creation of a cultural 'walk of fame', additional local festivals and events such as Busker Festival and Art in the Park, a monument dedicated to arts and culture in the Memorial Park, and continuing support for the automotive museum.

With respect to operations and infrastructure, there were suggestions to integrate the City's cultural facilities with other recreational facilities, a theme prevalent throughout the night. Participants also noted that challenges in providing transportation and parking accommodation for cultural events should be addressed. Participants identified the potential for Oshawa to become a regional arts and cultural centre, and the majority of them were in support for realizing this potential.

2.3 Random Household Survey

A statistically significant random sample household telephone survey was undertaken to assist with the preparation of the Facility Needs Assessment. The survey was initiated on November 3, 2014 and was conducted over a two week period, collecting 387 completed responses, yielding a confidence level of $\pm 5\%$ (19 times out of 20). The survey focused on household participation, opinions and priorities of various parks, recreation, library, and culture facilities in Oshawa. This section summarizes the key findings of the household survey.

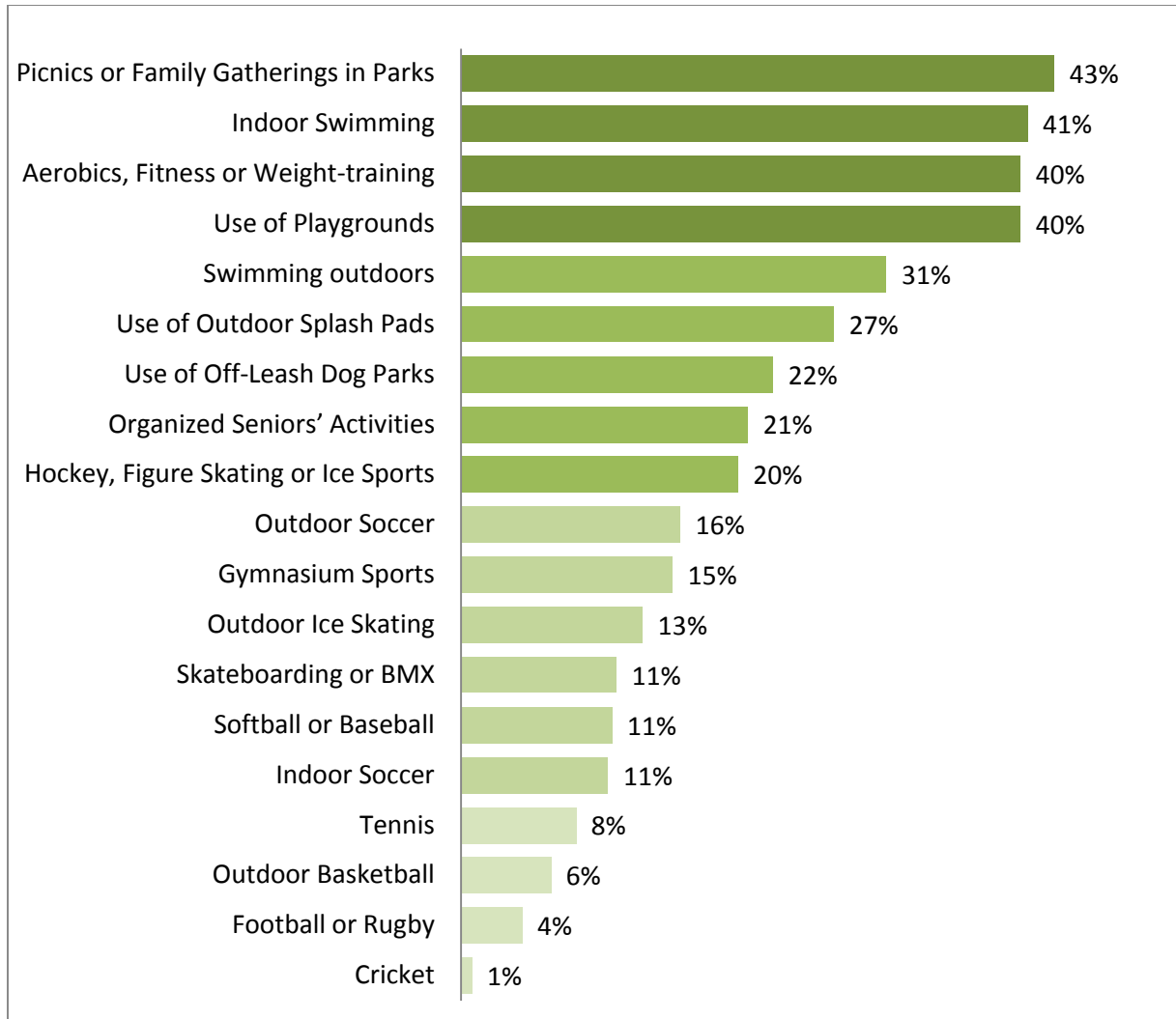
Participation in Recreation Activities

Picnics and family gatherings in parks were identified as the most popular recreation activity in over the past 12 months, with 43% of households having participated. Following closely was indoor swimming (41%), aerobics, fitness and weight-training (40%), use of playgrounds (40%), and outdoor swimming (31%) rounded out the top five. Collectively, the most popular recreation activities tended to be unstructured activities, which indicates that Oshawa's residents generally desire recreational pursuits that can be self-scheduled or spontaneously drop-in, aligning with trends observed across Ontario. Organized sports including hockey, soccer, and baseball tended to rank lower in the participation spectrum in relation to many unstructured activities.

Over one-third (38%) of households indicated that they or members of their household are not able to participate in recreation activities as often as they would like. Of those who are unable to participate as often as they would like, Figure 3 illustrates that about half of households (52%) expressed that lack of free time was the most common barrier to participation. Health problems/disability/age (27%) and lack of money (13%) were also noted barriers.

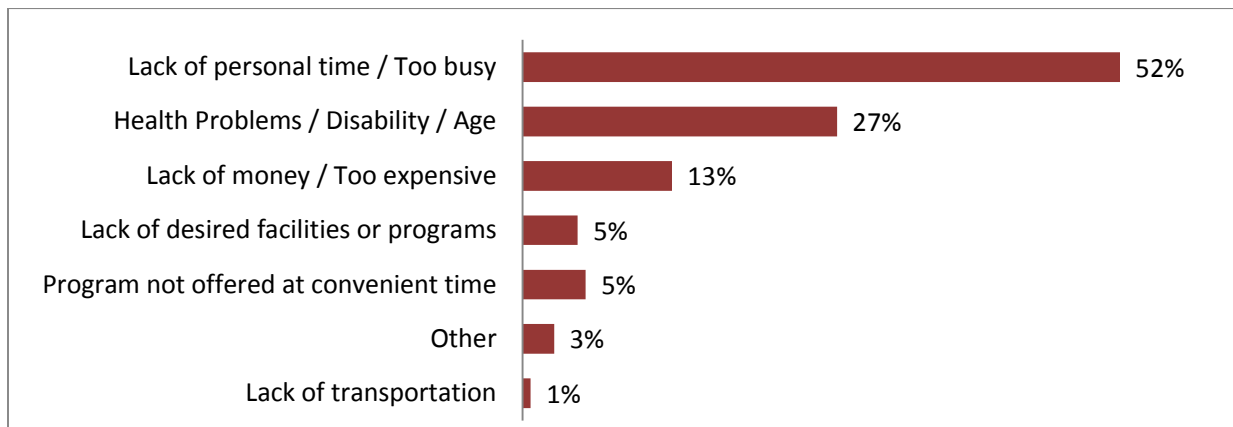
In most scientific polls conducted in Ontario, a lack of free time is often cited as the primary barrier to participation. There are a number of strategies that municipalities can explore to alleviate this common participation constraint by providing appropriate opportunities for scheduled recreation pursuits, adjusting or extending hours of operation, or lighting sports fields. There are also broader city-building strategies that can be employed through land use planning such as creating mixed-use communities where residents can 'live, work and play' without having to travel long distances.

Figure 2: Household Participation in Parks and Recreation Activities



Note: reflects participation during past twelve months at any municipal, private or personal location

Figure 3: Stated Barriers to Participation in Recreation Activities



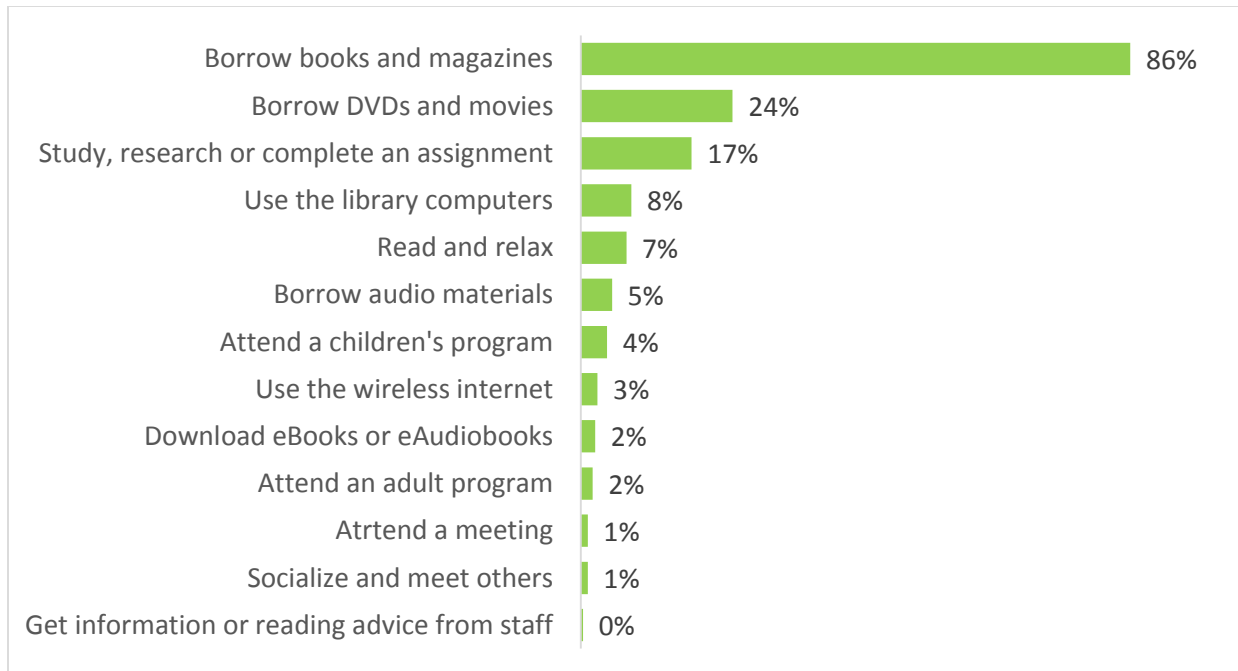
Note: reflects sample subset consisting of those unable to participate (n=146)

Participation in Library Activities

Of households polled, 71% reported visiting an Oshawa Public Libraries branch during the past twelve months. Respondents reported a total of 603 library cards within their households, which represents a capture rate of 58% for the survey population.

Of the households that visit the Oshawa Public Libraries, borrowing books and magazines is the most popular use (86%) followed by borrowing DVDs (25%), study or homework (17%), use the Library computers (8%), and read and relax (7%).

Figure 4: Activities Undertaken by Library Users



Note: reflects sample subset consisting of those visiting a library branch in the past twelve months (n=265)

About half of the households that did not use the Oshawa Public Libraries in the past 12 months indicated that they were not interested in using the Library or that they obtain their information from other sources (49%). Other common reasons for not using the Library were due to being too busy or lack of time (16%), using online resources (7%), using retail bookstores (4%), and the lack of transportation.

Interestingly, nearly two-thirds (63%) of all households indicated that there was nothing that Oshawa Public Libraries could do to encourage them to visit more often, while another 14% did not know what (if anything) could be done. Suggestions for encouraging more usage included offering more children's programs (4%), extending hours of operation (3%), running more adult / older adult programs (2%), and providing more audio / visual material (2%).

Participation in Cultural Activities

When households were asked about their participation in cultural activities, attending a festival or event was the most popular activity with 68% of households participating in the past 12 months. Other popular activities included attending a live theatre or performance (54%), visiting a museum (37%), visiting an art gallery (33%), participating in local history activity (27%), and participating in community art activities (16%).

Figure 5: Participation in Selected Cultural Activities

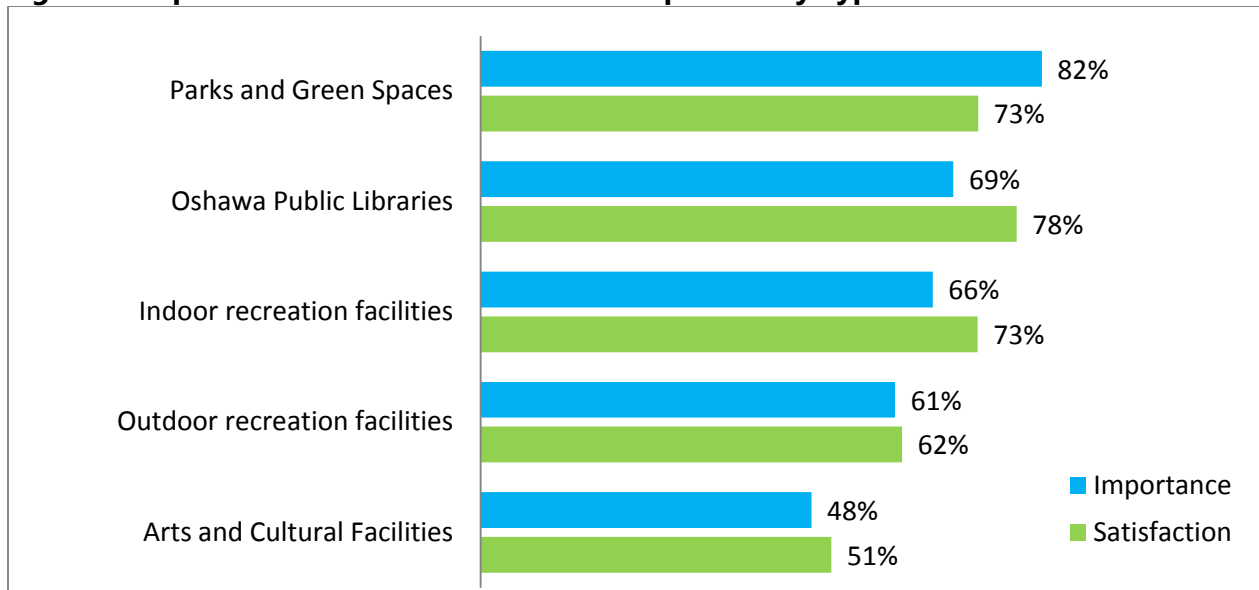


Slightly less than one-third of households (31%) expressed that they are not able to participate in cultural activities as often as they would like. Among households unable to participate, the majority (51%) indicated that they were too busy or did not have time while other common barriers included health problems / disability / age (19%) and unaffordability (13%).

Importance and Satisfaction with Types of Municipal Facilities

The survey evaluated what facility types households felt were most important, followed by their level of satisfaction with them in Oshawa. Overall, parks and green spaces were rated as the most important facility type (82%), followed by Oshawa Public Libraries (69%), indoor recreation facilities (66%), outdoor recreation facilities (61%), and cultural facilities (48%).

With the exception of parks and green spaces, the City of Oshawa and Oshawa Public Libraries appear to be meeting the expectations of its residents as Figure 6 indicates that their level of satisfaction exceeded the level of importance. A lower level of satisfaction was reported for parks and green spaces, suggesting that there is room for improvement in that respect.

Figure 6: Importance and Satisfaction of Municipal Facility Types

Providing Additional Parks

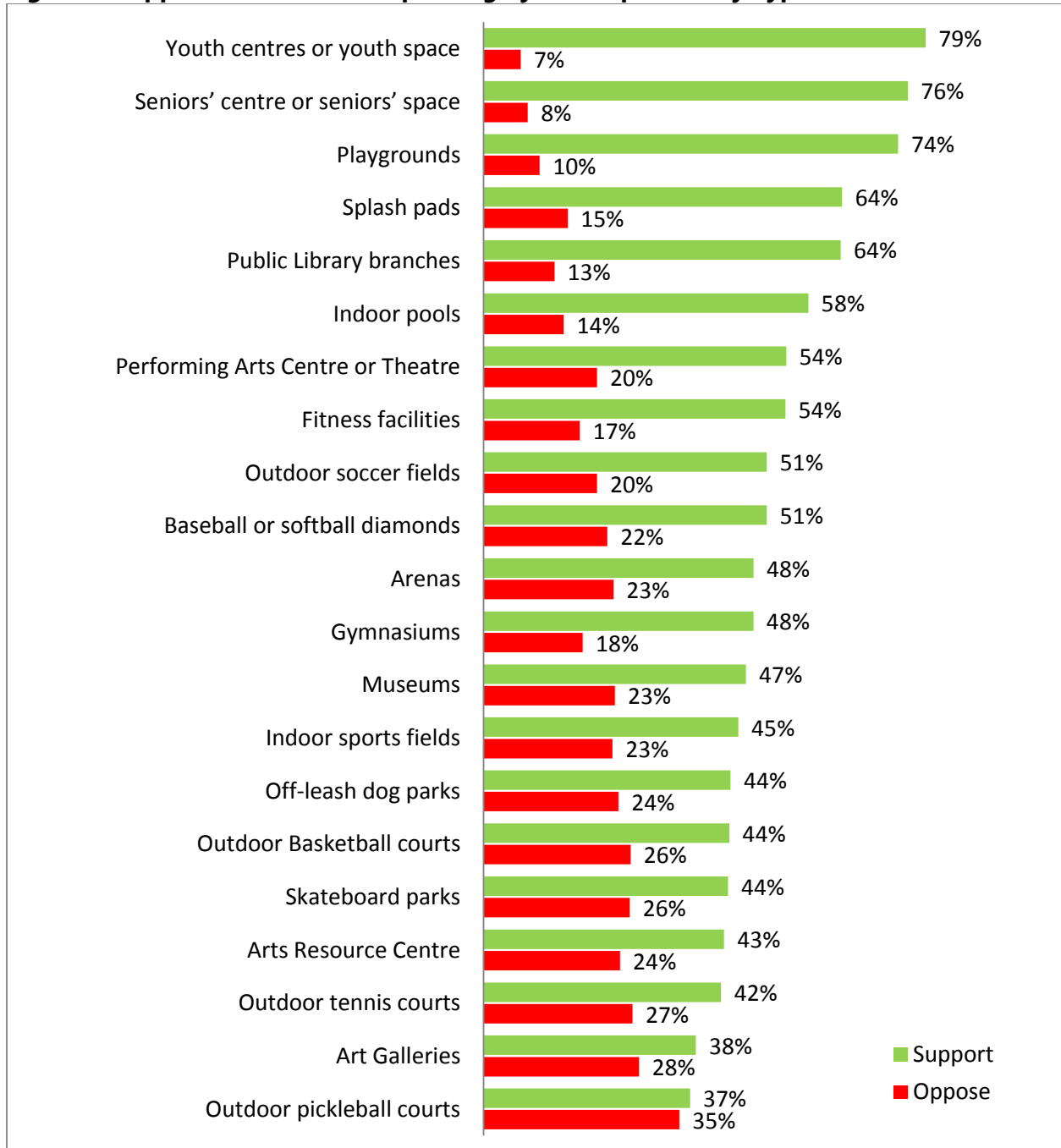
Less than half of households (44%) expressed that Oshawa needs more parks (56% of households felt that the City does not need more parks). The finding may indicate that residents are satisfied with the distribution, quality and/or quantity of existing parks (a theme that was heard through the Launch Event, focus groups, and workshops with Council and City Staff) but wanting to ensure new parks are provided in developing areas.

Of the households that felt more parks were needed, 38% indicated that new parks should contain active recreation facilities such as sports fields and playgrounds. More than two-thirds (35%) identified that new parks should contain passive green spaces such as picnic areas and gardens, and 27% felt that new parks should contain both active and passive spaces in equal amounts.

Priorities for Spending

When households were asked to rate their level of support for spending additional funds on various municipal facilities, the strongest level of support was placed upon youth centres or youth spaces (79%). Other facilities household supported were for seniors' centre or seniors' space (76%), playgrounds (74%), splash pads (64%), and public library branches (64%). It is interesting to note that these top facility types are able to support unstructured and drop-in forms of activities that can be self-scheduled. Facilities that ranked lower in support included hard surface courts, and certain cultural facilities. It is also interesting that the priority for spending on the Library was in stark contrast to the level of interest noted under participation in library activities.

Figure 7: Support for Additional Spending by Municipal Facility Types



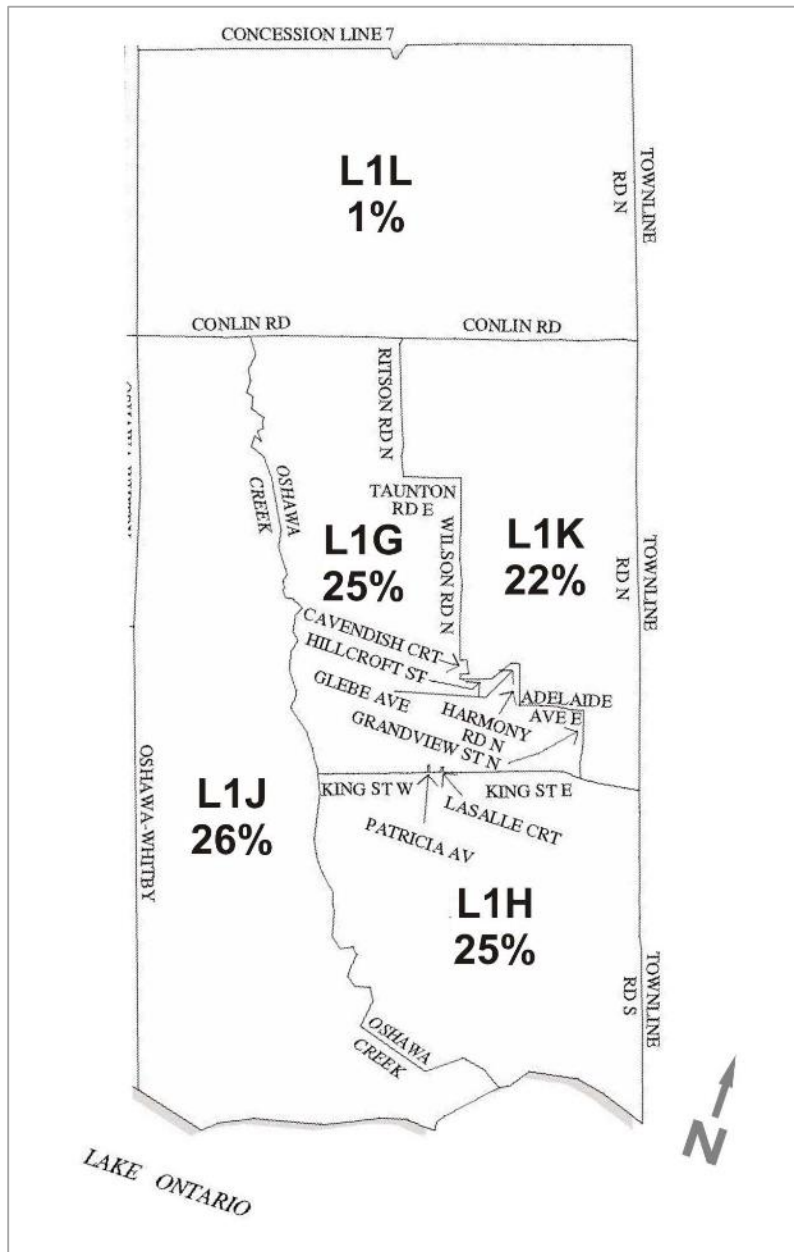
Profile of Respondents

The median age of respondents was 57 years (the average was 55), higher than the median age reported in the 2011 Census year, which suggests that the age of the responding household is older than the representative population (this is expected as survey participants had to be at least 16 years of age or older). A closer look at the age structure of the responding household suggests closer representation to the 2011 Census data with some under-representation of

adults between the ages of 20 and 34 years, and an over-representation of older adults age 55 and over.

Figure 8 illustrates the geographic distribution of household survey responses. This is considered to be generally representative of the City's distribution of population based upon a comparison with Canada Post household counts.

Figure 8: Geographic Distribution of Household Survey Respondents



2.4 Online Survey

An Online Survey was created to provide an opportunity for residents that were not selected to participate in the telephone survey. Several broad questions were asked to understand what respondents liked most about various aspects of Oshawa's parks, recreation, library, and culture facilities. Questions were also asked to identify what the City can do to increase use of the City's community facilities. A link to the online survey was made available on the City's website and was active during November and December 2014. Hard copies of the survey were also available at community facilities.

A total of 150 completed surveys were submitted, representing the views of approximately 250 residents (when factoring the household size of respondents). The median and average age of survey respondents was 42 and 45 years, respectively, with the average size of participating households recorded at 1.7 persons. Nearly two-thirds (61%) of responses were received from households living in the north portion of Oshawa's urban area (L1G and L1K postal codes).

Unlike the telephone survey undertaken for the P.R.L.C. Assessment, the online survey is not considered statistically representative of the City's population given that the survey was self-administered and not random. Survey results should be interpreted as generalized input based on the volume of surveys received from interested residents, and was considered with equally with other consultation activities. The following is a brief summary of survey results.

Parks and Open Spaces

The survey found that respondents highly valued the convenient location of parks and open spaces in Oshawa, suggesting that parks are well distributed throughout the City. Respondents also indicated that the City's parks provide a broad range of outdoor leisure opportunities for all ages through amenities such as community gardens, splash pads, and passive areas. Trail connections within parks and linkages that connect parks to key destinations was also important to respondents. Other important favourably mentioned aspects of parks and open spaces system pertained to the affordability of opportunities and the level of park maintenance.

When respondents were asked what the City could do to increase their use of parks and open spaces, the most common response was the need to provide more park comforts such as shade and seating areas. The need to develop more trails was also a common response that was expressed, as well as the need to provide new types of parks and open spaces, and the need to enhance existing parks that are underutilized or are in need of revitalization.

Recreation Facilities

With respect to Oshawa's recreation facilities, the aspect respondents liked the most was the range of multi-use recreation opportunities that were available such as sports fields, community centres, and arenas, as respondents felt that there was something for all ages. The location of Oshawa's recreation facilities was also favourable. Respondents also expressed that there were a number of opportunities available at their home. The City's recreation facilities were noted by many to be affordable and high quality. The programs and events held at recreation facilities were also well liked by respondents.

When asked what the City can do to encourage respondents to use recreation facilities more, the most common response was the need to improve affordable opportunities to engage lower income households. Respondents also indicated that they would be more likely to use recreation facilities if the existing facilities were upgraded and renovated.

Oshawa Public Libraries

The convenient location of the Oshawa Public Libraries branches was the most liked aspect of the library system. Respondents also appreciated that the Library is affordable and that the branches are generally of high quality. The services and resources were also well liked at the Library including print and digital materials, programs, and events.

Respondents identified a number of areas that the Oshawa Public Libraries could improve to increase their use of the Library. The most popular response was to improve the availability of digital resources such as eBooks, eMusic, and computers, as well as availability of print material. Other common responses were the need to improve library promotion to raise awareness of the opportunities that are available, as well as making library facilities more multi-use to increase the range and types of activities that may take place at each library branch.

Cultural Facilities

Similar to previous facility types, the most liked aspect of cultural facilities was the convenience of their locations, and the fact that they are high quality, multi-use facilities that provide opportunities for different age groups. The programs and events were also well liked and that they were affordable for their households.

The most popular response to improve the use of cultural facilities was to enhance the promotion of cultural opportunities, which may suggest that respondents are not aware of the opportunities that are available. Another common response to improve use of these facilities was to provide new types of culture facilities that are multi-use and renovate / upgrade existing facilities.

Support for Statements

Respondents were asked to respond to a series of statements related to the provision of parks, recreation, library, and culture facilities in Oshawa. The following outcomes were observed.

- 79% of respondents believed that parks, recreation, library and culture facilities should be a high priority for Council. 8% of respondents disagreed or strongly disagreed.
- 73% of respondents felt that there are enough library facilities in Oshawa to meet the needs of their households. 17% of respondents disagreed.
- Nearly two-thirds (65%) stated that there are enough recreation facilities in Oshawa to meet the needs of their households. Conversely, 23% of respondents disagreed.
- 59% of respondents expressed that there are enough parks and open spaces in Oshawa to meet the needs of their household. Approximately one-quarter (26%) disagreed.
- 38% of respondents felt that there are enough trails in Oshawa to meet the needs of their household. 37% of respondents disagreed and 21% of respondents were neutral.
- 34% of respondents indicated that there are enough cultural facilities in Oshawa to meet the needs of their household, while 29% disagreed and 27% were neutral.

2.5 Stakeholder Focus Groups

Four focus groups were held on November 25 and 26, 2014 with local stakeholder groups to discuss a range of topics pertaining to the P.R.L.C. Assessment. City Staff extended invitations by e-mail, phone and social media to several user groups and individuals with an interest in the City's parks, recreation, library, and culture system. The focus groups were attended by a total of 53 individuals representing 28 stakeholder groups, including:

- Baseball Oshawa
- Durham College
- Durham Integrated Growers
- Durham Master Gardeners
- Durham Shoestring Performers
- Durham Ultimate Club
- Foundation for Building Sustainable Communities
- Friends of Second Marsh
- Lakeridge Health
- Mary Street Community Garden
- Oshawa Central Council of Neighbourhood Associations
- Oshawa Durham Area Walkers Group
- Oshawa Hawkeyes Football
- Oshawa Historical Society
- Oshawa Kicks Soccer Club
- Oshawa Minor Ball Hockey
- Oshawa Minor Hockey
- Oshawa Minor Lacrosse Association
- Oshawa Seniors Citizen Centres
- Oshawa Tennis Club

- NASC Hockey
- Oshawa Antiques
- Oshawa Aquatics Club
- Oshawa Art Association
- Oshawa Turul Soccer Club
- Robert McLaughlin Gallery
- Rouge Valley Health System
- University of Ontario Institute of Technology

The above noted groups were segmented into the following four focus groups – Arena Users; Indoor Recreation Facility Users; Parks, Trails, and Outdoor Recreation Facility Users; and Older Adults and Culture User Groups. Participants were permitted to attend multiple focus group sessions where they had multiple interests, areas of focus, or used types of facilities (e.g., groups that use both indoor and outdoor facilities).

Arena Users Focus Group

The focus group was attended by seven ice sport representatives to discuss a range of topics involving current and future arena usage, future needs, and current challenges. Several key themes emerged from the discussion, which include:

- Group registration has fluctuated over the past 4-5 years, particularly among house leagues; however, it is believed that future population growth could result in an increase in minor hockey participation.
- There is a general need to revisit the ice allocation policy as some groups feel that it does not allow for flexibility in booking additional ice time.
- There is a desire for additional ice time but arena users are managing with the ice time currently available.
- Groups are generally satisfied with the quality of existing arenas, although improvements are needed to supporting amenities such as sufficient spectator seating, parking, and the quality and size of the change rooms.
- Users primarily use municipal arenas and are satisfied with the current rental fees. Non-municipal arenas in Oshawa are used as backup locations, should user groups require alternative locations due to special events taking place during their usual time slots.

Of note, a subsequent presentation was held with arena users on May 5, 2015 to discuss preliminary outcomes and findings from the draft arena assessment.

Indoor Recreation Facility Users Focus Group

The focus group was attended by ten representatives of indoor facility users to identify potential gap areas and future facility needs in Oshawa. The following are key highlights emerging from the discussion.

- There is a desire for additional indoor sports facilities to support growing participation and programming.

- The Oshawa Aquatics Club has reached program capacity due to the limited availability of pool time. As a result, the Club has turned away potential program participants.
- The demand for indoor field sports is high, driven by participation trends such as year-round play and off-season training, and some groups believe there is the potential for the community non-profit sector to operate an indoor turf field.
- A new indoor multi-use facility could accommodate the need for indoor sports facilities. Potential facility components may include, but not be limited to, an indoor field house with supporting hard surface courts and rectangular pool.
- Oshawa should have more high quality indoor sports facilities that are geared towards athletic development and training as it is believed that the City's existing indoor facilities are geared towards the casual recreation user.
- The City's community facilities are generally accessible to varying degrees. For example, one comment expressed that most municipal facilities are adequate for persons using wheelchairs but emphasized that there are many other disabilities beyond mobility restrictions (e.g. considering designs or large print that assist persons with visual disabilities, use of plain language, etc.).
- Emphasis should be placed on providing the appropriate services to remove physical, cultural, and financial barriers to participating in indoor recreation opportunities and that residents are aware of the services that are available.

Parks, Trails, and Outdoor Recreation Facility Users

The focus group with users of parks, trails, and outdoor recreation facilities was attended by 18 representatives. The discussion centred on current usage patterns and future facility needs. Key themes emerging from this session is summarized below.

- Most community and sports groups reported increases in participation, resulting in requests for additional outdoor sports facilities and passive park amenities such as community gardens and off-leash dog parks.
- Parking is often a challenge at many of Oshawa's parks, particularly at locations with multiple sports fields and ball diamonds, as well as at off-leash dog parks.
- There is a desire for more supporting amenities at parks such as manicured gardens, trails, and washrooms (permanent or temporary).
- Consultation with community and sports groups during the development of new facilities is essential to ensure that future parks and outdoor recreation facilities are responsive to user needs.
- Maintenance of parks and sports fields need to be improved. Areas in need of improvement include grass cutting, drainage, and trash pickup.

Older Adults and Culture Focus Group

The focus group on older adults and cultural groups was attended by 18 representatives to discuss a range of topics with respect to indoor and outdoor facility needs. Highlights from this focus group are summarized below.

- There is a desire for more indoor and outdoor space to accommodate programming demands, including an enlarged John Street Senior Citizens Centre to accommodate the growing number of older adults in the surrounding area.
- Other facility needs include a connected trail system, band shell, multi-purpose room rentals, art spaces, theatre space, and more.
- Community groups are generally satisfied with the facilities that are available, but require greater supports from the City including affordable facility rentals and upgrading facilities that are aging and in disrepair. Ensuring that the City's facilities are accessible is also a concern.
- Explore opportunities to utilize library facility space, such as at the Robert McLaughlin Branch of O.P.L.

2.6 City Staff Roundtables

Two roundtable sessions were held with City Staff on November 25, 2014. The first session was held with front-line staff who have the most frequent and direct contact with the community, while the second workshop was held with supervisory and management level staff. The workshops focused on: the departmental vision and mandate; strengths, challenges, and opportunities associated with support services; department programs, facilities and assets; key priorities for the future; and ways to measure success. In order to maintain confidentiality of specific comments provided by staff, the discussions have been documented for internal use by the Consulting Team but have been summarized into the following broad themes:

- A vision that the City will aspire to provide high quality, state of the art facilities and services that everybody in Oshawa can be proud of. At the same time, the vision is one where all residents have an opportunity to participate regardless of their age, income, ability or cultural/social background.
- Having the objective that parks and facilities will be well utilized at or near their capacity, and operate at a high degree of efficiency.
- In becoming a high performing Department, Staff value the training that they receive so that they can deliver services effectively, efficiently and responsively. There is a desire to continue to grow their professional capacities and competencies, while also ensuring that there is a succession plan in place so that the base of expertise that presently exists is not lost with retirement and people moving on.

- Recognition that the City has done a good job of looking after 'hard' recreation infrastructure (e.g. community centres, sports fields, etc.) but need to put stronger focus on cultural facilities and 'softer' infrastructure.
- Ensuring the City has flexibility to grow and adapt to future population profiles through proactive planning, flexible and functional facility designs, adaptable policies, etc.

2.7 Library Staff and Board Roundtables

A roundtable discussion with 10 front line staff members of the Oshawa Public Libraries was held on November 26, 2014 to engage front line staff and collect input on library usage, challenges, opportunities, and ideas with respect to library services in Oshawa. This was followed by a meeting with the Library C.E.O. and three Library Directors, as well as a presentation to 10 Library Board members on January 22, 2015 to identify and discuss high level issues, challenges, and potential areas for improvement with respect to the Library system. Key findings emerging from each discussion were combined and summarized below.

Oshawa Public Libraries Strengths

Participants felt strongly about Oshawa Public Libraries, touting it as one of the best collections in Durham Region. Library staff are very knowledgeable and customers appreciate the high level of service that is provided, which is punctuated by the no-cost programming that is available to a broad range of interests and age groups. While the Library is self-governed, Library staff are appreciative of the City's assistance in areas such as I.T. support.

Moreover, participants praised specific library branches. The Legends Centre Branch was described as one of the busiest locations due to it forming part of a multi-use facility in keeping with a multi-faceted facility design. The Northview Branch is a beautiful, well-lit building with a warm feeling, and the Jess Hann Branch is a smaller location with a strong connection to the local community. The Robert McLaughlin Branch was recognized for its unique role in the community (central library, downtown location, etc.) and its distinct spaces, such as the McLaughlin room and auditorium.

Perceived Trends and Challenges in Library

Participants identified a number of emerging library trends that relate to the Library's role in the digital age. Circulation of materials has been increasing, particularly with eBooks. DVD loans are also popular as it is believed that there are many who do not have cable and there has been a recent demise in movie rental establishments. Some library branches are also experimenting with makerspaces. In light of these trends, it was identified that library staff are continually learning new technologies, as many users are seeking assistance with troubleshooting various technological issues. The use of library computers has always been

popular; however, many users are now bringing their own devices and using the Library's Wi-Fi. Many users are also using the Library for socializing and other services such as tutoring and resume assistance. With respect to the provision of library facilities, participants felt that integrated library space with multi-use community facilities will become more popular, expressing a belief that new stand-alone libraries should not be pursued.

Some challenges were also articulated by participants. The availability of facility space was a limiting factor, particularly at the Legends Centre Branch. It was expressed that more children's space and a larger program room are needed. Participants also identified that the Library is required to pay for use of community rooms within the Legends Centre, which deters the Library from using the space. The need for additional support from the City was also identified as a challenge, particularly with respect to funding and promotion of the Library's services. Responding to the increasing expectations of the community is also a challenge, noting that residents are becoming increasingly sophisticated and more digitally literate. This has led to growing pressures on the Library to provide high quality facilities and modern services (including digital services), offer greater diversity in collections, and adapt to new technologies.

Enhancing Library Services

As previously described, the need for more library space (particularly at the Legends Centre) was identified as an opportunity to enhance library services. The possibility of a fifth library branch would also assist with providing more space and accommodating new growth in Oshawa. A future library branch could be co-located with a new recreation facility, which would function as a one-stop leisure hub. Alternatively, expanding existing library facilities should be considered. The need for more equipment was also expressed, such as additional public computers and electrical outlets for personal devices. Exterior library signage at all branches could be improved to provide a greater level of awareness in the community. Going forward over the next 20 years, participants believed that the Library will continue to play an important role in the community as a safe environment to gather, learn, and utilize resources.

2.8 Youth Council Workshop

A workshop was conducted with the Oshawa Youth Council to garner youth's input on the parks, recreation, library, and culture needs in the City. Eight members of the Oshawa Youth Council participated in the workshop, representing youth between Grade 5 and 12. The key themes that emerged from the workshop are summarized below.

Responding to Indoor Youth Needs

Several ideas were advanced when participants described their ideal indoor youth centre. The ideal facility was described as a one-stop leisure hub that provides a safe and welcoming destination for youth to engage in a variety of pursuits. A number of activities desired by youth

were expressed such as a lounge space to relax, complete with couches, a TV, and video games. The desire for multi-purpose activity spaces/rooms were identified such as a computer room, child minding space, and meeting rooms. A gymnasium-type space would also be ideal for spots such as rock-climbing, fitness, indoor skateboarding, squash, and tennis. Other needs included a kitchen, adequate storage, and affordable foot options.

With respect to the ideal library space, participants expressed a number of ideas to encourage youth to use the Library more often. Participants identified that there should be separate spaces for youth to allow casual interaction, which may take the shape of a lounge area and associated meeting rooms for study groups. There should also be an adequate number of computers and up to date equipment, and helpful staff who understand how to use the technology. An automated checkout and storage lockers were also articulated.

Participants also brainstormed ideas about the ideal cultural space, envisioning private spaces for practice sessions and casual use, as well as opportunities for musical instruction. Many felt that greater promotion and awareness in performing arts opportunities was needed.

Responding to Outdoor Youth Needs

When participants were asked to describe the ideal outdoor space for youth, a broad range of outdoor facilities and amenities were identified. It was felt that there should be more hard surface courts, skateboard parks, splash pads, and youth playgrounds. Some ideas were identified that appeal to all age groups such as walking and cycling trails, community gardens, and seating. Improving park signage and wayfinding was also expressed.

Removing Barriers Faced by Youth

While it was stated that Oshawa's facilities and parks are generally youth-friendly, improvements could be made to engage the more timid youth population who do not currently use municipal facilities. There was a general consensus that municipal facilities should be safe and welcoming for youth. Many felt that most staff recognize youth by name, continuing to greet youth on a first name basis would make them feel more welcome. Providing more affordable food services within or near municipal facilities would improve youth-friendliness such as a donut shop or similar establishment.

Several ideas were advanced to improve how youth receive information and enhance local outreach. A prominent idea was a community-based mobile application that informed users of upcoming drop-in programs or other events and activities occurring during the week. A barrier that was identified was that youth missed registration deadlines, particularly if it is required weeks in advance. Due to the increasingly busy schedules of youth, committing time over an extended period of time was also a barrier. Participants identified several ways to receive information, such as e-mail, Facebook, Instagram, Twitter, and Snap Chat.

2.9 City Council Workshop

A workshop was held with members of Council to present the background information collected to date and to solicit input from Councillors regarding current challenges with respect to Oshawa's leisure system as well as opportunities to address gaps in facilities and services. The Councillors were also engaged in a discussion of what their vision was for the Study as well as top priorities that should be considered. The following points summarize key themes from the workshop.

- Identified parks, recreation and library facilities and services as core strengths of the City. In particular, the ability of the City and Library to offer low to no cost services was expressed as being positive.
- Continuing to place an emphasis on developing the cultural sector, and building upon the cultural mapping that has been recently undertaken.
- Ensuring that there is a balanced range of facilities and services provided to a wide cross-section of the community, including marginalized and low income populations but also for families, youth and older adults of diverse income and cultural groups.
- Tying parks, recreation, library and cultural objectives into broader City-wide initiatives to combat poverty through provision of facilities (e.g. community gardens) and parks in marginalized areas or near affordable housing developments. Referencing the Durham Region Health Neighbourhoods project in relation to local parks and facilities was also emphasized.
- A need to be cognisant of what other service providers are offering to the community and not duplicating or competing with these offerings. Service providers consisted of the City, Oshawa Public Libraries, secondary and postsecondary educational institutions, private sector enterprise, and community groups.
- Seeking partnerships with the institutional private, non-profit and community sectors was emphasized as an opportunity to deliver cost-effective services to the entire community.
- Defining the function of the waterfront and harbour lands from a programming perspective (notably active sport versus passive/cultural uses), economic development generator, and as an urban regeneration opportunity for South Oshawa.
- Developing future parks to be multi-use, multicultural, and multi-generational by integrating features that are attractive to a wide variety of ages, interests and abilities. Such parks could be large or smaller in size so long as their design considers innovation

and best practices found across the world. Locally, Lakeview Park was identified as such a place and its range of multicultural, multi-generational activities would ideally be replicated (in some form) at other City parks.

- Pursuing innovative facility and program designs to encourage physical and social activities to take place, and compete with sedentary activities such as watching television or personal gaming.

2.10 Key Informant Interviews

Interviews with Key Informants were held with key City Staff along with major institutional providers. Due to the confidential nature of these interviews, statements attributable to specific individuals were not reproduced; however, the Consulting Team explored discussion topics when conducting the facility needs assessments.

2.11 Community Open Houses

Two Community Open Houses were held during the afternoon and evening of June 17, 2015 at the Civic Recreation Complex. A total of 47 persons attended representing the general public, facility user groups, and the City of Oshawa/Oshawa Public Libraries. The purpose of the Open Houses was to present the draft P.R.L.C. Assessment to the public and receive input regarding the preliminary assessments and draft recommendations prior to finalizing the document. General themes from the Community Open Houses included (but were not limited to):

- Overall support for most of the P.R.L.C. Assessment's major recommendations.
- A desire for the City and Library to provide facilities to keep pace with population growth in Oshawa, particularly facilities that are flexible/multi-use in nature and those that are financially sustainable.
- Comments were specifically received from certain arena, ball diamond and indoor tennis users requesting additional facilities for their respective programs.
- Develop strategies specific to sport tourism to achieve economic benefits.
- Focusing on creating a connected and integrated system of parks and trails that link major community destinations through on and off-road trails (as per the Active Transportation Master Plan).
- Continuing to enhance the Oshawa waterfront system.

2.12 Summary of Major Themes from Consultations

Each consultation tool was designed to engage different audiences and thereby involved a broad range of processes and questions. Through these various discussions, a number of broad themes emerged. While not intended to be exhaustive, the following list articulates themes that were commonly identified within the consultation initiatives employed and are listed in no particular order.

- A strong sense of value and high degree of appreciation was placed upon the City's **parks system**, particularly with respect to quality, functionality and uniqueness of individual parks (particularly community or city serving parks such as Lakeview Park, Memorial Park, the Botanical Gardens, etc.).
- Continuing the City's spirit of **providing multi-use, multi-generational, and multi-seasonal venues** that function as community destinations and common areas for physical/social health. A further point of this theme pertained to making parks and facilities (recreation, culture and libraries) flexible and adaptable to respond to current and future demands of the population.
- Striving to **provide inclusive options** through programs and facilities offered by the City and Library in order to service a broad segment of the population by considering affordability, cultural or social backgrounds, age, and accessibility for persons with disabilities.
- Providing sufficient **opportunities for youth and older adults**, in recognition that many established neighbourhoods in the City have growing older populations while newer neighbourhoods are attracting younger families.
- Supporting **partnerships** with schools, post-secondary educational institutions, quasi-public service providers and the private sector where it makes sense to do so with the goal of maximizing the number of available services to the general public. In a similar line of thinking, supporting and enabling non-profit or community-based providers to become more sustainable through community development approach was encouraged (this was a particular emphasis coming from cultural groups, but applies to the entire spectrum of services that are being considered in the P.R.L.C. Assessment).
- Building upon the above noted theme, **raising the profile of the local cultural sector** within the community through collaboration with groups, enhanced marketing of what is offered in Oshawa, and through continued development of spaces conducive to facilitating cultural activity.
- Aspiring **to be 'innovative' and 'leading edge'** when it comes to planning and delivering high quality parks, recreation, library and cultural experiences to the community (all the while remaining 'operationally efficient' in the eyes of some).



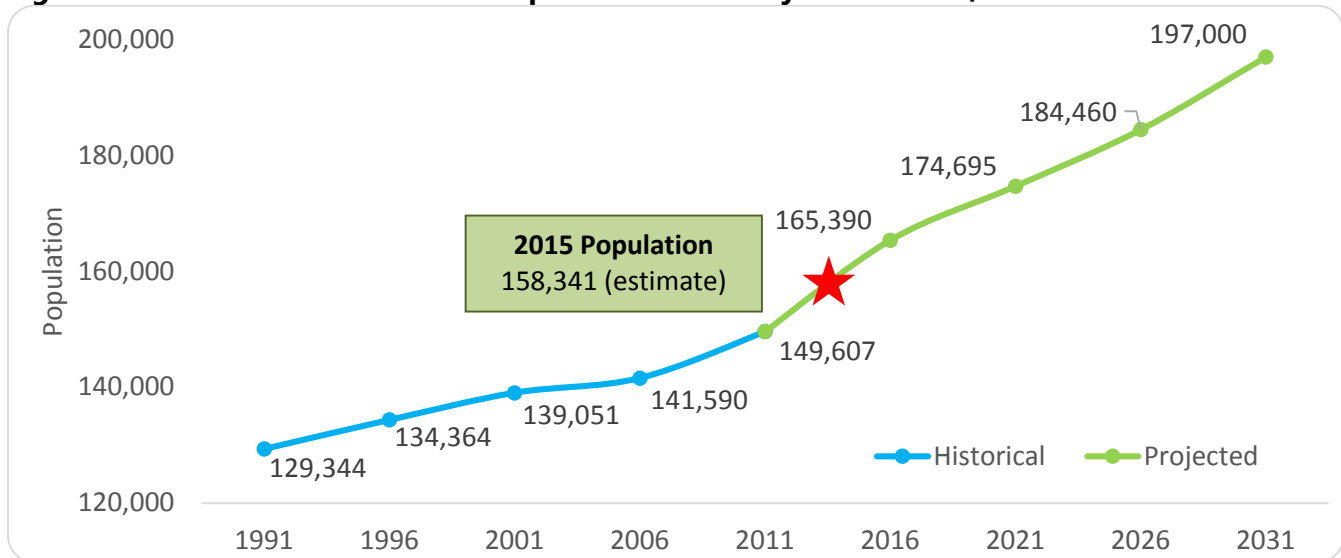
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Demographics and
Relevant Trends

3.1 Implications of Population Growth

Over the past decade, the City of Oshawa has experienced steady and consistent growth. Statistics Canada reported a population of 149,607 for the 2011 Census year, a growth rate of nearly 16% over the past twenty years. The 2014 year-end population is estimated at **158,341**,² which will be used as the 2015 baseline forecast for the P.R.L.C. Assessment. Looking towards the year 2031, estimates suggest that Oshawa’s population will add another 38,659 persons (approximately 25% growth).³ A summary of historical and forecasted population growth is illustrated in Figure 9.

Figure 9: Historical and Forecasted Population Growth by Census Year, 1991-2031



Source: Statistics Canada, Years 1991-2011; Regional Official Plan Amendment No. 128, 2009, Years 2016-2031 (forecasts include net Census undercount).

Looking specifically at where growth is expected to occur, the City’s Development Charges Background Study⁴ provides the most current indication of the future distribution of growth as shown in Map 1 and Table 1. The greatest share of population growth is expected between Taunton Road and Winchester Road (in the Kedron, Samac, Taunton and Windfields communities) where over 17,000 new residents are expected by the year 2024. The Farewell community, located south of Highway 401 is also expected to attract a considerable degree of growth compared to its current form.

² City of Oshawa Economic Development Services Department. Report entitled ‘Oshawa Demographics’ generated December 9, 2014 sourcing Manifold Data Mining Inc.

³ Population projections are derived from the Regional Official Plan Amendment No. 128 (2009), which was guided by Growing Durham – Recommended Growth Scenario and Policy Direction Study (2008).

⁴ Watson & Associates Economics Ltd. (2014). City of Oshawa Development Charges Background Study.

Table 1: Forecasted Distribution of Population Growth, 2014-2024

Community	Population – Early Jan. 2014	Population – Early 2024	Population Difference	Rate of Growth
Centennial	15,877	14,848	-1,029	-6%
Central	10,845	10,825	-20	0%
Columbus	242	228	-14	-6%
Donevan	12,809	12,165	-644	-5%
Eastdale	12,793	12,332	-461	-4%
Farewell	412	1,584	1,172	284%
Kedron	1,437	6,733	5,296	369%
Lakeview	17,083	16,440	-643	-4%
McLaughlin	12,150	11,624	-526	-4%
Northglen	4,573	4,320	-253	-6%
Northwood	293	273	-20	-7%
O'Neill	13,214	12,862	-352	-3%
Pinecrest	13,392	13,818	426	3%
Raglan, Rural	1,255	1,198	-57	-5%
Samac	11,724	13,186	1,462	12%
Taunton	9,828	14,401	4,573	47%
Vanier	11,489	10,745	-744	-6%
Windfields	2,126	7,898	5,772	271%
CITY TOTAL	151,541	165,480	13,939	9%

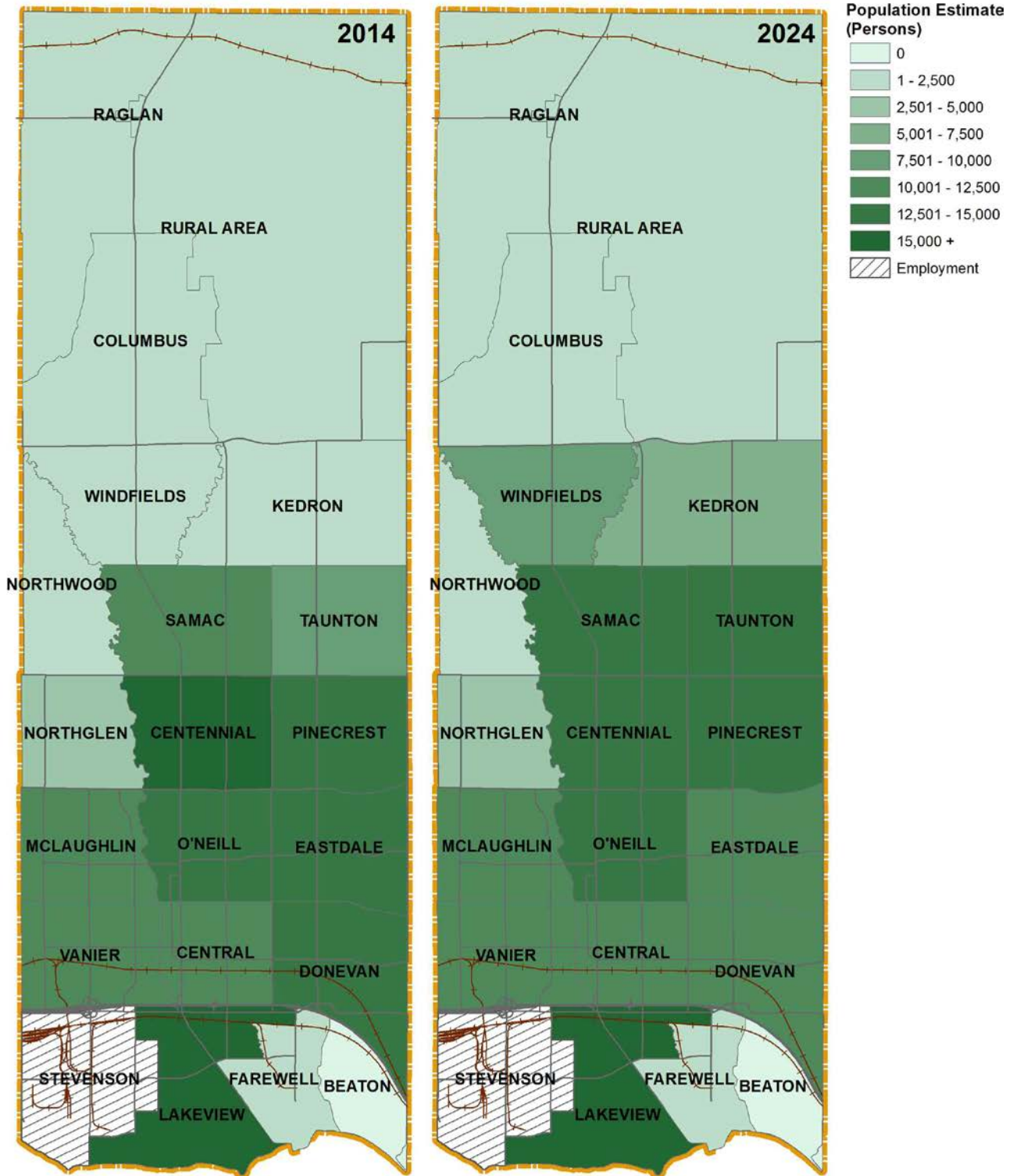
Notes: Rows highlighted in green illustrate growth areas and rows highlighted in orange illustrate areas where population is forecasted to decline. Excludes net Census undercount.

Source: City of Oshawa Development Charges Background Study, May 2014. Schedule 2.

The geographical distribution of population growth occurring beyond 2024 is not presently quantified, although the Development Charges Study projected growth by residential units between 2024 and Official Plan build-out, which suggests that there will be continued growth in the Kedron community (6,571 units) and the Columbus community is expected to come online (3,957 units). Central is also anticipated to grow by 1,587 units, which is expected to be accommodated through intensification.

The Development Charges Study also projects declining populations in many of the City's established residential community. These communities will collectively continue to be home to tens of thousands of residents and does not diminish their need to access parks, recreation, library and cultural facilities. However, it does demonstrate that growth patterns are shifting northwards in the City and those new communities will likely be attractive to younger adults and families whereas the established neighbourhoods are more likely to experience continued aging (with some turnover of the housing stock to younger households).

Map 1: Distribution of Population, 2014-2024



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 Population Estimate Source: City of Oshawa Development Charges Background Study



3.2 Lack of Free Time and Physical Inactivity

Mounting research reveals a growing trend in physical inactivity, largely linked to increasingly busy lifestyles of Canadians that are centred on vehicular transportation and an increasing variety of passive choices for leisure. The latter is particularly relevant to the demise of physical activity with the digital age resulting in sedentary activities dominating leisure times through browsing the internet, personal gaming, using a personal device, or watching television.

Communities including the City of Oshawa are faced with the challenge of overcoming the lack of free time barrier from a service delivery perspective as it is a societal issue that municipalities have limited direct influence. There are, however, solutions that can be implemented to mitigate impacts of the “time crunch” and competition from sedentary activities. Some communities have extended hours of operation at key facilities to allow residents to participate at times that are most suited to their needs, a trend that the Oshawa has historically been cognisant of due to the community’s manufacturing sector. Providing more unstructured programs may facilitate opportunities to participate as casual drop-in activities are often highly desirable. People with busy schedules are increasingly seeking spontaneous, non-programmed forms of activity that fit into their schedule. Oshawa provides a number of drop-in sports programs that are geared to those who are unable to commit to ten week programs or leagues. A variety of drop-in youth programs are also offered such as skating, casual youth room, and fitness. These strategies are just some examples of enhancing opportunities to participate in leisure time and increase levels of physical activity.

The Canadian Physical Activity Guidelines recommends that children and youth get a minimum of 60 minutes of moderate to vigorous physical activity per day. Adults and older adults are expected to get at least 150 minutes of physical activity per week. However, research shows that 85% of adults and 93% of children and youth are not meeting these minimum guidelines.⁵

Locally, the Canadian Community Health Survey revealed that in 2012, 61% of Durham Region’s population over the age of 12 was physically active in their leisure time, which is higher compared to the Province (54%) and one of the highest physical activity levels in Ontario. Durham Region youth between the ages of 12 and 17 are the most active age group with 77% participating in physical activities during their leisure time. This level of physical activity declines to 43% among older adults over the age of 55, suggesting that physical

⁵ R.C. Colley, D. Garriguët, I. Janssen, C.L. Craig, J. Clarke, M.S. Tremblay. (2011). Physical activity of Canadian children, youth, and adults: Accelerometer results from the 2007 to 2009 Canadian Health Measures Survey. *Health Reports* 22(1):7-24.

inactivity increases with age.⁶ However, it is noted that the population is more likely to engage in more passive recreation activities as they age.

3.3 Recreation Preferences among Age Groups

Understanding the age structure of a community assists in defining the types of parks, recreation, library, and culture facilities and programs to provide. For example, a strong market of children and youth bolsters participation in minor sports such as soccer and hockey, as well as children's library programs. On the other end of the spectrum, older adults and seniors may desire leisure activities at a reduced physical intensity and opportunities that involve social interaction, bolstering daytime use of parks and community facilities.

Statistics Canada reported that Oshawa's median age was 40.6 years in 2011, slightly above the Regional median (39.2 years) and the Province (40.4 years). Since the 2006 Census, Oshawa's median age increased by about one year, which indicates that the City's population is growing older as a whole. Further evidence of aging trends in Oshawa is revealed by analysing historical growth trends by age cohort. Between the 1996 and 2011 Census periods, the population of children and young adults declined by 4%, while youth remained unchanged. During this period, the population of older adults and seniors increased by 5% and 3%, respectively, while mature adults remained stable.

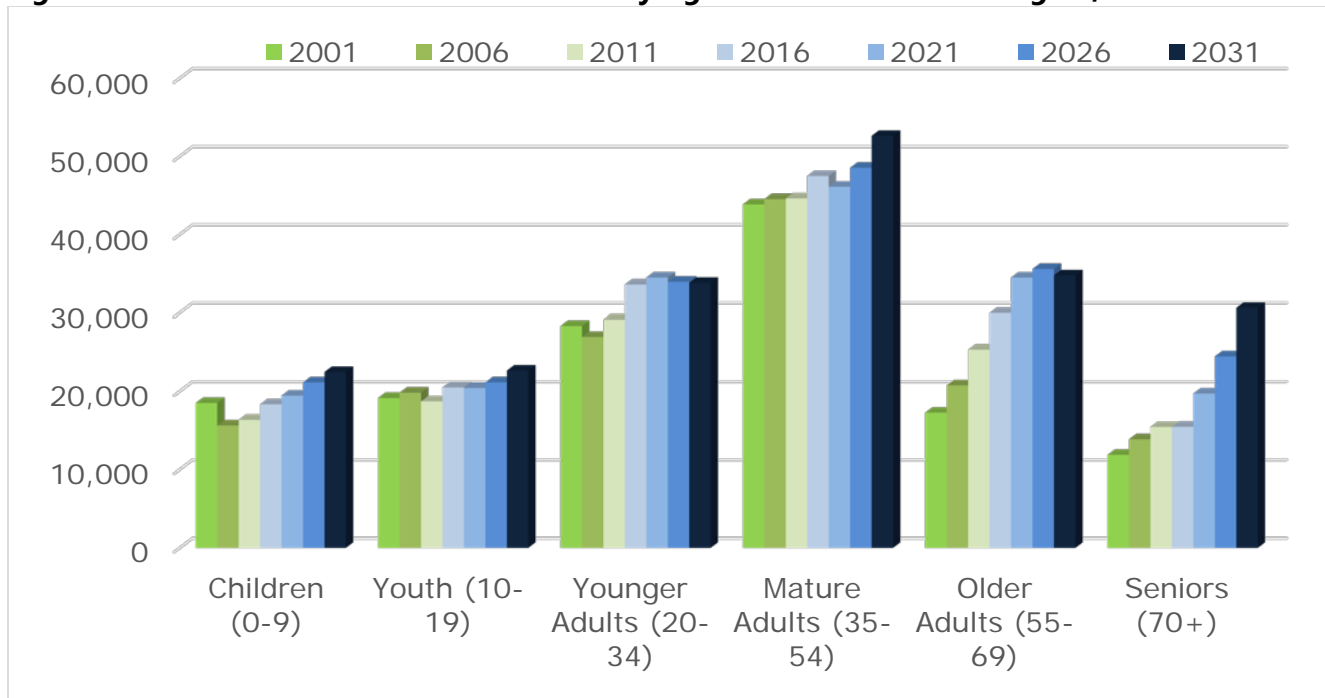
A 'greying' of the population is being observed across Canada, driven in part by the Baby Boomer generation and it is expected that this trend will continue in Oshawa. Growth forecasts developed by the Ministry of Finance for Durham Region suggests that between 2011 and 2031, all age groups are projected to experience varying levels of growth. The seniors' age group (70+) is forecasted to increase by 76%, while the population of older adults (55-69) will increase by 22%. Youth (10-19), young adults (20-34), and mature adults (35-54) are also expected to increase between 3% and 8%.

Unlike historical population growth, the number of children is expected to grow by 22%. Previous studies indicate that the highest proportion of households with children are located in the emerging greenfield area between Taunton Road and Winchester Road East, and east of Simcoe Street North.⁷ It can be expected that this area will continue to attract young families given the availability of new housing, and the attractiveness of the City's Legends Centre as designated by Development Services.

⁶ Canadian Community Health Survey. (2012). Statistics Canada, Share File, Ontario Ministry of Health and Long-Term Care.

⁷ Environics Analytics. (2014). Executive Trade Area Report.

Figure 10: Historical and Forecasted Growth by Age Cohorts in Durham Region, 2001-2031



Source: Ministry of Finance Ontario Population Projections Update, 2012 – 2036; adjusted by MBPC to apply Durham Region’s proportional age cohort structure to Oshawa’s population forecasts contained in Regional Official Plan Amendment No. 128.

These local growth trends suggests that as Oshawa continues to age, the City and its partners must be prepared to respond to the leisure needs of a growing market of older adults and seniors, while continuing to serve a broad range of age groups and their interests with a diverse and innovative range of facilities and programs.

At present, older adults, seniors and youth are well served with dedicated spaces that facilitate a spectrum of leisure activities. Presently, there are four seniors’ spaces; one located in each quadrant of the City and operated by the Oshawa Senior Citizens Centres (a designated External Agency under City policies). This organization provides members with a range of programs, events, and community resources aimed at empowering seniors, social interaction, public education, and advocacy to neighbouring Municipalities and City of Oshawa members.

Dedicated youth rooms are also available at the South Oshawa Community Centre and the Civic Recreation Complex to facilitate drop-ins and hang out spaces for youth to engage in video games, sports, and other leisure activities. In addition to Oshawa’s youth rooms, the City also provides a range of youth-oriented facilities and programs including skateboard parks, skate nights, weight-training, as well as other services provided through the Oshawa Public Libraries. Oshawa’s Youth Council provides further support for engaging local youth. This group consists of youth between Grade 5 and 12 who advocates for youth issues, raise awareness about youth opportunities, and create opportunities for youth.

3.4 Overcoming Financial Barriers to Participation

Previous studies in recreation revealed that participation in leisure activities is proportional to the household's income, particularly in organized team sports due to the high cost to participate. Across Canada, 62% of individuals living in households with incomes of less than \$20,000 were considered inactive.⁸ The Canadian Fitness & Life Research Institute found that nearly 40% of children in households earning over \$100,000 were involved in organized physical activities and sports, whereas only 21% of children were involved in these pursuits in households earning less than \$50,000. There were generally high participation levels in outdoor play across all income groups, the highest among households earning between \$50,000 and \$80,000 (71%). In Oshawa, the National Household Survey recorded a median income of \$63,136 (the average was \$75,833), which may suggest that Oshawa residents may be less active compared to the Region (median household income of \$81,119) and the Province (\$66,358).⁹

Based on distribution, households with the highest incomes (e.g., above \$86,000) are located north of Taunton Road, although there are pockets of high income households along Rosland Road and east of Harmony Road. Conversely, lower income households (e.g., less than \$67,000) are generally located in the southern portions of Oshawa, south of Adelaide Avenue. Further analysis of household income, as recorded by Statistics Canada, reveals that nearly 14% Oshawa residents are living in low income households, which is on par with the Province but higher compared to the Region (10%). This evidence supports the need to ensure that affordable opportunities are available for lower-income households in Oshawa.

In support of affordable opportunities for leisure participation, Oshawa and its partners offer several financial assistance programs such as Active Kids 4 Life and Canadian Tire Jumpstart. To qualify for these programs, participants must meet certain criteria such as age or household income to qualify to receive program discounts ranging between 35% to 50%, as well as other program benefits. Similar program discounts are also available to Oshawa's older adults and seniors over the age of 65.

Furthermore, during this latest economic downturn, libraries have become more valuable to their communities as discussed subsequently in Section 6.3. Free Internet and computer access, supporting literacy, and providing information support to the less fortunate are some of the Library's most important roles.

⁸ Act Now BC. 2011. Why don't people participate? Physical activity strategy. Retrieved from www.physicalactivitystrategy.ca

⁹ Statistics Canada. 2011. National Household Survey.

3.5 Durham Region Health Neighbourhoods Project

The Region of Durham recently undertook a 'Health Neighbourhoods Project' that mapped 62 social indicators of health (beyond just income) for 50 neighbourhoods in its lower tier municipalities. For the 12 neighbourhoods in Oshawa, the following is a summary of key points. Note that not all of the social indicators are referred to in the following paragraphs – indicators focused upon for the purposes of this study included low income, children (under the age of 6) living in low income households, low education (no high school completion), early childhood development vulnerability indicators, adult obesity rate (18+), and high physical activity rate.

- **Lakeview** (south of Highway 401): The low income rate of 26.5% and low education rate of 22.4% is twice the Durham average. The area is home to the greatest proportion of children living in low income households in Oshawa, which at 38% is over three times higher than the Durham average. All early childhood development vulnerability indicators are also higher than the Regional average. Physical activity and obesity rates for adults are similar to the region.
- **Gibb West** (between Highways 401 and 2, east of Oshawa Creek): The low income rate of 18.7% and low education rate of 20.1% are greater than regional average, as is the proportion of children living in low income households (28.3%). Early childhood development indicators of vulnerability for physical health/well-being and social competence are twice as high as the regional average. The obesity rate for adults (33%) is the second highest in Oshawa although the adult physical activity rate (61%) is similar to the Durham average.
- **Downtown Oshawa** (the 'four corners' of King Street and Simcoe Street, bounded by Adelaide Street and Highway 401): This area has the City's greatest proportion for a number of vulnerability indicators, particularly those relating to children. All early childhood development indicators of vulnerability in this neighbourhood are higher than average, and it is the most vulnerable area in Oshawa for childhood physical activity and well-being, language and cognitive development, and communications skills and general knowledge. This neighbourhood also has Oshawa's highest proportion of children living in low income households (28%), persons with low education (22.8%), and the highest adult obesity rate at 34%.
- **Central Park** (generally extends from Highway 401 and Adelaide Street, between Ritson Road and Harmony Road): The low income rate and early childhood development vulnerability indicators are all similar to the regional average. The neighbourhood scored Oshawa's second highest proportion of physically active adults at 68%.

- **Grandview South** (generally from Highway 401 to Adelaide Street, between Harmony Road and Townline Road): The neighbourhood scores a greater proportion of children living in low income households and low education persons compared to the Durham average. All other indicators were similar to the average.
- **Stevenson North** (generally between Highway 2 and Taunton Road, bounded by Oshawa Creek and the municipality's west border): The neighbourhood scores a greater proportion of low education persons compared to the Durham average, however, all other indicators were similar to the average. Of note, the area has Oshawa's lowest early childhood vulnerability rate for physical activity and well-being.
- **Hillsdale** (east of Oshawa Creek, south of Rossland Road, west of Harmony Road and north of Adelaide Avenue): The neighbourhood scores a higher adult obesity rate compared to the Durham average, and a lower than average share of children living in low income. All other indicators were similar to the average.
- **Beatrice South** (south of Beatrice Street between Glenmanor Drive and Harmony Road, north of Rossland Road): Has a slightly higher than average proportion of persons with low education but a slightly lower than average proportion of low income households. Most other indicators were similar to the Durham average.
- **Grandview North** (from Taunton Road to Adelaide Avenue, between Harmony Road and the eastern municipal boundary): Has the greatest proportion of physically active adults in Oshawa (70%) and lower than average income indicators. In fact, this neighbourhood had the lowest proportion of children living in low income households at only 2.6%.
- **Beatrice North** (north of Beatrice Street, between Oshawa Creek and Harmony Road, bounded by Taunton Road): The proportion of low income (20%), low education (20%) and children living in low income (24%) were all twice as much as the Durham average. Early childhood vulnerability in physical activity and well-being, and emotional maturity were also above average.
- **Oshawa Northwest** (north of Taunton Road, bordered by Ritson Road, Harmony Road and the eastern municipal border): Has lower than average income vulnerability indicators and similar averages for other indicators. This neighbourhood also has the lowest adult obesity rate in Oshawa (14%).
- **Oshawa Northeast** (north of Taunton Road, with the municipal border to the east, and Ritson Road and Harmony Road to the West): Has a lower than average proportion of children living in low income and similar averages for other indicators.

3.6 Influences of Diversity

Many cultures view recreation and leisure as family-oriented opportunities and are more inclined to pursue activities together. As Oshawa experiences increasing levels of socio-cultural diversity, there will be a need to evolve parks, recreation, library, and culture needs to ensure that leisure opportunities are available for all groups. The 2011 National Household Survey reported that nearly 15% of Oshawa's population are immigrants. With the majority having arrived prior to 1980, it can be suggested that the immigrant population is well established in Canadian Culture. The National Household Survey also reported a visible minority population of nearly 14,000 residents, representing over 9% of the population. The largest visible minority groups are represented by South Asian, Black, Chinese, and Filipino backgrounds. Of note, Durham Region's Health Neighbourhoods Project records the City's largest share of recent immigrants (4.7%) and visible minorities (20%) as residing in Oshawa Northeast (its boundary is described in Section 3.5).

As communities across the Greater Toronto Area become more diverse, there is a need to ensure that opportunities exist for immigrant and visible minority groups to remove barriers to leisure. Research has shown that cultural groups 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 leisure activities due to higher priorities such as seeking employment and financial stability.

A number of municipalities in the G.T.A. have explored strategies to remove cultural barriers to participation such as 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 offering female only swim programs, equipment rentals (e.g., skates and helmets), publishing literature in multiple languages, and educating residents about sport safety and the benefits of physical activity. Regionally, the Town of Ajax also developed a similar guiding cultural document known as the *Diversity and Community Engagement Plan* to understand the needs of cultural groups and the integration of non-traditional opportunities. Other communities have explored other promising practices in leisure that recognize and engage multicultural groups.

For example, the Toronto Public Library is dedicated to engaging cultural groups as nearly half of the Torontonians population was born outside of Canada and approximately 45% have a non-official mother tongue. The Library established a series of multicultural service goals to enhance cultural opportunities, which includes, but are not limited to, expanding programs and services in languages other than English, offering cultural programs that celebrate diversity, and expand on the partnership with immigrant settlement services with the City of Toronto. To

date, the Toronto Public Library provides materials, services, and programs in nearly 70 different languages.

In addition to cultural acceptance, municipalities are also emphasizing the importance of social tolerance, regardless of sexual orientation. The City of Toronto has taken strides this regard with the opening of one of Canada's first L.G.B.T.Q. (Lesbian, Gay, Bisexual, Transgender, Questioning)-friendly community centres. Known simply as "The 519", this community centre provides a safe place for residents of all orientations to meet and engage in a wide spectrum of programs and services.

There are other organizations that support L.G.B.T.Q. sports groups and athletes such as OUTSPORT, an umbrella organization that represents over 4,000 athletes and participants.¹⁰ This organization supports sport and recreation organizations and athletes by encouraging healthy living through participation in sports and recreation within the L.G.B.T.Q. community, opportunities for learning and mentoring, and facilitating interaction and communication among the L.G.B.T.Q. sport community. Research conducted by this organization found that homophobic environments existing in the sport community, although there was evidence of greater social acceptance as more participants identified themselves with a particular sexual identity. Recent examples include openly gay professional athletes in the N.B.A. and N.F.L.

Evidence of social acceptance is also found throughout Durham Region with many organizations such as the Durham District School Board, P.F.L.A.G. Durham Region, Pride Durham, L.G.B.T.Q. Centre of Durham, and L.D.I.P.C. (Local Diversity and Immigration Partnership Council). These organizations provide social support systems for the LGBTQ community with access to community events and services, as well as programs that are accepting of all orientations. In June 2015, Oshawa Public Libraries was awarded the Diversity Champion Award from the Region's Local Diversity and Immigration Partnership Council. The Library's Community Engagement Team has focused on the L.G.B.T.Q., aboriginal and multicultural communities in Oshawa. Initiatives such as Oshawa's Culture Counts Plan also contributes to diversity by acknowledging and building upon arts and cultural traditions from residents representing many diverse backgrounds and belief systems.

2.7 Influences of Culture

Oshawa has embraced the importance of culture through the development of the Arts, Culture, and Heritage Plan, which identifies opportunities and strategies for enhancing Oshawa's cultural vitality. The development of this Plan involved detailed input from various municipal sectors and community stakeholders. Six broad strategic directions were developed, each one

¹⁰ Outsport. (2012). Making it better now. Retrieved from <http://www.outsporttoronto.org>

with a series of action plans to be implemented over a ten year period. With respect to the provision of cultural facilities, some of the strategic directions include:

- Conduct a feasibility study on converting the Arts Resource Centre into a Cultural Hub.
- Maximize the use of Civic spaces for arts, culture, and heritage events and showcases.
- Undertake a comprehensive inventory of arts, culture, and heritage spaces and facilities in the City where activities can take place, including the potential to repurpose existing spaces.
- Explore the long-term need and business case for a new Performing Arts Centre serving Oshawa and the surrounding region, following the completion of the comprehensive inventory of arts, culture, and heritage spaces and facilities.

3.7 Engaging Persons with Disabilities and Special Needs

The Canadian Survey on Disability reported that approximately 3.8 million Canadians were living with a disability, representing approximately 13.7% of the population in Canada and 15.4% of Ontarians.¹¹ Applying this rate to Oshawa's population suggests that over 24,000 residents could have some form of disability. Given these statistics, it is vital that the provision of parks, recreation, library, and culture facilities are inclusive of all Oshawa residents, regardless of ability.

Municipalities across the province have embraced this inclusivity through the design of inclusive facility provision 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. Many municipalities have since responded to this legislation through the formation of Accessibility Committees and adopting accessibility plans, which identify, develop, and prioritize solutions to remove barriers from municipal facilities. In 2006, the City of London also introduced the Facility Accessibility Design Standards manual to guide the development of inclusive community facilities. A number of communities, including the City of Oshawa, has since adopted this manual for the design and development of accessible municipal facilities.

Moreover, amendments were made to the Ontario Building Code through Ontario Regulation 336/13 to enhance accessibility in buildings with implementation initiated on January 1, 2015. A number of new standards and requirements were added to support barrier-free design and

¹¹ Statistics Canada. (2013). Canadian survey on disability 2012. Catalogue no. 89-654-X, Ottawa. Retrieved from <http://www4.rhdcc.gc.ca>

apply to new construction and buildings requiring extensive renovations. A sample of new requirements that affect the design of municipal facilities are described below.¹²

- Provide elevator access to all floors to allow access to all public floors.
- All buildings must have visual fire safety devices.
- Barrier-free washrooms must be provided, as well as barrier-free access to all public pools via ramps, transfer walls, or pool lifts.
- In viewing areas, provide adaptable seating spaces for suitable side transfer from a wheelchair, in addition to storage for wheelchairs and other mobility devices.

Over the past decade, the City of Oshawa has been conducting accessibility audits of its community facilities. These audits identify accessibility features such as the presence of accessible parking and washrooms, while noting accessibility gaps and opportunities to enhance inclusivity. The findings of these audits informed the City's 2013-2017 Accessibility Plan, which identifies the timing and actions of to be undertaken with respect to Oshawa's community facilities, parks and trails, which include (but are not limited) to the following:

- Select and audit three parks and trail sections plus three facilities per year in consultation with the Oshawa Accessibility Advisory Committee.
- Implement new trail signs at J.K. Oshawa Creek Bike Path, Harmony Creek Trail, Michael Star Trail, Waterfront Trail, and Goodman Creek Trail.
- Continue annual playground replacement program.
- Explore improved methods of wayfinding in recreation facilities.

Evidence of accessible features is found throughout Oshawa's community and library facilities, such as accessible parking, washrooms, ramps, and more. The Legends Centre boasts a range of additional accessible features such as automated entrances, elevator access, accessible change rooms, pool entry and lift, ice pads that accommodate sledge hockey, assistive communication devices, an accessible playground and splash pad, and accessible gymnasium equipment. Accessible fitness equipment is also available at the South Oshawa Community Centre. Moreover, the City enhances accessibility of recreation facilities and programs for persons with disabilities through R.A.M.P. (Recreation Access Membership Program).

Regionally, the Abilities Centre located in the Town of Whitby provides a premium level of indoor leisure specifically oriented towards persons with disabilities. This unique facility, owned

¹² Municipal Affairs and Housing. (2014). New accessibility amendments to Ontario's building code. Retrieved from <http://www.mah.gov.on.ca>.

and operated by a third party, was designed to incorporate a host of assistive devices, aids and features, as well as accessible recreation equipment to ensure inclusivity among all groups.

3.8 Library Usage and Service Delivery

Despite rapid changes in technology and information sharing, public libraries are as relevant as ever and continue to be highly valued by people of all ages. Borrowing materials, accessing information, and reading/studying continue to be the main reasons for visiting the Library. Various studies and survey data indicate that circulation and digital library usage are on the rise across Canada. Virtual services and digital information are not a threat, but rather a complement to traditional library services. As a result, residents now have even more reasons to visit a public library than in the past.

The Canadian Urban Libraries Council reported that the number of items circulated per capita increased by 16% over the past decade, while per capita in-person visits have remained unchanged.¹³ The increase in circulation can be traced to many factors, including more efficient circulation practice, a growing emphasis on popular materials, eBooks, demographic shifts, and new partnerships. Users also desire additional hours, more variety content, more computers, and more books. The availability of online resources means that customers can access material at their local library branch or from home, which has broadened the Library's reach.

With respect to the Library's younger users, this age segment remains an active user of public libraries, despite the many multi-media options accessible to them. Recent research indicates that library users under age 30 are just as likely as older adults to visit the Library, and once there they borrow print books and browse the shelves at similar rates, younger patrons are significantly more likely than those ages 30 and older to use the Library as a study or 'hang out' space.

The Oshawa Public Libraries has been actively responding to these trends to ensure that it continues to respond to the evolving needs of its users. A broad range of library services are available to all age groups including book clubs, events, special interest groups, as well as print and electronic resources. O.P.L. also operates a user-friendly website complete with an online catalogue, in addition to a database of eBooks and eAudiobooks which can be downloaded over the internet. O.P.L. also interacts with users via various social media outlets to ensure users are kept up to date on the most recent news.

The subsequent technological frontier in library space provision is the emergence of makerspaces. Makerspaces are workshops and spaces that provide the tools and resources to

¹³ Canadian Urban Libraries Council (2011). An analysis of public library trends. Retrieved from <http://www.culc.ca>

explore and experiment with creative ideas. Equipment typically found within these spaces include working surfaces, 3D printers, computers, green screens, publishing centres, and a wealth of other digital tools. The Oshawa Public Libraries currently provides a modest makerspace at the Northview Branch and is launching a fully equipped makerspace at the Robert McLaughlin Branch in the fall of 2015. Similar makerspaces can also be found in libraries in communities such as Toronto, Brampton, Innisfil, Brantford, Ottawa, and Edmonton to foster creativity and development, making them an excellent fit within library space.

3.9 Trends in Facility Design

Multi-Use Parks & Facilities

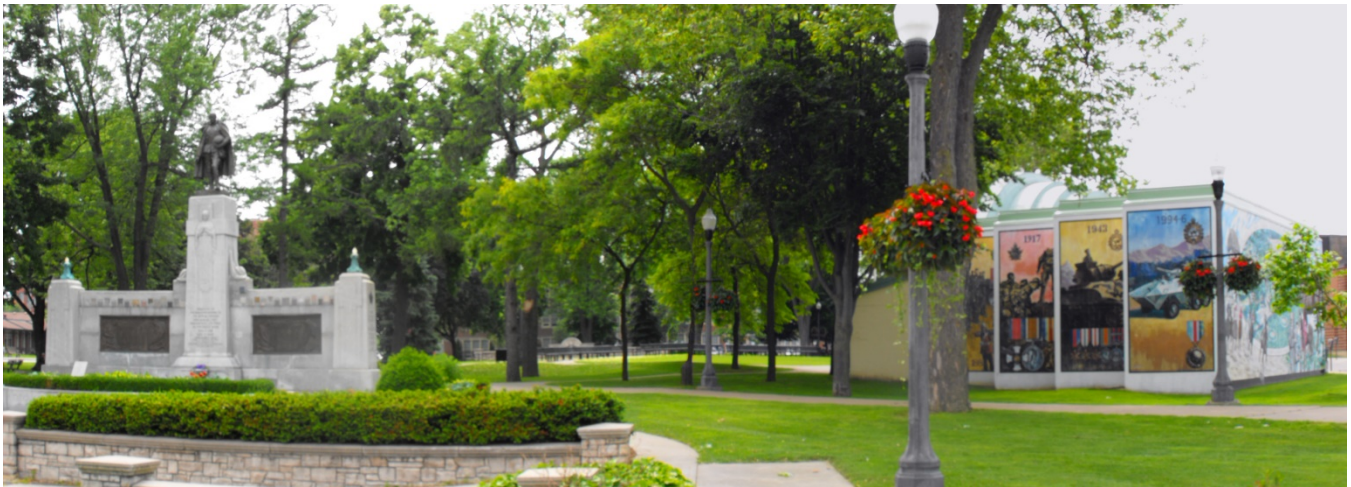
The City's facilities facilitate more than just parks, recreation, library, and culture pursuits. These facilities are viewed as community destinations where there's something for each member of the public from programs, activities, sports, workshops, and more. Today's facility users are more sophisticated than ever before, resulting in demands for high quality community facilities to meet the needs of their households. 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 outdoor facility components not only enhances operational efficiencies and economies of scale, multi-use community facilities create convenient, centralized activity hubs that offers activities for all members of a family to participate at the same time without traveling to multiple facilities or parks. When users are not participating in activities, spaces that facilitate casual interaction should be provided, as well as flexible program spaces, complementary natural areas, and trail linkages are also important considerations in serving local needs.

Locally, there are several indoor and outdoor multi-use recreation facilities that provide an enhanced recreation experience for local residents and regional visitors including the Civic Recreation Complex, Legends Centre, and Lakeview Park. Not only do these types of facilities facilitate physical activity among all age groups, high quality multi-use facilities also provide sport tourism and tournament opportunities. In the development of future multi-use community centres, it is essential for municipalities to consider the needs of local users as well as spectators through the provision of seating, washroom facilities, concessions, and parking.

Park Comfort & Safety

Ensuring that parks provide attractive and comfortable experiences to the user are paramount in ensuring successful utilization and attracting a broad range of uses. The presence of informative signage and attractive gateway features is the first impression that a user will have of the park and park system as a whole. The presence of consistent and effective signage is an

important element in promoting recognition and stewardship in the community. Without proper signage, park users may be confused about the property's ownership and boundaries. Signage is also important as part of the tourism infrastructure that directs tourists easily to destinations and encourages them to return because of the ease of travel – they are also one of the first impressions of a site. Signs develop a sense of place and combined with good urban design, can create unique districts and foster aesthetic development. They also provide interpretive information that connects a user to the park and may encourage the person to take further interest in their surroundings. A good sign is clear, attractive and designed in a context to its surroundings. Oshawa has done a good job in providing contrasting signage at its municipal parks and facilities.



The provision of parking is a convenience that many residents look for in accessing parkland, though parking is best suited for parks which are more intensively used, such as those containing community centres or multiple sports fields. For example, the provision of parking lots to serve neighbourhood and some community level parks may not be necessary given to parks that may serve a smaller catchment area and tend to be walkable. The provision of parking at these locations may be counterproductive to goals which instead promote active transportation. Parking, however, may be necessary for parks serving a City-wide or regional scale which are drive-to destinations. Oshawa has also extended the provision of on-site parking to a number of its smaller parks where sports fields exist.

Once inside a park, patrons often look for a number of convenience and comfort-based features, depending upon their intended use. In non-programmed or passive parks where social activities such as picnicking, family gatherings, and cultural events are taking place, users might be looking for amenities such as treed areas and shade structures, picnic tables, pavilions, and washrooms. Such amenities are also beneficial in strategic locations along major trail routes and at trail heads. Similarly, users at active parks such as sports field may be looking for similar amenities as well as features such as designated seating, change rooms, and

concessions. For example, permanent washrooms and change rooms are located at Lakeview Park but are open seasonally in support of the associated splash pad. Several shade structures are also located throughout Oshawa's parks adjacent to playgrounds.

Finally, parks are being designed with users' safety in mind through the application of CPTED (Crime Prevention Through Environmental Design) and other design principles. High volume areas should be well lit, low visibility areas should be limited, and neighbourhood level parks should be designed so that surrounding residents and streets have "eyes on the park", thus discouraging undesirable users and activities. Maintenance of parks is now accepted in the industry as a key component of perceived "safety" in parks and in deterring inappropriate behavior. Considering CPTED principles in park design will achieve safer, user-friendly parks in Oshawa.

Library Design Considerations

Facility designs that promote the exchange of information, innovation, and creativity are in demand. This may manifest itself in many ways, but the core principles are spaces that are flexible, spacious, accessible, and welcoming. Some examples that are being incorporated into new or redeveloped libraries include portable shelving (stacks on wheels), outdoor spaces and gardens (thinking "beyond the walls"), large lobbies where people can gather and interact, late-night access for students during exam times, ample natural light, and a wider variety of seating. Libraries are being thoughtfully designed with not only function but also aesthetics in mind – they are a source of civic pride. Visibility is a must and having workspaces near windows shows that the Library is being used.

The need to accommodate both group (noisy) and individual (quiet) study/work space is also on the rise – this may mean that libraries need to become larger (and have improved noise attenuation) in order to accommodate a variety of "zones" or separate spaces. Social research shows that people like to be with others, even when working alone. As densities rise and technology has an isolating effect on some, the need for public space will become even more critical.

Barrier-free accessibility requirements are also placing pressure on many library facilities, as more space is needed to accommodate accessible washrooms, shorter stacks, wider aisles, etc. Depending on the overall size of the facility, an additional 5% to 10% of floor space may be required to meet the Facility Accessibility Design Standards adopted by the City.

While this is not a new concept to this community, it is important to note that public libraries are increasingly being combined with other civic uses as their value as civic anchors and cultural integrators is being recognized. Often, libraries have the spaces and supporting amenities to serve as (or to supplement) event venues that may accommodate a variety of performances, lectures, meetings, and festivals.

Environmentally Friendly Facility Design

Environmental concerns are often a top of mind issue among many Canadians as there is an increasing need to maximize the efficient use of resources. Municipalities have also demonstrated environmentally conscious awareness in the design of new multi-use facilities and the use of state-of-the-art technologies to enhance environmental efficiency. The design of environmentally friendly facilities is promoted by the Canada 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 environment 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.

Oshawa's community facilities do not have any LEED certifications given that the City has not undertaken any recent construction projects. However, the City Hall renovation project was designed to meet LEED standards and the Durham Courthouse in Oshawa is the first courthouse to receive LEED certification. Other recreation facilities designed to LEED specs in Durham Region include the UOIT/Durham College Athletic Facility (not yet certified), the Audley Recreation Centre (Silver) in Ajax, and the Brooklin Community Centre and Library (not yet certified) in Whitby.

Evidence of Oshawa's commitment to sustainable practices is also found at the General Motors (G.M.) Centre. In 2007, the G.M. Centre received an award from the Canadian Urban Institute for the Best Overall Project Award for a brownfield redevelopment. The G.M. Centre also implemented a no-waste system, where all generated waste is sorted for recycling and reuse, while food waste is recovered for livestock feed.¹⁴ More recently, solar panels were installed on the roof of the G.M. Centre, as well as at the Civic Recreation Complex, Legends Centre and Donevan Recreation Complex as part of a joint effort led by the City and supported by the Oshawa Power and Utilities Corporation. The City also strives to integrate principles of sustainability through the environmental design of park and trail areas, and by emphasizing natural preservation/conservation efforts relating (but not relegated) to naturalization, urban tree canopy enhancements, grey water recycling and use of green infrastructure.

¹⁴ CNW. (2007). Oshawa wins 2007 best overall project award. Retrieved from <http://www.newswire.ca/en/story/185403/oshawa-wins-2007-best-overall-project-award>



4.0

Park Provisioning
Policy Framework

Oshawa's parks system facilitates a number of recreational opportunities. Continued enhancement and provision will extend the quality of life for current and future generations. This section analyzes the City's current supply of parkland and trails, and reviews existing policies established in the Ontario Planning Act and the City of Oshawa Official Plan.

Of note, the P.R.L.C. Assessment focuses upon the active and passive parklands that are intended for regular use by the public, and evaluates parkland classified under Section 2.6.2.2 (Table 4) of the Official Plan. Note, however, natural heritage assessments and strategies are beyond the scope of this particular project but the significance of the natural heritage system is recognized.

4.1 The Current Parkland Classification System

Based upon input provided through the P.R.L.C. Assessment, residents stated that parkland is one of the most highly valued components of Oshawa's community fabric, and its presence enhances the quality of life for the City as a whole. These parklands take many different forms, ranging from manicured parks and open spaces to large naturalized tracts with ecological value.

Primary considerations for the parks system as a whole include, but are not limited to:

- Planning the appropriate function and use for each park;
- Providing well-balance opportunities for active and passive recreation, recognizing the value they contribute to the overall health and welfare of the community; and
- Achieving a satisfactory distribution of parkland to ensure that they are easily accessible and maintaining the integrity of natural heritage systems;
- Maintaining a high degree of walkability and connectivity among parks through active transportation infrastructure and key linkages.

As such, it is important to incorporate parks planning through the municipal land use decision-making process. Land use planning in Oshawa is guided by the City of Oshawa Official Plan, which contains specific policies regarding the provision of municipal parkland. Section 2.6.2.2 of Oshawa's Official Plan describes a parkland classification hierarchy that is used as a guideline for the acquisition, spatial distribution, and development of parks and recreation facilities. Each park type defines specific functions, forms, size, and offers varying amenities. The Official Plan's classification system is summarized in Table 2 of this report.

Table 2: Official Plan Classification of Parks

Park Type	Function	Facilities	Minimum Area per 1,000 Population	Approximate Size
Neighbourhood	Serves up to 5,000 persons with active and passive amenities	Playgrounds, sports fields, hard surface courts, landscaped and passive areas, parking	0.8 hectares (2 acres)	Size: 1.8 to 4 hectares Service Area: 180 to 800 metres
Community	Serves up to 20,000 persons with active, recreational, and passive activities	Lit sports fields, community centres, hard surface courts, playgrounds, landscaped and passive areas, parking, amenities	0.6 hectares (1.5 acres)	8 to 12 hectares
City	Serves the entire City of Oshawa	Civic sports centres, cultural and entertainment centres, historical sites, sports fields, hard surface courts, landscaped and passive areas, areas for unstructured use, parking, amenities	2.43 hectares (6 acres)	Greater than 12 hectares
Regional	Serves both local and regional residents	Natural and landscaped areas, areas of unstructured use, passive recreational uses, camping, parking, amenities	n/a	The size shall be sufficient to contain unique physical features or major recreational facilities.

Source: City of Oshawa Official Plan, 2014 Consolidation, Table 4



4.2 Parkland Supply

The City’s Parks Operations Division indicates that the City maintains 1,104 hectares of green open space lands. Of these lands, 485 hectares (1,200 acres) are associated with active forms of municipal parkland located within 137 parks across Oshawa. This supply includes both undeveloped and developed parkland that provides residents with outdoor recreation and cultural opportunities such as sports fields, bandshells, playgrounds, splash pads, passive spaces for informal activities and community events, and more. These lands fall under the Official Plan’s current park classification system.

Naturalized open spaces such as woodlots and other naturalized municipal lands constitute the remaining 619 hectares and contribute to the City’s objectives of maintaining green space. In addition to this supply, residents have access to a number of outdoor facilities provided by local schools and conservation areas; however, emphasis for the P.R.L.C. Assessment will be on active use municipal parkland that falls within the Official Plan’s system of classification. All data has been provided by the City of Oshawa and is assumed to be current as of time of writing.

Table 3: City of Oshawa Parkland Inventory

Park Type	Number of Parks	Total Area (hectares)	Official Plan Service Level TARGET (hectares per 1,000)	Actual Service Level ATTAINED (hectares per 1,000)
Regional Park	2	69	n/a	0.4
City Park	5	106	2.43	0.7
Community Park	9	60	0.6	0.4
Neighbourhood Park & Parkette [^]	101 20	240 10	0.8 (combined)	1.5 0.1
Total Active Parkland	137	485	3.83	3.1
Naturalized Open Space*	n/a	619	n/a	n/a
Total Parkland		1,104		

* based on verbal communication with City of Oshawa Parks Staff, July 2015 – acreage includes Second Marsh

[^] Parkettes are not an Official Plan classification but are included under the Neighbourhood Park definition

Notes: Supply includes municipally-owned parkland only and service levels are based upon a year 2015 population estimate of 158,341.

Source: City of Oshawa, 2015 (number and area of parks)

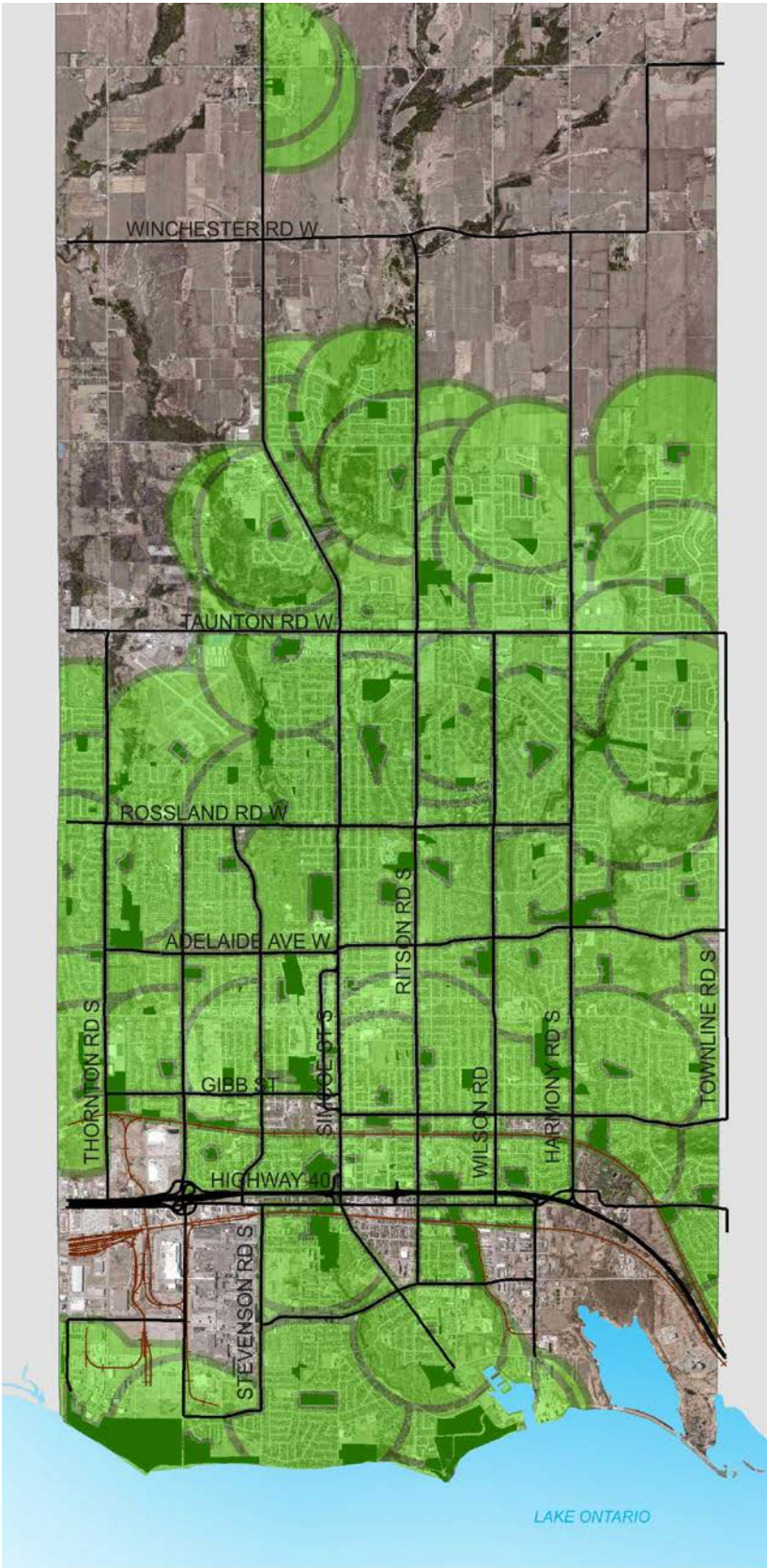
Table 4: Summary of Parkland by Classification

Regional Parks			
- Cedar Valley Park	- Harmony Valley Park	- Second Marsh	
City Parks			
- Civic Fields	- Lakeview Park & Beach	- Oshawa Valley Botanical Gardens	
- Lakefront West Park	- Memorial Park		
Community Parks			
- Alexandra Park	- Legends Centre Park	- Ritson Fields	- Stone Street Park
- Easton Park	- North Oshawa Park	- Southmead Park	- Woodview Park
- Knights of Columbus			
Neighbourhood Parks			
- Attersley Park	- Durham Court Park	- Kedron Park	- Rotary Park & Sunrise Srs.
- Baker Park	- Eastbourne Park	- Keewatin Park	- Rundle Park
- Bathe Park	- Eastview Park	- Kettering Park	- Russett Park
- Bermuda Park	- Edenwood Park	- Kingside Park	- Saguenay Park
- Brick Valley Park	- Erie Park	- Lake Vista Park	- Sherwood Park
- Bridle Park	- Everglades Park	- Lakewoods Park	- Snowbird Park
- Brookside Park	- Exeter Park	- Laval Park	- Somerset Park
- Cedar Ridge Park	- Farewell Park	- Limerick Park	- Southport Park
- Centennial Park	- Fenelon/Venus Park	- Mackenzie Park	- Southridge Park
- Central Park	- Fernhill Park	- Margate Park	- Springridge Park
- Chopin Park	- Florell Drive Park	- McLaughlin Park	- Storie Park
- Coldstream Park	- Galahad Park	- Mitchell Park	- Summerglen Park
- Columbus Park	- Glenbourne Park	- Mount Joy Park	- Sunnyside Park
- Conant Park	- Glen Stewart Park	- Niagara Park	- Sunnyside Park
- Conlin Meadows Park	- Goodman Park	- Nipigon Park	- Swiss Height Park
- Conlin Woods Park	- Grand Ridge Park	- Northway Court Park	- Tampa Park
- Connaught Park	- Grandview Village Park	- Northview Park & C.C.	- Terry Fox Park
- Copperfield Park	- Greenbriar Park	- Parkwood Meadows Park	- Thornton Park
- Corbett's Park	- Greenhill Park	- Pinecrest Park	- Trowbridge Park
- Cordova Park	- Griffith Park	- Prestwick Park	- Valleyview Park
- Cordova Valley Park	- Harmony Village Park	- Radio Park	- Warne Park
- Cowan Park	- Highgate Park	- Raglan Park	- Wellington Park
- Crimson Court Park	- Humewood Park	- Renaissance Park	- Whitehall Park
- Deer Valley Park	- Hyde Park	- Ridge Valley Park	- Willowdale Park
- Dundee Park	- Iroquois Shoreline Park	- Rimosa Park	
Parkettes[^]			
- Airmen's Park	- Gentry Tot Lot	- Milton Park	- Stonecrest Parkette
- Ansley Park	- Homestead Park	- North Pond Park	- Tylor Park
- Bloor Parkette	- Howard Park	- Park Road S. & Gibb Street	- Veterans Tot Lot
- Bloor/Simcoe Parkette	- Huron Park	- Patricia Tot Lot	- Walter Beath Park
- Elena Park	- Mary Street Park	- Reservoir Park	- Woodland Heights


[^] Parkettes are not a formal Official Plan classification but are included under its Neighbourhood Park definition

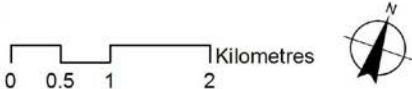
Source: City of Oshawa Parks Staff, August 2015

Map 2: Distribution of Parkland



Parks

 Parks with an 800m Service Area



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Based on the current supply, **Oshawa is achieving an active parkland service level of 3.1 hectares per 1,000 residents.** Map 2 confirms that park distribution is strong in relation to residential areas by applying the Official Plan's 800 metre service radius articulated for Neighbourhood Parks (service areas were not defined for other park typologies) and adjusting service radii to account for major pedestrian obstructions such as highways, arterial roads, rail lines and waterways.



As shown in Table 3, only the City's Neighbourhood-level parkland is provided at a rate greater than targeted in the Official Plan. The City's efforts in bolstering these parkland typologies is likely one of the reasons that residents place a high degree of satisfaction on parks as it is these types of parks that tend to attain strong geographic distribution due to their localized catchment areas. The fact that the City has emphasized its Neighbourhood Parks has also likely contributed to the excellent walkability to parkland in general as shown by the excellent geographic distribution that is achieved.

The reason for the difference between total and targeted active use parkland service levels is that **the City is achieving a lower than targeted rate for City Parks.** Mitigating this concern is the fact that much of Oshawa's system of natural open space corridors along creeks and rivers, particularly where municipal trails exist, effectively function at a City-wide level but their naturalized characteristics are not reflected in the active park supply. Further, the service level target of 2.43 hectares per 1,000 is much higher than most other G.T.A. municipalities where the typical range is 1.0 to 2.0 hectares per 1,000 (recognizing each community is unique in this regard due to factors such as density, historic service levels, availability of other forms of parkland and open space, etc.).

4.3 Parkland Form & Function

The City’s parkland classification system, defined in Section 2.6.2.2 (Table 4) of the City of Oshawa Official Plan, is consistent with those employed by other municipalities and largely reflects the function required to serve different population catchment areas. Its parameters are largely defined by historical parkland acquisition and design precedents, and have been re-evaluated in the context of future growth patterns and the need for community facilities. The following pages articulate where amendments to Section 2.6.2.2 of the Official Plan should be considered at the time of the next Official Plan Review.



Park Type

The terminology used by the City to define and differentiate parks in Table 4 of its Official Plan (i.e. Neighbourhood, Community, City and Regional) largely remains appropriate for the future.

Table 4 of the Official Plan identifies ‘tot lots’ and ‘parkettes’ as forms of Neighbourhood Parkland, however, these design templates will be difficult to integrate at the Official Plan’s specified minimum 1.8 hectare size. A review of the City’s existing Neighbourhood Parks indicate that at least 21 are characteristic of parkette developments, though these account for just 10 hectares in total. Recognizing that future land development patterns will continue to transition towards infill and intensification of established areas, procuring future ‘tot lots’ and ‘parkettes’ above even 1 hectare will be challenging since land values are likely to be much greater than in greenfield development situations, and the likelihood of finding contiguous open space parcels of such size in established neighbourhoods will be slim.

For this reason, the City should consider adding an ‘Urban Parkette’, ‘Urban Plaza’, or similar category that is primarily applicable to parkland development in established built up areas or areas of intensification where attaining the minimum size required for a Neighbourhood Park (minimum 1.8 hectares) is not possible due to scarcity of land or cost-prohibitive land rents. In

In addition, the City's Integrated Transportation Master Plan has advanced 'active transportation' modes as a central component of the overall transportation system. For this reason, the City should create a 'Linear Park' category reflecting parklands that are oriented to off-road trailways and/or connecting links between other forms of parkland or major community destinations.

Descriptions of the function and facilities to be contained in Urban Parkettes and Linear Parks are provided in subsequent paragraphs. It bears noting that both of these classifications expand on characteristics and park designs already prevalent in the municipal parks at present time, and such characteristics can be used to guide the development of these new classifications in the Official Plan.

Recommendations

P1. At the time of the next Official Plan Review, revise the parkland classification contained in Section 2.6.2.2 to add Urban Parkette (or similar terminology) to denote open spaces primarily in areas of infill and intensification where achieving the Official Plan's minimum size for Neighbourhood Park is not possible. Also to be added is a Linear Park typology to define areas used as connecting links between other forms of parkland or major community destinations.

Function and Facilities

The Function and Facilities columns in Table 4 of the Official Plan remain appropriate to guide future planning. With respect to the proposed Urban Parkette and Linear Park classifications, the following should be used as a guide in defining the future terminology around their function and facilities.

- Urban Parkettes - serve as spaces for users to gather and socialize and are generally located within medium and high density areas. This may include public or private courtyards, plazas, and other small open meeting spaces, with high levels of connectivity to and from the space that provides a sense of character, complimentary to the surrounding land uses. This type of parkland is typically suitable in higher density urbanized areas, such as Oshawa's areas of intensification, where opportunity to provide traditional forms of parkland is limited due to land scarcity or difficulty in acquiring parcels of sufficient size. Urban Parkettes may contain features such as 'hardscaped' elements, seating and shade areas, children and/or adult play and fitness units, horticultural displays, public art and other amenities that support the City's urban design and place-making objectives.

- Linear Parks – serve as connecting links of green space forming a part of, or a complement to, the City’s active transportation network. These linear parks may also serve as buffers within or adjacent to environmentally sensitive areas, and may contain paved or non-paved pathways, seating areas, interpretive signage, and other amenities oriented to active transportation users provided that such facilities are deemed to be compatible with surrounding land uses.

Based on park tours and discussions with City Staff, one functional area of concern pertains to the integration of vehicular parking lots within parks containing one or more sports fields, particularly at the Neighbourhood Park level. City of Oshawa parkland design guidelines encourage the provision of around 30 parking spaces per sports field to be integrated within any park, regardless of classification. While the provision of parking is a convenience, and often a necessity as a park’s intensity of use increases, parking lots consume valuable green space that is becoming increasingly scarce as the City builds out to its built boundary.

The City needs to revisit its vehicular parking through a review of its park design guidelines (this level of detail is not usually specified in an Official Plan). Additional parking requirements, whether on-street or other means, should be reviewed at the plan of subdivision stage when a neighbourhood park is planned. The review of the guidelines should consider factors such as:

- The overall size of the park as it may not make sense to integrate parking within a small park setting (e.g. less than 2 hectares) since a 30 car lot could consume around 10% of the total park area.
- The types of facilities in the park as parks with multiple sports fields or other intensive active facilities (e.g. splash pads, tennis courts, etc.) would place pressures on surrounding streets during peak rental periods in the absence of onsite parking.
- The Ontario Soccer Association’s Long Term Player Development model has had an effect in intensifying the number of players per hour on a field as organizations are dividing fields into three or four sections for simultaneous use, thus increasing the number of cars being driven to a park. With this and the Canadian Sport For Life movement, it is expected that other provincial and national sport bodies will also move in the direction of emphasising skill-based development more so than games, which could also intensify parking pressures in parks containing other outdoor recreation facilities used by organized sports.
- Further to the above points, also revisiting design guidelines to ensure that Neighbourhood Parks are not overly intensified with multiple active facilities, but rather directing multiple and intensive uses to higher order parks (Community Park level and above) that contain parking lots. This may also include designing smaller Neighbourhood Parks in the 1.0 to 1.5 hectare range (as opposed to the 1.8 to 4 hectare range specified in the Oshawa Official Plan).

- Giving consideration to the role of Neighbourhood Parks as serving a small catchment areas and/or being walkable destinations in support of the active transportation goals articulated through Oshawa's Integrated Transportation Master Plan.

Ultimately, a balance needs to be struck in terms of provision of vehicular parking lots within neighbourhood-serving parks so that the amount of useable parkland is maximized for current and future residential populations.

Recommendations

- P2. Undertake a review of the City's park design guidelines, as well as through plans of subdivision, as they pertain to the integration of vehicular parking lots within Neighbourhood Parks in order to balance the provision of useable green space with any parking-related impacts on surrounding residential areas.

Minimum Area per 1,000 Population

Table 4 of the Oshawa Official Plan articulates a targeted service level of 3.83 hectares per 1,000 population, distributed across the Neighbourhood, Community and City Park typologies. Based upon the City's classification of parkland according to the Official Plan's park hierarchy, Oshawa is presently achieving a service level of 3.1 hectares per 1,000 population based upon its current supply of active use parkland. However, that service level does not account for the extensive lands associated with the City's Regional Parks, naturalized open space lands and linear park corridors do not have a service level associated with them since they are unique, special use areas.

To more accurately reflect the City's active parkland needs, it is recommended that the Official Plan's parkland provision target (i.e. the minimum area per 1,000 population) be adjusted. In addition to achieving better alignment with how the City classifies its parkland, an adjustment to the parkland provision target is logical for a number of other reasons:

- It will be difficult to reconcile the difference between the current park supply, as classified by the City, with the existing Official Plan target (without substantial land purchases) to meet current population levels let alone increase the supply to meet needs with future population growth.
- Building on the above point, the total quantum of parkland required to achieve the Official Plan's full 3.83 hectares per 1,000 would be 606 hectares based on a current population of 158,341. Application of the present Official Plan targets would thus imply that an additional 128 hectares would be needed to meet the needs of the current population, however, the pressure is not likely to be so great when considering the

significant naturalized open space provided by the City offers a degree of passive park usage opportunities (e.g. walking, birdwatching, etc.).

- The City is in fact achieving very strong service levels of Neighbourhood Parks and is close to meeting the Official Plan’s provision target for Community Parks, which has culminated in good geographic distribution and walkability to parks.
- The supply of land presently designated for development is becoming increasingly constrained with areas north of Taunton Road generally representing the last tracts of greenfield development lands, thereby limiting the City’s potential to acquire a large quantum of parkland.
- Changes to Section 42 and 51.1 of the Ontario Planning Act’s parkland dedication policies could result in less parkland being conveyed through the land development process, compounding challenges since current parkland dedication does not generate sufficient lands to meet current recreational needs when considering land intensive facilities such as rectangular fields, ball diamonds, splash pads, etc.
- Recognition that the City’s vast supply of naturalized open space lands contribute benefits not necessarily accounted for through the current active park service level target.

Accordingly, it is recommended that the City amend its Official Plan to reflect a parkland provision target of 3.0 hectares per 1,000 residents plus any lands associated with Regional and Linear Parks, distributed as follows in a manner that is reflective of the current composition of its recreational parks system.

Neighbourhood Parks and Urban Parkettes	1.5 hectares/1,000 (collectively)
Community Parks	0.5 hectares /1,000
City Parks and Regional Parks	1.0 hectares /1,000
Linear Parks	no set standard
Total Parkland Provision Target	3.0 hectares /1,000

Under this proposed classification system the City would be targeting a lower level of service than under existing Official Plan policy, however, it would more accurately reflect the focus placed on active use parkland. It is also closer to reflecting existing service levels particularly for City, Regional and Community Parks. The reduction (which aligns with the existing parkland provision level) recognizes that it will be increasingly difficult to obtain parcels greater than 8 hectares in size due to development pressures and land scarcity for greenfield parcels (and most certainly in the intensification areas) – in fact, only three parks larger than 8 hectares will likely be possible based on the fact that just one Community Park has been secured in both the Windfields Part II Plan, the Kedron Part II Plan, and likely the Columbus Part II Plan when the latter is ultimately prepared. Notwithstanding the recommended changes to the parkland

targets, the indoor and outdoor facility recommendations contained within this P.R.L.C. Assessment can be accommodated within existing and future parklands while continuing to maintain desirable casual use/passive parkland opportunities within the City's park system.

With the reduced target for City and Community Parks comes an increase in the Neighbourhood Park/Urban Parkette target to 15 hectares per 1,000, up from the current 0.8 hectares per 1,000, respectively. The increased focus on these typologies is a result of a greater focus on walkability (as advanced in the City's I.T.M.P.) and the identified need for an improved distribution of outdoor facilities such as sports fields, hard surface courts, splash pads, etc.

Recommendations

P3. At the time of the next Official Plan Review, revise the parkland classification system contained in Section 2.6.2.2 to target a level of service of 1.5 hectares per 1,000 population for Neighbourhood Parks /Urban Parkettes (combined), 0.5 hectares per 1,000 population for Community Parks, and 1.0 hectares per 1,000 population for City/Regional Parks (combined), thereby targeting an overall parkland provision level of 3.0 hectares per 1,000 population.

Approximate Size

The approximate size of parkland identified in Table 4 of the City's Official Plan remain appropriate to guide future planning, particularly since the City's park design guidelines require vehicular parking where parks exceed a certain size or contain one or more sports fields. Accordingly, sufficient parkland is required to accommodate all facility and servicing needs, while also maintaining sufficient areas through which unstructured, spontaneous experiences can be pursued.

With respect to the proposed Urban Parkette and Linear Park classifications, the optimal size of the former is between 0.3 and 0.8 hectares while a size is not applicable to the latter as it would depend upon the land required to make a connecting link.



Parkland Acquisition Policies & Guidelines

There are several provincial and municipal regulations, policies, and guidelines governing the acquisition and location of parkland, notably Sections 42 and 51.1 of the Ontario Planning Act and Section 2.6.3 of the City of Oshawa Official Plan. With subsequent updates to the Official Plan, the City should ensure cohesion between the Official Plan and the recommended updates found within this P.R.L.C. Assessment in order for appropriate strategies and policies to have legislative authority under the Planning Act and Municipal Act. Furthermore, a comprehensive review of the Zoning By-law should be undertaken to ensure that it properly implements Official Plan policy including the creation of appropriate setbacks, defining appropriate vehicular parking requirements, bicycle parking, etc.

According to Section 2.6.3.1 of Oshawa's Official Plan, the City may acquire lands for parks, recreation and open space purposes and any other lands necessary to achieve an integrated and continuous parkland and open space system through any of the following measures:

- a) The land dedication and cash-in-lieu provisions of the Planning Act;
- b) Subsidies for open space acquisition from other levels of government or agencies;
- c) Funds allocated in the capital budget;
- d) Donations, gifts, contributions or bequests of individuals or corporations; and
- e) Expropriation.

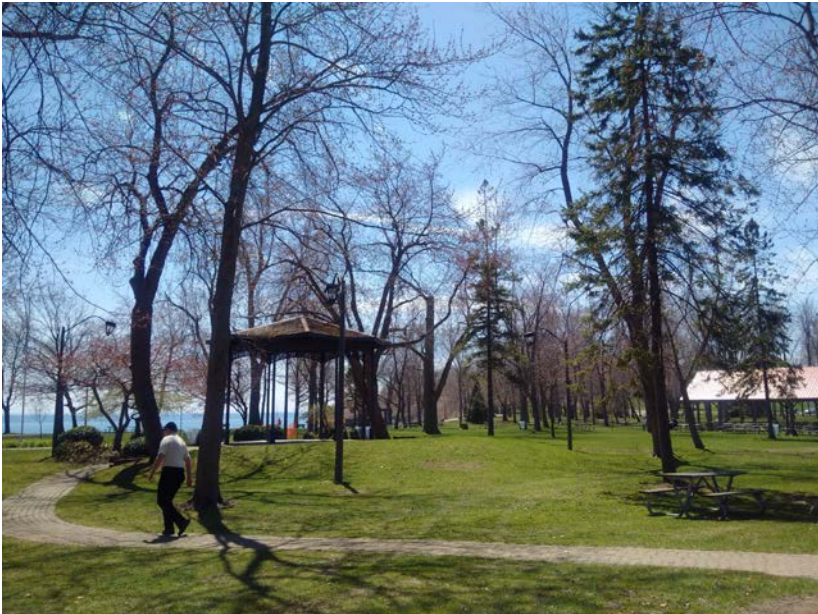
The Official Plan articulates that as a condition of development or redevelopment, the City shall require a suitable dedication of land for park or other public recreational purposes in accordance with the provisions of the Planning Act (which amounts to 5% for residential lands, and 2% for all other lands). In this regard, the City may require, as a condition of development or redevelopment, the conveyance of land for park and other recreation purposes at a rate of up to one hectare for every 300 dwelling units proposed. The Official Plan states that the actual rate of dedication will be established in the City's Parkland Dedication By-law, however, in no case will the dedication be less than that permitted by subsection 41(1) of the Planning Act.

The Planning Act permits cash-in-lieu of parkland to be provided. Oshawa's Official Plan stated that the City may waive the land conveyance requirement and may require cash-in-lieu of parkland, or a combination of land and cash, under the following circumstances:

- a) The use of the alternative parkland requirement would utilize more than 10% of the site area, or would render the remainder of the site undevelopable; and/or,
- b) The required dedication would not provide an area of suitable size, shape or location to achieve the City's objectives for development of public parkland.

In cases where significant intensification development proposals will generate substantial parkland dedication or cash-in-lieu of parkland but the development site cannot sufficiently

provide the required park space, the City should still ensure that adequate parkland exists locally to serve the new population that the development will create. While it is preferred that the entire parkland dedication be conveyed in terms of land, the City may accept a combination of land and cash-in-lieu that results in a smaller parcel(s) of land being located close to the development and utilize cash-in-lieu to purchase other lands and/or development of recreational or cultural amenities that provide similar or greater benefit to the residents within the same general area.



There are a couple of notable examples that have recently emerged as potentially reducing the amount of parkland that could be conveyed to municipalities in the future. The first is Bill 73, which has passed first reading (i.e. it is presently in its second reading and thus has not received Royal Assent), which proposes a change to the alternative standard whereby one hectare per 500 dwelling units would have to be conveyed (rather than the existing one hectare per 300 units). The second is a recent Ontario Municipal Board decision in the Town of Richmond Hill that infers a municipality must justify use of the Planning Act's alternative standard and that application of that standard would cap the amount of land to be conveyed at a fixed percentage (the Board's decision is presently being appealed by a number of municipalities). The City will need to remain apprised of both Bill 73 and the Ontario Municipal Board decisions since either one could mean that: a) taxpayers will be responsible for bearing a higher portion of purchasing needed parklands, assuming that the City continues to target parkland provision according to current levels; and b) the City could potentially have less parkland to service future residents.

The City's Official Plan also contains policies that establish the criteria through which the land must meet to be deemed suitable for parkland dedication.

- Acceptance by the City of any proposed conveyance of land for park and open space purposes shall be dependent upon the intended function, size, location, and physical features of the subject land.
- Parkland and open space lands shall be conveyed to the City in a satisfactory physical condition bearing the full depth of its original topsoil, being free of construction debris, unconsolidated fill or other refuse, and being fenced to the satisfaction of the City.
- Unique physical features shall be preserved wherever possible on parkland or open space lands to be conveyed to the City. Specific protective measures to ensure their preservation and protection may be required.
- Where development or redevelopment is proposed on a site, part of which consists of Hazard Lands in accordance with Section 5.6 of the Official Plan, such areas shall not normally be acceptable as a conveyance for park purposes and the provisions of Section 5.6.6 of the Official Plan shall apply.

In addition to parkland dedication, there are other creative ways to increase the availability of public spaces in intensification areas, including working with the development industry to create recreational spaces directly within apartment building complexes (e.g. rooftop gardens, internal commons, etc.) or utilizing Section 37 of the Planning Act to permit height and/or density bonusing in exchange for publically accessible land on the proposed development. This can result in public common areas in front of buildings or at the corners of an intersection that contain seating, landscaping features, public art, etc. Density bonusing may also be applied to sidewalk improvements, in order to facilitate a better pedestrian experience particularly where key links or high volume use occurs in the pathway system.

As articulated in Section 2.6.3.1 of the Oshawa Official Plan, the City acquires parkland through a number of mechanisms including land dedications, funding from municipal and senior governmental sources, donations and gifts, and expropriation. In continuing to maintain an acceptable supply of parkland, other alternative acquisition measures to consider may include:

- land exchanges or swaps, particularly if development is proposed to occur in highly valued natural areas;
- off-site conveyance of parkland;
- negotiating right of first refusal;
- establishment of a Parks Foundation (i.e., community, corporate and/or municipal donations to be put toward parkland acquisition);
- reallocating surplus municipal lands to parks use;

- negotiating access to non-municipal parks and facilities (e.g. through reciprocal agreements) and/or encouraging user groups to access these spaces on their own behalf;
- seek to purchase 'over-dedication' of parkland associated with new development and/or infill areas;
- securing lands where property taxes are consistently in arrears for conversion to parkland, particularly to add parkettes in intensifying established areas; and
- partnership / joint provision of lands with community partners.

With a considerable supply of open space, as well as the demands that a growing population will require for recreational and cultural facilities and services, priority for acquisition should be focused on obtaining parkland for active recreational uses and social gatherings. Opportunities to obtain lands in existing developed areas may arise if commercial, industrial or institutional lands become available for sale. For example, if a local school board considers closure and sale of underutilized or aging schools in an area that is under-supplied with parkland, the City should consider the acquisition of such property for the purposes of utilizing it as parkland, or possibly capitalizing on the school facility itself for programming (e.g., gymnasium, arts space, and/or renovating to include other needed facilities).

Recommendations

- P4. Supplement parkland acquisition policies prescribed in Section 2.6.3.1 of the Oshawa Official Plan with other appropriate means of acquisition, particularly with an emphasis towards securing suitably sized and quality tableland parcels oriented to active recreational and cultural uses.

4.4 Parkland Needs

Based on preceding analysis, the City should strive to provide Neighbourhood, Community and City/Regional Parks at a collective rate of 3.0 hectares per 1,000 population. The City's 485 hectares of recreational parkland results in a current service level of 3.1 hectares per 1,000. Naturalized open spaces and corridors contribute an additional 619 hectares for environmental and passive recreational benefit.

The focus is on maintaining this current level of service for active use parkland over the P.R.L.C. Assessment's 2031 planning horizon. The projection of active parkland needs is articulated based upon if/when the City of Oshawa reaches a certain population threshold (rather than identifying a specific year) for the purposes of the P.R.L.C. Assessment given uncertainty with

respect to short-term population forecasts (Regional Official Plan Amendment No. 128 anticipates Oshawa reaching 197,000 persons by the year 2031).

Oshawa's Development Charges Background Study articulates an expectation that the City will receive 48.5 hectares (120 acres) of new parkland by the year 2024, consisting of 20 hectares (50 acres) of Neighbourhood Parks and 28 hectares (70 acres) of Community and City Parks.¹⁵

As the actual quantum of parkland is yet to be defined pending the development application and approval process, the D.C. Study figure is assumed to be distributed as follows:

- Windfields Part II Plan – 12 hectares are presently illustrated in plans of subdivision showing one Community Park (7 hectares), two Neighbourhood Parks, and a parkette.
- Kedron Part II Plan – 17 hectares to be distributed across one Community Park (12 hectares) and three additional Neighbourhood Parks based on its Land Use Schedule.
- The remaining 19.5 hectares are assumed to be distributed within a number of parkettes and linear park corridors in both Part II Plan areas, as well as through a park parcel(s) integrated within the Oshawa Harbour lands as it develops.

Assuming the 48.5 hectares identified in the D.C. Study is achieved, the service level around the year 2024 is estimated to be 3.2 hectares per 1,000 (using the D.C. Study's early 2024 population, unadjusted for Census undercount, of 165,480 persons). On the basis that parkland contributions estimated in the D.C. Study are fully realized, Table 5 illustrates that the City's overall acreage will serve needs until reaching a population of 175,000 (i.e. without these assumed contributions, the City would need to acquire a minimum of 40 hectares to meet the needs of future populations). Upon reaching a population of 197,000, the City would need to provide 58 hectares of parkland over and above the D.C. Study estimated additions (i.e. 106 hectares without the assumed contributions).

¹⁵ City of Oshawa. 2014. Development Charges Background Study. Pg. D-2.

Table 5: Projected Parkland Requirements by Classification

Population Threshold Attained	158,341 (current)	175,000	185,000	197,000
City/Regional Park Provision Target at 1.0 ha per 1,000 population				
City/Regional Parkland Required	158 ha	175 ha	185 ha	197 ha
City/Regional Park Supply	175 ha	175 ha	175 ha	175 ha
Outstanding Difference	+ 17 ha	0 ha	- 10 ha	- 22 ha
Community Park Provision Target at 0.5 ha per 1,000 population				
Community Parkland Required	79 ha	87.5 ha	92.5 ha	98.5 ha
Community Park Supply	60 ha	60 ha	88 ha	88 ha
Expected Park Additions*	--	28 ha	T.B.D.	T.B.D.
Outstanding Difference	- 19 ha	+ 0.5 ha	- 4.5 ha	- 10.5 ha
Neighbourhood Park and Urban Parkette Target @ 1.5 ha per 1,000 population				
Neighbourhood Parkland Required	237.5 ha	262.5 ha	277.5 ha	295.5 ha
Neighbourhood Park Supply	250 ha	250 ha	270 ha	270 ha
Expected Park Additions*	--	20 ha	T.B.D.	T.B.D.
Outstanding Difference	+ 12.5 ha	+ 7.5 ha	- 7.5 ha	- 25.5 ha
OVERALL PARKLAND TARGET at 3.0 ha per 1,000 population				
Overall Parkland Required	474.5 ha	525 ha	555 ha	591 ha
Overall Parkland Supply	485 ha	485 ha	533 ha	533 ha
Expected Additions*	--	48 ha	T.B.D.	T.B.D.
Outstanding Difference	+11.5 ha	+ 8 ha	- 25 ha	- 58 ha

* Expected Additions are derived from Page D-2 of the 2014 Development Charges Background Study that identifies 50 acres (20 hectares) of Neighbourhood Park along with 70 acres (28 hectares) of City and Community Parkland will be developed by the year 2024 (assumed when the City reaching 175,000 residents). For the purposes of this assessment, the entire 70 acres associated with the latter is assumed to be allocated entirely towards Community Parks since the City of Oshawa’s Part II Plans in Windfields and Kedron (the primary development areas over this timeframe) do not identify any City Parks in these areas.

The potential breakdown of future parks could be as follows, though will ultimately need to be reviewed by the City based upon secondary plans in growth areas, facility fit exercises, and future demographics in relation to facility needs, as planning applications come forward for the development and subdivision of land, etc. Note that the following is provided solely as a guideline based upon the analyses contained herein and will need to be confirmed through subsequent planning works. For the purposes of the P.R.L.C. Assessment, minimum park sizes articulated in Section 2.6.2.2 of the City of Oshawa Official Plan were considered.

- **An additional 22 hectares of City/Regional Parks are required** over and above the current supply. With the Official Plan inferring a size greater than 12 hectares, a minimum of 1 new City/Regional Park would be required. Based solely upon application of the proposed service level standard, it is estimated that this park(s) would be required when the City's population reaches between 185,000 and 197,000 persons, generally aligning to the timeframe being proposed for a new community recreation centre and library (see the analyses contained in the Sections regarding Recreation Facility and Library Provisioning Frameworks) which would optimally be accommodated in a City Park setting.
- In line with analyses in the Recreation Facility Provisioning Policy Framework Section, Community Parks will be required to accommodate the land intensive outdoor recreation facilities (e.g. rectangular fields) that have been recommended and provide a contingency in the event that sports fields need to be relocated pending the outcomes of a future master planning exercise for the Oshawa waterfront. Assuming that 28 hectares of Community Parkland is obtained as identified in the D.C. Study, **the addition of 10 additional hectares** (representing a total of 38 hectares) would be required by the time the City's population reaches 197,000 persons. This total quantum of 61 hectares represents at least 7 Community Parks based on the 8 hectare minimum size articulated in Section 2.6.2.2 of the Oshawa Official Plan, though it is envisioned that the Oshawa Harbour Lands could reconcile a sizeable portion of this requirement depending upon its ultimate redevelopment model thereby reducing the number of actual Community Parks to be constructed.
- On the D.C. Study's assumption that 20 hectares of Neighbourhood Parkland will be acquired over the next decade, **an additional 25.5 hectares of Neighbourhood Parks and/or Urban Parkettes are also expected to be required** between 2026 and 2031, most likely to be located in the Columbus Part II Plan area and in areas of infill and intensification. Subject to confirmation, some of this acreage could be distributed across Linear Park typologies consistent with the Windfields and Kedron Part II Plan models.

The noted approach will result in the targeted level of service being achieved, recognizing that the 106 hectares required (which includes the D.C. Study assumptions) represents a significant quantum of land which may be difficult to obtain since:

- 1) The **Kedron and Windfields Part II Plan areas already have established a defined quantum of parkland**, meaning that the Columbus Part II Plan area would be the last opportunity to meaningfully reconcile outstanding park requirements resulting from the Official Plan's service level ratio. That being said, consideration of some Community and Neighbourhood Parks as Linear Parks and natural corridors could offset the need to develop the traditional 'manicured' park generally embodied through the Community and Neighbourhood Park template (noting, however, Linear Parks are not optimally suited to active uses such as playing sports on fields, hard surface courts, etc.).
- 2) **Parkland dedications alone are unlikely to contribute such a quantity**. Generally speaking, G.T.A. municipalities have only been able to leverage approximately 1.2 hectares per 1,000 residents through historical contributions from Planning Act conveyances alone, meaning that municipalities themselves have had to obtain a much greater share of parklands through other means including direct purchase through the tax base.

In addition, historical observations generally reveal that municipalities require between 2.2 and 2.6 hectares of **quality tableland** per 1,000 residents to solely meet their active recreational and cultural demands, largely due to the size of facilities such as sports fields, hard surface courts, splash pads, etc. along with their supporting amenities such as circulation areas and buffers between park uses and adjacent properties (passive use, undevelopable parklands tend to make up the remaining 0.4 to 0.8 hectares per 1,000). A breakdown of Oshawa's 485 hectares defined according to Official Plan typology reveals that 265 hectares (55%) is conducive to active park uses, thus amounting to a service level of 1.7 hectares per 1,000 population.

For this reason, it is important that the City targets the acquisition of useable, developable tablelands capable of accommodating active recreation and cultural facilities. Whereas the 3.0 hectares per 1,000 target considers active uses, it also integrates a portion of passive lands such as naturalized or undevelopable/unsuitable areas for facilities or other amenities within parks falling under the parkland classification system.

In order ensure sufficient parkland exists to meet the need for active uses among future residents, the City should **target the acquisition of quality tableland parcels** capable of being actively used at a rate of 2.2 hectares per 1,000 **new** residents. This rate of provision has been demonstrated to achieve the necessary quantum to meet needs associated with sports fields and other outdoor facilities identified in the P.R.L.C. Assessment's recreation and cultural

facility assessments. With approximately 39,000 new residents expected between now and the end of the planning period, this active parkland rate would amount to a need for 86 hectares of developable tableland parks. This should be considered the minimum amount of land to be acquired, with additional lands obtained as required to supplement passive park uses and strive to attain the full 3.0 hectares per 1,000 as proposed for the parks system as a whole.

Recommendations

- P5. Based upon the parkland service levels proposed in Recommendation P3, Oshawa will require an additional 106 hectares of parkland upon reaching a population of 197,000.
- P6. Of the total parkland requirement articulated in Recommendation P5, a minimum of 86 hectares are required in the form of developable tablelands capable of accommodating active recreational and cultural facilities. The balance of outstanding parkland requirements can be satisfied at the City's discretion through either active or passive recreational and/or cultural purposes.

4.5 Waterfront Parks

Oshawa's waterfront is a major community asset and one of the park system's defining features. It is home to a number of parks, natural areas, and the Waterfront Trail that are used by thousands of residents and visitors every year. The City of Oshawa's Waterfront Master Plan¹⁶ involved extensive community consultations to define the vision for how waterfront is to function over the long term. Through this document, the vision for Oshawa's waterfront is an "Urban Waterfront Jewel" and identified policies and recommendations for the following six precincts:

- i) Lakefront West Park and Maurac Lands Precinct
- ii) Stone Street Residential Precinct
- iii) Stone Street Park and Pumphouse Marsh Precinct
- iv) Lakeview Park and Lakewoods Park Precinct
- v) Oshawa Harbour Precinct
- vi) Second Marsh and McLaughlin Bay Wildlife Reserve Precinct

¹⁶ Brook McIlroy Inc. City of Oshawa Waterfront Master Plan: Draft Preferred Waterfront Master Plan. May 2011.

Figure 11: Waterfront Master Plan Boundary



Source: Brook McIlroy Inc. 2011. City of Oshawa Waterfront Master Plan.

The City of Oshawa Official Plan also reinforces the significance of the waterfront to the community. Specifically, Section 5.5.2 of Official Plan articulates the following key policy statements regarding the Lake Ontario Waterfront.

- “The City recognizes that the Lake Ontario waterfront is an important ecologically sensitive area”;
- “The City shall, where feasible, promote and undertake initiatives to provide public access to and along City-owned waterfront lands having regard to the protection of ecological and environmental features of the shoreline”; and
- “The City shall acquire waterfront lands where feasible and subject to the availability of funding, and shall integrate such lands with other City-owned lands in accordance with any Council approved program for the acquisition of lands.”

Section 2.15 of the Official Plan also identifies a ‘Special Waterfront Area’ generally located between the Industrial area associated with the east side of the Oshawa Harbour and the Oshawa Second Marsh. The Official Plan states that “These lands may be used for certain prestige industrial and office uses; cultural and community uses; and open space and recreation uses” subject to a number of considerations most notably focused upon maintaining the ecological integrity of Second Marsh and mitigating environmental impacts to the shoreline as a whole.

The Oshawa waterfront already exhibits many best practices observed in other successful waterfront communities. Examples of these include:

- Creating linkages and multi-modal connections to the waterfront through the Joseph Kolodzie Trail connection to the Waterfront Trail, availability of transit, and the provision of parking (though the latter is somewhat limited in relation to the level of intensity of use).
- Integrating a mix of land uses in and around the waterfront areas including but not limited to the presence of residential and commercial lands, the diverse range and functions of the green spaces.
- The many comfort amenities along the Waterfront Trail and within the parks including seating areas and benches, shade structures, washrooms, and wayfinding signage.
- The City’s beautification efforts and focus on horticultural displays as evidenced by the gardens, recent coniferous and deciduous tree plantings, the maintenance staff centralized at Lakeview Park, etc.
- Provision of interpretative signage and lookouts to educate the public about the natural heritage system and shoreline areas through which they are travelling.

- Provision of quality recreational infrastructure such as the playground at Lakeview Park and the Lakefront West Park ball diamond complex.

It is of utmost importance that the waterfront facilities continue to be accessible to residents. This means that trail connectivity is paramount, and parks need to be provided with sufficient parking spaces given that they are attracting users from the wider Oshawa community. As well as a recreational amenity, the Waterfront Trail serves as a destination area for tourism. Given the high level of use along this trail, as well as the increase in usage that can be expected with a growing population (and tourism profile), the City should give consideration to widening appropriate sections of the Waterfront Trail to provide designated paths separating pedestrians from cyclists/inline-skaters as a precautionary means to ensure user safety.

The City should continue to enhance the waterfront through ongoing implementation of the Waterfront Master Plan. In doing so, the City should continue to explore the addition of appropriate amenities, ongoing beautification efforts and infrastructure development. The waterfront area is also a space that can provide opportunities for a number of other uses such as angling, boating, canoeing/kayaking, birdwatching, kite flying, cultural expression, photography, etc. and should be supported with appropriate amenities (e.g. piers, boat launches, beach areas, etc.) where appropriate. The expansion of tourism-based infrastructure will create capacity and support for water-related activities and events (i.e. through extension of municipal servicing and development of trail extensions, special event/entertainment venues, gazebos, concessions and leasable space, etc.).

The following pages specifically focus upon park areas contained within the six precincts identified in the Oshawa Waterfront Master Plan, namely Lakefront Park West, Stone Street Park and Pumphouse Marsh, Lakeview Park, the Oshawa Harbour Lands, and Second Marsh and McLaughlin Bay Wildlife Area (though it is recognized that there may be other parks and natural areas that form part of the broader waterfront such as Southmead Park,).

Lakefront West Park

Lakefront Park West is the western-most park along Oshawa's Lake Ontario waterfront. It contains eight ball diamonds, grouped into two pods of four, with a concession/change room pavilion, open spaces, and a section of the Waterfront Trail. The 2011 Waterfront Master Plan reinforced findings from a park-specific master plan conducted in 2002, with the former articulating the following directions for the Lakefront Park West through its preferred concept:

- Implementing outstanding elements from the 2002 Lakefront West Park Master Plan including construction of an entry feature at the Oshawa-Whitby border, enlarging an existing parking lot and constructing a new one, undertaking additional tree plantings, and developing viewing platforms along the waterfront trail.

- Reserving the parcel of land at the southwest corner of Phillip Murray Avenue and Stevenson Road for active uses.

With respect to the 'active uses', these are not defined in the Waterfront Master Plan and thus the P.R.L.C. Assessment recommends that this area of Lakefront West Park should be allocated to sports fields. This course of action will provide an option for the City in which to either meet future sports field needs (refer to Sections 5.11 and 5.13) or provide a plausible venue in which to relocate sports fields from Lakeview Park should its proposed park-specific master plan (as will be discussed in the paragraphs that follow) deem it necessary to refocus the park to more passive recreational use. In support of retaining this park as a waterfront sports field complex (with other ancillary uses), it is also recommended that the City investigate options to replace the existing pavilion with an appropriately sized and located facility that includes amenities for park and sports field users, as well as Waterfront Trail users.

Stone Street Park and Pumphouse Marsh

Abutting the South Oshawa Community Centre, G.L. Roberts Secondary School and Lakewoods Public School is Stone Street Park and a naturalized area known as Pumphouse Marsh Wildlife Area. In addition to a section of the Waterfront Trail, the park contains four tennis courts, a basketball court, a large open field and naturalized areas.

The 2011 Waterfront Master Plan reinforced findings of a park-specific master plan prepared in 2005 for Stone Street Park. Through the Waterfront Master Plan's preferred concept, a number of directions were articulated including:

- Implementing outstanding elements from the 2005 Stone Street Park Master Plan including trail improvements, installation of entry features, and relocating the playground.
- Undertaking improvements to the hard surface courts (also supported through the City's 2010 Hard Surface Court Review).
- Various naturalization efforts.

Of note, a separate master plan exists for Pumphouse Marsh. In line with the City's natural heritage evaluations, this document would benefit from an update undertaken in conjunction with any actions to Stone Street Park, thereby ensuring the Marsh is subject to a continued level of restoration, management and ecological integrity.

Lakeview Park

As one of the largest urban parks in the G.T.A., Lakeview Park offers a multitude of active and passive recreational activities through its open spaces, eight sports fields (three ball diamonds and five rectangular fields), seating areas, playground/splash pad, the Jubilee Pavilion (privately

operated), the Oshawa Community Museum and the Waterfront Trail. Immediately adjacent to the 'green' areas of the park is Lakeview Park Beach, which is presently the only supervised municipal beach area. The beach integrates its own parking lot, a washroom structure and lifeguard station, sand volleyball courts, and a playground.

Part of the success of the park is due to the diversity of use and activity that can take place, as there is very likely 'something for everybody' at this location and in many respects functions as an outdoor version of a multi-use community centre. However, it is also because of the considerable intensity of use that Lakeview Park is subject to many pressures including the volume of users. During peak months (generally during the summer), thousands of residents from Oshawa, Durham Region and parts of the G.T.A. visit Lakeview Park on a daily basis, particularly during weekends. Due to its growing popularity, the park is a preferred destination for family events of all size, sporting events and tournaments, and festivals and special events (e.g. Canada Day, Autofest, Ribfest, charity fundraisers, etc.). Lakeview Park is also generating significant demands for picnicking, something that is consistent with trends that show such uses and informal outdoor gatherings are re-emerging in popularity.

A recent Staff Report to City Council indicates that the significant volume and diversity of use is creating conflicts, some of a serious nature. It cites a concern from local residents that the opportunities to enjoy their local beach for family outings is becoming limited, large groups of picnickers (including bus trips) are taking up a sizeable area of the park without a permit, and in particular constraints on vehicular parking.¹⁷ The parking constraints are most noticeable when multiple sports fields are in use combined with a special event occurring in another part of the park and/or general park usage as many residents and visitors are drawn to the park for its natural beauty. In addition, the Jubilee Pavilion is booked for weddings, receptions, banquets and other similar events which also creates demands for parking – it is understood that an expansion to the Jubilee Pavilion is presently being contemplated, something which if implemented could exacerbate pressures on the supply of parking.



¹⁷ City of Oshawa Staff Report CS-15-55 to the Community Services Committee. February 17, 2015. Operational Changes and By-law Enforcement at Lakeview Park.

Oshawa's Waterfront Master Plan states that "the City should develop a detailed Master Plan based upon passive and self-directed recreational uses increasing over time. The Master Plan will also examine how the entire area can be designed to function as one space in conjunction with additional park land proposed in the adjacent Harbour Area. The Master Plan will investigate opportunities to achieve a 4 season park." In light of the pressures being placed upon the park due to the intensity of uses, it is recommended that the City implement this recommendation of the Waterfront Master Plan and consider, at a minimum:

- Undertaking a community engagement and consultation program oriented to the future of Lakeview Park;
- Based upon community input and best practices in waterfront park development, determine the desired role and function of Lakeview Park, namely whether it should be oriented primarily to active or passive recreational use (or continue to provide a mix of both active and passive opportunities as it does now);
- Considering the role and function of Lakeview Park in relation to the adjacent Oshawa Harbour lands and natural heritage/environmentally sensitive lands;
- The feasibility of integrating a new visitors centre as part of the Oshawa Community Museum (see Recommendation C4);
- If the function is deemed to provide a more passive recreational experience, then all or some of the sports fields should be relocated, potentially to Lakefront Park West or a new community park in one of the future secondary planning areas (e.g. Windfields, Samac, etc.); and
- Areas in which to increase the supply of vehicular parking to a level that is appropriate for the envisioned type and level of use.

Pending confirmation by the recommended Lakeview Park Master Plan, the City should relocate all of the ball diamonds (also refer to Section 5.13), noting that the Legion Diamond has a certain historical sentiment and/or cultural value attached to it and thus consultation with sports field users is required prior to relocating any facilities. Preliminary conversations with Baseball Oshawa suggest that any relocation would need to be accompanied by the provision of diamonds designed in a manner to better meet the needs and provide a quality playing experience as required by that organization. Consideration should also be given to relocating one or more rectangular fields subject to land availability elsewhere in the City to continue to co-locate multiple fields as much as possible.

The intent of relocating active, programmed sports fields is to reduce the intensity of use that is occurring to the detriment of the park experience when considered in conjunction with all of the other activities that are taking place there. A repurposed sports field could be converted to a passive use open space, provide additional picnicking opportunities or an expanded special

event area, provide a new type of sporting activity (e.g. frisbee golf is growing in popularity and its unstructured, passive nature would lend itself well to the waterfront setting), or be the focus of re-naturalization efforts.

Oshawa Harbour Lands

The Oshawa Harbour has a long history dating back to use of the present harbour area by First Nations and early European pioneers. The Oshawa Harbour was officially opened by Transport Canada in 1930 and was operated by Transport Canada until the creation of the Oshawa Harbour Commission and subsequently the Oshawa Port Authority.

In April 1966, the City of Oshawa transferred approximately 61 acres of land to the federal government for harbour purposes and the growth of the local economy, though land-ownership issues arose due to conflicting visions regarding land use which ultimately led to federal government transferring a portion of these lands back to the City through a negotiated settlement agreement.

Under the settlement agreement, the City has re-acquired a total of approximately 19.4 hectares (48 acres) of land located near the Oshawa Harbour, some of which has been or is in the process of being remediated given its industrial past. The most significant portion is 8.4 hectares associated with the former marina lands, along with 9.3 hectares located on the east side of Simcoe Street South, south of Harbour Road. The City has undertaken measures to enable portions of these lands to be used for special events at Lakeview Park and currently plans to open up all of these lands for public uses after further environmental remediation.¹⁸ Discussions with City Staff indicate that environmental assessments are nearing completion but there is still a fair amount of remediation that needs to be completed prior to allowing the lands for public use.

In terms of a vision for the Oshawa Harbour, the 2011 Waterfront Master Plan articulated certain discussions though it is understood that there remains mixed opinions regarding the future of the lands. Most notably, the Waterfront Master Plan advanced the development of a marina and boat launch along with a mixed-use residential development (pending the resolution of environmental issues) on the north side of Harbour Road largely on the basis that reopening/expansion of the Marina has the potential to act as a catalyst to revitalize the north and west sides of the Harbour. Parkland and trail connections were also identified.

In implementing its desired course of action for the Oshawa Harbour, the City needs to explore how this area can benefit all residents not only through the provision of additional waterfront parks and open space, but also how to facilitate access to marine uses such as fishing, boating,

¹⁸ City of Oshawa website. Retrieved on May 12, 2015 from http://www.oshawa.ca/cit_hall/harbour-background.asp#2010Settlement

etc. For example, progressive waterfront communities provide facilities to encourage marine uses through public boat launches, accessible fishing platforms, floating piers etc., something that Oshawa should also contemplate as it implements its vision for the Harbour.

With a Master Plan being recommended for Lakeview and Lakewoods Park, the scope of that initiative should be broadened to include the Oshawa Harbour lands in order to ensure that a holistic, integrated strategy is prepared for these specific waterfront areas. In doing so, the City can ensure that the appropriate mix of facilities is provided and supported by the requisite amount of infrastructure (for example, removal of sports fields from Lakeview Park could potentially reduce some vehicular parking pressures presently accommodated through the Harbour lands, provided the eventual vision does not create net new demands for parking).

Second Marsh and McLaughlin Bay Wildlife Area

Second Marsh Wildlife Area is a unique ecosystem that the City manages in partnership with Conservation Authority (ecosystem monitoring), Ducks Unlimited (water system management), and Friends of Second March (educational programming). The marsh is a Provincially Significant Wetland and Area of Natural and Scientific Interest (A.N.S.I.), known for its significant biodiversity and as an important staging area for migratory birds. It abuts McLaughlin Bay Wildlife Area that is owned by General Motors who partner with the City to provide public access the area. Darlington Provincial Park is also located alongside Second Marsh and McLaughlin Bay, collectively creating a large tract of ecologically valuable land that forms a significant ecosystem along the Lake Ontario shoreline.

The Waterfront Master Plan identifies that continued rehabilitation and enhancements to Second Marsh and development of its potential as a waterfront destination are well underway, and its key directions relate to the need to enhance accessibility and particularly the connections between this area and the rest of the Waterfront. In addition to these improvements, a greater focus should be placed upon increasing opportunities for education and interpretative opportunities for the general public, and should be explored in consultation with appropriate partners such as the Conservation Authority, Ducks Unlimited and the Friends of Second Marsh. This direction is consistent with the Second Marsh Management Plan (2002).

In doing so, the City and its partners will help to strengthen the ecological integrity, community understanding, and the value of Second Marsh, McLaughlin Bay Wildlife Area and Darlington Provincial Park. It is an area containing both natural and cultural heritage assets, and one in which appropriate recreational activities take place, making it highly unique in terms of its ability to service parks, recreation and cultural interests. The City should reinforce the importance of Second Marsh and McLaughlin Bay Wildlife Area through a renewed commitment to conservation while continued partnerships with organizations such as (but not limited to) the Central Lake Ontario Conservation Authority, Friends of Second Marsh and Ducks Unlimited are encouraged to assist with physical, functional and program-related

improvements to be carried out as part of implementing the Second Marsh Management Plan and City of Oshawa Waterfront Master Plan.

Recommendations

- P7. Subject to any required community consultations and/or refinements to the Draft Preferred Concept of the Waterfront Master Plan, implement the directions of that Master Plan as appropriate as it pertains to its six precincts.
- P8. Through Recommendation P7, proceed with the City of Oshawa Waterfront Master Plan (once finalized) draft preferred option regarding Lakefront West Park including exploring the feasibility of integrating additional sports fields (potentially a minimum of two ball diamonds and one rectangular field as per Recommendations R22 and R28) in the parcel of land southwest of Phillip Murray Avenue and Stevenson Road, and rejuvenating the existing concession and change room pavilion.
- P9. Through Recommendation P7, proceed with the City of Oshawa Waterfront Master Plan (2011) direction to “Prepare Master Plan for Lakeview Park and Lakewoods Park and prepare an implementation strategy.” This initiative should be undertaken concurrently with a Master Plan and visioning exercise for the Oshawa Harbour given the inherent synergies between these waterfront park parcels.
- P10. Reinforce the importance of Second Marsh and McLaughlin Bay Wildlife Area through continued commitments to conservation and partnerships with organizations such as (but not limited to) the Central Lake Ontario Conservation Authority, Friends of Second Marsh and Ducks Unlimited to assist with physical, functional and program-related improvements. A study that evaluates uses occurring within Second Marsh in relation to preservation efforts is recommended to be undertaken in concert with partners.

4.6 Areas for Urban Agriculture and Horticulture

Community Allotment Gardens

Gardening is one of the most popular forms of leisure activity in Canada and visits to public gardens and historic sites is expected to increase as the population ages and demands more passive types of outdoor leisure activities. Furthermore, trends towards higher density forms of housing are resulting in more residents living with smaller (or no) yards thereby restricting their ability to plant and maintain their own gardens. Allotment gardens (e.g., community garden plots, “Plant a Row – Grow a Row” programs, etc.) are being embraced by municipalities seeking to beautify their communities and supplement a growing reliance on the public realm for personal use.

Community allotment gardens involve community members directly maintaining their own individual plots. These gardens encourage social interaction, horticultural education and awareness of the benefits of healthy diets, while they can also enhance safety within parks due to the presence of gardeners during the early morning and evening hours. Community gardens fit well with the City’s diversifying cultural population, objectives surrounding food security, and its aging population as older residents may be more inclined to participate in such activities. Discussions during the Parks, Trails, and Outdoor Recreation Facility Users Focus Group revealed the following with respect to community gardens:

- Those involved in allotment gardens notice a trend whereby young families are becoming involved in food gardens, driven by a greater awareness surrounding sustainability, food security and a growing consciousness of where food is coming from (due to use of pesticides and genetically modified foods);
- groups are receiving many program requests such as how to compost, create pollinator gardens, grow plants on balconies (for apartment dwellers), etc.;
- local community gardens have become a place for interaction, socialization and neighbourhood pride; and
- community volunteers with horticultural expertise have a desire to establish teaching gardens for vegetables and other plants in order to pass their knowledge along to other interested residents.

Consistent with best practices, the City of Oshawa utilizes a community development model with respect to the provision of community allotment gardens. Two community gardens are presently on City-owned lands located at the Legends Centre (approximately 48 plots) and North Oshawa Park (known as the Mary Street Community Garden, which has 40 plots), both of which are operated by community-based steering committees with support from the Durham Integrated Growers. Discussions with the community suggest that there is a waiting list for

these two gardens. Other community allotment gardens that operate in the City include the Grassmere Garden of Health (at the Oshawa Community Health Centre), the Windfields Community and Teaching Gardens (operated by Durham Integrated Growers), and the Albert Street Community Garden (also known as 'the Pepper Patch' which is located on an undeveloped residential lot and operated by We Grow Food). A community allotment garden was also recently established at Cordova Valley Park in the spring of 2015.

Building upon the success of allotment gardens on City and privately owned properties, the demand for these spaces and commitment by community volunteers provides an impetus for the City to provide additional sites on a case-by-case basis. Opportunities to do so include integrating allotment gardens into appropriate park sites, at the Neighbourhood, Community and City Park levels so long as they are consistent with the City's Community Garden Procedure which prescribes site selection criteria, volunteer or organizational responsibilities and governance, etc.

Potential locations include Stone Street Park (the secondary school has a greenhouse and horticultural program, creating potential partnership synergies) and/or Lakewoods Park. Both of these parks are located in the Lakeview neighbourhood area that exhibits a number of high social vulnerability criteria (as defined by Durham Region's Health Neighbourhoods Project). Inclusion of community gardens at these possible locations should be investigated further through the proposed Lakeview and Lakewoods Park Master Plan. A site in proximity to the O.V.B.G., but not necessarily within it, could also be considered since it aligns with the horticultural focus of that site while such a centralized location would be accessible, walkable, in proximity to medium and higher density forms of housing, and would also serve a number of vulnerable populations identified through the Region's Health Neighbourhoods Project.

Recommendations

P11. In consultation with residents, volunteers and local horticultural organizations, determine the suitability of existing and future City of Oshawa parks in which to integrate additional community gardens on a case-by-case basis. Provision of these gardens should largely be contingent upon community volunteers contributing resources to their management, upkeep and general operation based on the City's current Policies and Procedures.

Oshawa Valley Botanical Gardens

The Oshawa Valley Botanical Garden (O.V.B.G.) is a unique destination within the local parks system. It features a large peony garden and other plants, rock and water features, seating and walking areas, and integrates architectural details (such as the pedestrian footbridge) with

public art (namely the ornamental gazebo) to create a high quality visual experience. The O.V.B.G. is unique in the sense that it is a park whose emphasis is placed upon cultural identity, and is supplemented by traditional recreational uses sought in local parks such as unstructured play and formal playground structures.

The park is strategically set along the Joseph Kolodzie Trail providing connectivity to the downtown and the Waterfront Trail. Opportunities to improve the park should be considered through the continued implementation of the O.V.B.G. Master Plan though there may be future redevelopment opportunities depending upon whether Children’s Arena continues to operate in its current form or is repurposed to another use. Further, there are potential synergies with the nearby Parkwood Estate to align resources and marketing as a central horticultural hub with proximity to the downtown. The success of the Peony Garden and the Peony Festival provides a strong basis in which to consider similar plant collections and related festivals, with an example being a recent proposal for a Daylily Garden. Another outstanding action is to consider the creation of a ‘Friends of the O.V.B.G.’ to support efforts such as long-term development, special events, maintenance and marketing.

Recommendations

P12. Continue to implement the Oshawa Valley Botanical Garden Master Plan, although adjusting key priorities as necessary in order to further objectives of the P.R.L.C. Assessment and other municipal initiatives. Such efforts include, but are not limited to, aligning with downtown revitalization initiatives, exploring potential synergies within the envisaged ‘Cultural Campus’ (see Recommendation C1), and complementing future use/re-use(s) ultimately determined for Children’s Arena and the Parkwood Estate.



Horticultural Displays

In addition to allotment gardens, many principles related to progressive land use planning movements such as New Urbanism, Creative Cities, etc. involve centering significant residential and commercial areas around key focal points, including **public/horticultural gardens** and landscaped parks. It is envisioned that by creating such destinations, people will be drawn to utilize the public space and, thus, fosters vibrancy and economic prosperity through socialization and the creation of a positive ambiance in the community node. An interesting point that was raised by a soccer organization at one of the Focus Groups was that parents often request gardens and other elements that form an interesting and engaging park in the parks where sports fields are located (e.g. attractive designs, walking paths, etc.). This allows the parents to exercise while their children have soccer practice or game, with North Oshawa Park/Northview Park cited as an example where parents venture into the garden or walk around the park.

The City also provides floral beds and other plantings as part of its land development and placemaking initiatives through boulevard buffer strips, entrance gardens in subdivision entrances, etc. The City's commitment to beautification through plantings is laudable as it helps to define a 'sense of place' and helps foster community pride. The City has been involved with the Communities In Bloom movement and "Doors Open" events that have benefited Oshawa through greater community involvement and awareness for local horticultural entities.

The City takes on the majority of maintenance efforts for its horticultural gardens, though from time to time it partners with certain organizations for special or unique projects. Some municipalities have had success in developing community-based partnerships with horticultural organizations, neighbourhood associations, B.I.A.'s, etc. to plant and maintain horticultural displays while providing a means for sponsorship, cost sharing, and volunteer assistance. The key to such partnerships is having a strong, committed base of volunteers and partners in place otherwise gardens could become unsightly areas if partners can no longer fulfil their duties which can happen for a number of reasons including losing internal expertise if a volunteer moves to another municipality, lack of future interest or succession within an organization, etc.

The City should continue its practice of providing horticultural displays at appropriate destinations including major parks, recreation and cultural facilities, library branches, high profile or high visibility intersections, etc. as part of its continued commitment to civic beautification. However, such a commitment will require the City to devote additional human and financial resources towards the ongoing maintenance as discussions with City Staff indicate that resources are already stretched after factoring horticultural displays within the broader public realm including residential subdivisions and commercial areas. The City should prepare a horticultural business plan that involves Staff from the Parks Services Division, the Development and Urban Design Division, and the Recreation and Culture Services Division. The

purpose of this internal business plan is to align corporate objectives as it pertains to horticultural plantings through revisiting planning policy (e.g. site plan control), prioritizing key locations where plantings are encouraged, exploring where community-based partnerships may exist, and the level of staffing and financial support required to carry out horticultural aspirations.

Recommendations

P13. Prepare an inter-departmental business plan to align corporate objectives and define resource requirements associated with current and future integration of horticultural displays on municipal lands.

4.7 Off-Leash Parks

Harmony Valley Off-Leash Dog Park provides a high quality experience for residents to enjoy nature and socialize their dogs in a 10 hectare (25 acre) off-leash setting. The park is owned by the City of Oshawa and operated by ODAWG (Oshawa Durham Area Walkers Group) who are responsible for general park maintenance, park improvements and delivery of education sessions for pet owners. The park contains six trail loops spanning seven kilometers in total ranging from easy to challenging levels of difficulty.

Representatives from ODAWG participated in the Community Launch Event and a Focus Group, providing the following insights:

- They estimate between 400 and 1,000 persons visit the park each day.
- A desire to integrate more accessible trails for wheelchair users along with general trail-related improvements.
- A desire to extend their operating hours (but would require lighting), in order to alleviate peak time pressures by allowing use in the evening, improve safety and visibility during later hours, and would be of great benefit in the fall and winter months when darkness sets much earlier.
- A belief that an off-leash park is needed in the south end, and that they would like to see an expansion of the leash-free zone into the northern portion of Harmony Valley Park in order to take some pressure off the existing park which is often very busy.
- Appreciation for any assistance that could be provided in maintaining the park since level of use is far more than they ever envisioned. Specific examples noted included assistance with garbage pick-up and undertaking drainage improvements.



Moderate support for dog parks was also expressed through the statistically representative survey that recorded 22% of households having used an off-leash park in the past twelve months, although ranking it as the seventh most popular activity. Mixed opinions were received as whether to invest additional public funds into such a facility with 44% support and 24% opposition, ranking as the fifteenth highest priority (out of twenty-one).

Off-leash areas have become much more common in Ontario municipalities over the past decade, though there are no measurable provision standards for the development of leash-free dog parks, as this facility type is generally assessed based on qualitative needs. Municipalities typically consider the provision of leash-free dog parks on a case-by-case basis if significant local demand exists for such a facility and if there is a willing community organization with the ability and resources to operate a leash free dog park. The partnership with ODAWG appears to have been a successful endeavour thus far.

The level of use at Harmony Valley Dog Park is seemingly strong based on input provided by ODAWG and observations at the time site visits were conducted for the P.R.L.C. Assessment, although this is not formally tracked by the City. The need to consider the expansion of off-leash areas is justifiable in Oshawa based upon:

- The level of use at the existing dog park, which can be expected to increase as residential communities north of Taunton Road continue to experience considerable population growth;
- Housing trends in the G.T.A. towards medium and high density forms of residential development where personal backyards are small or non-existent thus increasing reliance upon public space for exercising dogs; and

- National and provincial trends suggest that pet ownership is on the rise, particularly among older adults and seniors who rely heavily on off-leash exercise since some of these individuals may not be able to walk their pets as far as a younger person might.

As a former conservation area, the environmental and ecological impact of expanding the leash-free zone northwards within Harmony Valley Park should first be assessed through a comprehensive evaluation of the impacts on the overall ecological integrity of the park. This is raised as an issue since leashed dogs tend to have a much less impact on flora and fauna in a park compared to being run off-leash where they could potentially alter the habitat and wildlife population counts. It will also be important to consider how the site will handle the additional vehicular parking requirements of expansion, while consultation with non-dog owners will also be important to reflect sentiments of residents who current make use of the 'on-leash' portion of the park.

The City and ODAWG should explore the feasibility of establishing a second off-leash dog park in another part of Oshawa (e.g. west of Simcoe Street) to balance distribution using a site-selection process that considers a number of criteria including, but not limited to:

- safety of other park users and residents;
- appropriate zoning and compatibility with adjacent land uses;
- providing an appropriate buffer from residences, schools and environmentally sensitive areas (buffers can range anywhere from 15 metres to 100 metres);
- ensuring long-term access for dog parks (i.e. a site should not be chosen if it is intended to be redeveloped in the short to medium term);
- the park is of appropriate size (1.0 to 1.5 hectares is an ideal size for high volume dog parks, though the appropriate size must consider local circumstances such as the ability to manage and maintain the given park area) – as an example, the previously noted surplus in ball diamonds may create an opportunity through adaptive re-use;
- the site is accessible from an arterial or primary collector road, and provides sufficient parking, provision of benches, water fountains, waste containers, etc.

Off-leash parks can be designed as traditional open space parks or as natural park areas with trails and corridors for walking. Many off-leash parks designate separate fenced areas for large and small dogs, provide amenities such as benches and shade structures for owners, may be serviced with water and electricity, and have double gated (paddock) entry.

Regardless of whether the existing dog park is expanded and/or if a new location is selected, ODAWG (or a suitable alternative community partner) should be able to demonstrate that it has the capacity to fundraise for the capital costs, along with having the resources necessary to operate the additional off-leash area(s). Ongoing monitoring of the existing and proposed off-

leash areas should be undertaken to determine whether additional off-leash areas need to be provided within or after the current planning period.

Recommendations

P14. Secure a second off-leash park to balance geographic distribution, provided that the City's partnership-based operating model is maintained through an agreement with a third party such as ODAWG.

P15. Undertake an ecological study and/or management plan for Harmony Valley Park to determine whether the existing off-leash area can be expanded without adversely compromising the ecological integrity of the park, and that sufficient vehicular parking can be accommodated to support any capacity added through expansion.

4.8 Active Transportation and Trails Network

Active Transportation

Active Transportation refers to human-powered modes of travel which are intended for recreational or utilitarian purposes (i.e. non-motorized travel for the purposes of accessing all aspects of daily life). While the most common forms of active transportation are walking and cycling, other examples include running, skateboarding, skating, snowshoeing or cross-country skiing, and use of non-mechanized wheelchairs.

Active transportation infrastructure is a critical part of an efficient and sustainable transportation system by reducing the number of motorized vehicles on the road, consumption of land required for road-based infrastructure, as well as the amount of capital expended on road construction and maintenance. The availability of active transportation choices brings a number of benefits to individuals and their environment, notably by shifting travel from automobiles to non-motorized modes of transport, thereby improving elements of human health pertaining to:

- Air and water quality by minimizing vehicular emissions such as carbon dioxide and ground level ozone, which positively contributes to ecological and human health;
- Increasing physical activity which has positive health effects such as reducing levels of obesity and chronic diseases such as diabetes and heart disease;
- Community and social vibrancy by encouraging compact developments and more livable communities where people are more likely to have personal contact with each other; and

- Financial well-being by reducing expenditures on gasoline and certain vehicular costs (such as parking, less frequent oil changes), as well as health care (which benefits society as a whole through lower taxes).

The City of Oshawa's Integrated Transportation Master Plan (I.T.M.P.), when complete, will guide the development of a sustainable, integrated, and multi-modal transportation system for generations to come. Enhancement of the City's active transportation network is one of the core focuses of the I.T.M.P. to ensure that cycling and pedestrian transportation options connect users to key destinations. While the scope of the P.R.L.C. Assessment excludes detailed analyses of trails system, it considers the I.T.M.P.'s comprehensive assessments and findings.

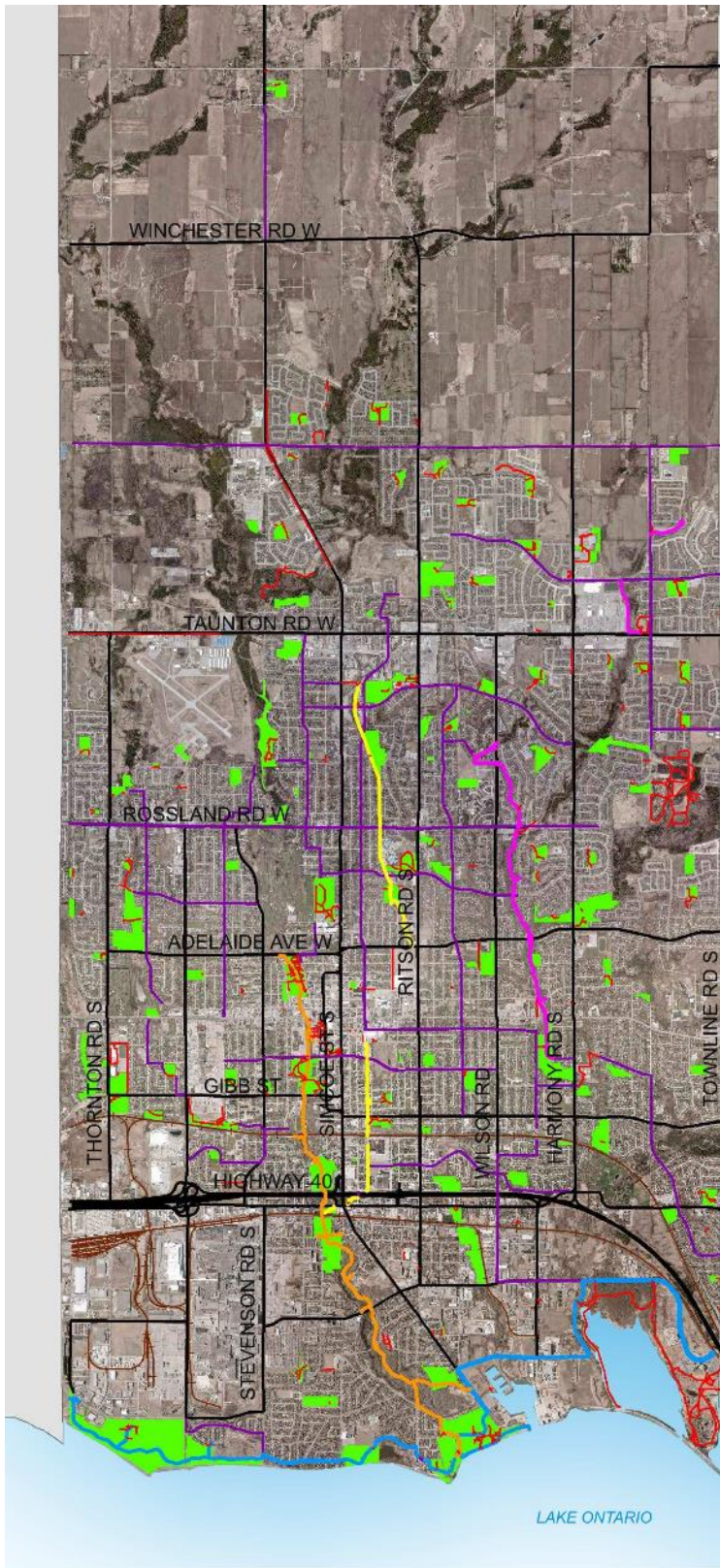
Providing an interconnected system of parks, trails and open spaces is an important component of human health and ecological function. As many parks are considered to be "destinations", ensuring that they are accessible can go a long ways in encouraging people to visit them. Linking parks with trails, sidewalks, bicycle paths and roads provides choices for people to travel to these areas while creating infrastructure for commuter, utilitarian, and library, culture, and recreational uses.

Benefits of the Trails System

Driven by the increasing importance of active transportation choices and the pursuit of healthy lifestyles, trails and pathways are often identified as one of the most desired facility types, providing immeasurable community benefits to residents and visitors alike. Through parks and recreation planning exercises undertaken across Ontario, walking is often cited as the most popular recreation activity while pathways are often identified as one of the most pressing recreational infrastructure needs. As age increases, so too does the propensity to identify walking as a favourite recreation time activity. This bodes well for future demand in Oshawa given that the older adult population is expected to grow during this planning horizon as the Baby Boomer generation passes through the mature stage of their lifecycle.

Oshawa's commitment to developing multi-use trails is demonstrated by its extensive 27 kilometre network, which includes the Harmony Creek Trail, Waterfront Trail, Michael Starr Trail, and Joseph Kolodzie Oshawa Creek Bike Path. In addition, Oshawa provides an extensive inventory of sidewalks and paved walkways within parks. Local trails provide linkages between destinations and are regarded as a quality of life indicator as they foster social connections and contribute to complete communities.

Map 3: Municipal Trails System



Trails

- Park Pathways & Multi-Use Trails
- Harmony Creek Trail
- Joseph Kolodzie Oshawa Creek Bike Path
- Michael Starr Trail
- Waterfront Trail
- On-road Shared Bike Route / Lane



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Trails and pathways are highly desirable recreation facilities as they contribute several benefits to the quality of life including:

- The ability to serve residents representing a broad range of ages, abilities and interests through paved and unpaved pathways in urban and natural settings;
- The ability to facilitate many recreational and utilitarian uses including leisurely or strenuous walks, jogging, and cycling activities;
- Improving physical and mental health through prevention of ailments associated with chronic disease and anxiety;
- Providing a no-cost way of accessing destinations across the City such as parks, schools, commercial areas, etc.;
- Providing a convenient and accessible way to travel for persons not having regular access to a vehicle, while also improving the financial well-being of car owners through fuel savings; and
- Supporting environmental objectives such as improving air and water quality, greater preservation of natural areas, etc. by encouraging compact community development and less reliance on the private automobile.

Recognizing this, the City's I.T.M.P. placed significant emphasis on active transportation infrastructure. During the early stages of the I.T.M.P., the need for a comprehensive framework for active transportation was identified. An Active Transportation Master Plan (A.T.M.P.) was developed concurrently with the I.T.M.P. and includes recommendations for planning, designing, implementing and supporting active transportation facilities.

Oshawa's A.T.M.P. advances the following six key goals that underpin the City's efforts to provide an expanded network of pedestrian and cycling facilities that link the urban and rural centres, connect the various communities and major destinations in Oshawa and provide routes for cross-city recreational and utilitarian trips.

- 1) Meet community needs for active transportation facilities;
- 2) Provide convenient access to and connectivity within the active transportation network;
- 3) Develop an active transportation system that offers a high degree of comfort and safety;
- 4) Adopt a phased approach to implementation;
- 5) Promote active transportation; and
- 6) Integrate on- and off-road active transportation facilities.¹⁹

¹⁹ MMM Group. City of Oshawa Active Transportation Master Plan: Technical Report – Executive Summary – Policy, Planning, Design and Implementation. Revised February 2015 (Draft).

Oshawa’s Active Transportation Network

Oshawa boasts a comprehensive active transportation network, which consists of approximately 1,060 kilometres of sidewalks, park pathways, off-road and signed on-road cycling routes and lanes, and City-wide trail routes. A summary of Oshawa’s active transportation network by facility type is documented in Table 6.

Table 6: Oshawa Active Transportation Network

Trail Type	Length (kilometres)
Park Pathways	46
City-Wide Trails (off-road)	27
Sidewalks	837
Signed On-Road Cycling Routes / Lanes	150
Total	1,060

Source: City of Oshawa G.I.S. data, 2015

The A.T.M.P.’s recommended network features approximately 100 km of proposed new facilities on city roads and 83 km of proposed new off-road facilities (including in-boulevard facilities along City roads). Routes that form the recommended active transportation network were selected in response to a variety of route selection criteria. These are as follows:

- Aesthetics;
- Connectivity;
- Convenience and Accessibility;
- Context Sensitivity;
- Cost Effectiveness;
- Diversity of Facility Types;
- Comfort, Safety and Security;
- Sustainability; and
- Visibility.²⁰

Site visits undertaken as part of the P.R.L.C. Assessment revealed that trails within and between parks and facilities are in various states of repair. The focus of the A.T.M.P. is largely upon new infrastructure and does not articulate future requirements or costs of maintaining existing trails and pathways. The City of Oshawa sets aside capital renewal funds each year that are allocated to maintenance and resurfacing activities. Discussions with City Staff indicate that there is a backlog of renewal works required consistent with other civic infrastructure deficits such as roads, buildings, etc. Such a ‘Trails and Pathways Renewal Strategy’ should evaluate and prioritize trail sections along each major trail route as well as pathways internal to individual parks to determine high, medium and low priorities (or similarly short, medium and long-term

²⁰ Ibid

renewal priorities). In determining priorities, the City should consider factors including, but not limited to:

- condition of the path surface, including whether there are any immediate safety concerns;
- the importance of the trail section as part of an active transportation route (e.g. whether it is part of a major trail route);
- the type and degree of use and foot/bicycle traffic on the section of trail; and
- whether there are park or trail redevelopments proposed at, or in proximity to, the location being evaluated.

For example, Recommendation R15 in Section 5.7 speaks to resurfacing the internal pathway at Brick by Brick Park as a priority in order to encourage use of the high quality outdoor fitness equipment that well suited to users along the Joseph Kolodzie Trail. Similarly, priority should be assigned to remediating specific sections along the Joseph Kolodzie Trail given that it is an important linkage between downtown Oshawa and the waterfront which could encourage Waterfront Trail users to venture downtown and support revitalization and economic development efforts (the same logic may apply to other major trails forming major spines within the network). Certain stretches of Oshawa's portion of the Waterfront Trail should be improved such as around (but not limited to) Second Marsh where the asphalt surface was showing signs of deterioration at the time in which site visits were conducted.

Recommendations

P16. Augment the system of trails and pathways by implementing the Active Transportation Master Plan and developing a Trails and Pathways Renewal Strategy, the latter which prioritizes resurfacing and other required remediation activities according to short, medium and long-term priorities. Ideally, such a strategy would consider input from local trail users to also discuss current maintenance practices, required upgrades, surfacing, linkages and other relevant topics regarding trails and trail connectivity.



5.0

Recreation Facility
Provisioning Policy Framework

5.1 Arenas

Supply

The City of Oshawa directly operates four arenas containing eight ice pads. In addition, the City-owned General Motors Centre contains two ice pads whose operations are outsourced to a private management firm. The City also contributed initial capital to the Campus Ice Centre twin pad that is also operated by a private management firm on behalf of U.O.I.T. and Durham College. Geographic distribution of the arenas is strong, particularly south of Rossland Road. In fact, the vast majority of built up residential areas are located within a two kilometre radius of an arena (equating to approximately five to ten minute drive). Exceptions are the Centennial and Pinecrest neighbourhoods, though most their respective populations would still be able to access an arena within fifteen minutes (which is considered to be an acceptable drive time). The following paragraphs summarize key features of each arena.

Children's Arena was constructed in 1956 (the front was renovated in the 1980s) and has one ice pad measuring 180' by 80' that is supported by four dressing rooms. The arena also contains a meeting room and warming kitchen. Capital renewal costs are presently estimated at \$5.3 million over the next twenty years, however, the majority of costs (\$3.3 million) will be required in the next five years largely to replace aging mechanical systems. The City of Oshawa owns and allocates this arena according to its Ice Allocation Policy.

Harman Park Arena was constructed in 1969 and has two ice pads each measuring 180' by 80'. There are eight dressing rooms, however, these can only be accessed via stairs to rink level thereby making them inaccessible to persons with mobility-related disabilities. However, an elevator provides access to the second level warm viewing area, multi-purpose room and accessible washrooms. The arena recently underwent a multi-million dollar refurbishment with reinvestments in new rink boards, a new concrete slab and header trenches being most notable. Therefore, even though the estimated twenty year renewal cost of the arena is \$9 million, only \$1.3 million is attributable to the next five years and the majority of renewal is expected after the year 2020 (largely to replace mechanical systems and building finishes). The City of Oshawa owns and allocates this arena according to its Ice Allocation Policy.

Donevan Recreation Complex was constructed in 1974 and has one NHL-size ice pad measuring 200' by 85' with five supporting dressing rooms. The arena forms part of a broader multi-use community centre and as such it is difficult to precisely quantify the capital renewal costs of the arena since it shares common spaces such as circulation areas and washrooms. The facility's asset funding needs report suggests that of the \$6.8 million required for the whole community centre over the next twenty years, of which \$305,500 was attributable to the arena unit (i.e. exclusive of costs relating to common areas and the rest

of the building) for lighting, refrigeration and dehumidification systems in the year 2025. The City of Oshawa owns and allocates this arena according to its Ice Allocation Policy.

Legends Centre was constructed in 2006 and contains four NHL-size ice pads, each measuring 200' by 85' and supported by five dressing rooms per ice pad. The arena forms part of a broader multi-use community centre and as such it is difficult to precisely quantify the capital renewal costs of the arena, though short to medium term costs are expected to be manageable as the facility is still relatively young in its lifecycle. The City of Oshawa owns and allocates this arena according to its Ice Allocation Policy.

The **General Motors (G.M.) Centre** opened in 2006 and contains two NHL regulation ice pads. The main spectator rink ('A' Pad) has seating capacity for 5,000 persons plus standing room, and is primarily utilized for OHL use and special events. Limited community ice rental opportunities are available on this ice pad. The second ice pad ('B' Pad), however, is primarily focused towards community rentals and is supported by six dressing rooms (only one team room dedicated to the Oshawa Generals is located on the A Pad). Short to medium term capital renewal costs are expected to be manageable as the facility is still relatively young in its lifecycle. The City of Oshawa owns the G.M. Centre, however, the facility is operated by a third party management firm (Spectra Venue Management). As an event venue, the majority of community-based rentals are associated with adult leagues and some minor hockey practices.

The **Campus Ice Centre** opened in 2005 and contains two NHL regulation ice pads that are supported by six dressing rooms per side. One pad has fixed seats with capacity for 500 spectators while the second pad provides bench seating. The facility was constructed with capital contributions from the City of Oshawa, U.O.I.T., and Durham College, and is operated by a third party management firm (NuStadia). The City is entitled to 80% of all winter season prime time hours which it makes available for community use and municipal programming (noting that both ice pads are operated year-round) and thus provides the rationale for including this facility in the P.R.L.C. Assessment's supply. Short to medium term capital renewal costs are expected to be manageable as the facility is still relatively young in its lifecycle (it is understood that most capital costs are borne between all partners, thereby relieving some pressures on the City).

Canlan Ice Sports is a private sector enterprise that also operates two ice pads at its Oshawa facility. While this twin pad arena **is not included** in the P.R.L.C. Assessment's supply, the availability of the Canlan rinks accommodates a portion of local and regional demand (largely adult leagues) thereby alleviating pressures on municipal arenas to meet the needs of the entire market.

For the purposes of the arena assessment, these facilities are termed as 'Category 1' and 'Category 2' arenas for ease of reference. Category 1 arenas are directly owned, operated and scheduled by the City of Oshawa according to the terms of its Ice Allocation Policy and General Fees and Charges By-law. Category 2 arenas are facilities where the City has an operating agreement with a partner to secure consistent ice time on behalf of the community. While there are a total of 14 ice pads operated by the City and third parties, this arena assessment focuses upon the Category 1 and Category 2 arenas that the City has varying degrees of control over.

This variability in allocation, scheduling and operation must be reflected through the supply particularly since Category 2 arenas are not necessarily governed by the Ice Allocation Policy and thus have restrictions on prime time availability whereas Category 1 arenas do not have any such restrictions. As such, a discount factor must be applied to the Category 2 arenas in order to arrive at an "effective" supply. The effective supply of Category 1 and Category 2 rinks is calculated as follows.

- Each of the 8 Category 1 ice pads are counted as fully contributing to the supply of ice in Oshawa (i.e. no discount factor has been applied).
- The limited community rental opportunities of the G.M. Centre's spectator rink leads us to factor this pad as 0.25 equivalents (i.e. a 75% discount factor) while recognizing that the service disruptions that occur on the community rink, albeit fewer, result in it contributing the equivalent of 0.75 ice pads (i.e. a 25% discount factor). As such, this twin pad arena is assumed to contribute 1.0 ice pads providing community access based upon normal operating profiles.
- With the City able to access 80% of prime time hours at the C.I.C. under the current operating agreement, this twin pad arena is assumed to contribute the equivalent of 1.6 ice pads to the municipal supply.
- **Accordingly, the City of Oshawa's 'effective' supply is considered to be 10.6 ice pads**, though it is recognized that the total physical supply is 12 ice pads plus another two privately operated ice pads at Canlan Ice Sports.

Table 7: City of Oshawa Arena Supply

Arena	Ownership	Ice Pads	Comments
Category 1			
Children's Arena (1956)	Municipal	1 (180' x 80')	<ul style="list-style-type: none"> • 4 dressing rooms • Front entrance renovated in the 1980s • Capital renewal costs estimated at \$5.3 million over 20 years, however, the majority of costs (\$3.3 million) will be required in the next 5 years largely to replace aging mechanical systems
Donevan Recreation Complex (1974)	Municipal	1 (200' x 85')	<ul style="list-style-type: none"> • 5 dressing rooms • The arena is part of a multi-use community centre • Capital renewal costs (arena only) estimated at \$305,000 over 20 years
Harman Park Arena (1969)	Municipal	2 (180' x 80')	<ul style="list-style-type: none"> • 4 dressing rooms per pad (8 total), accessed via stairs to rink level thereby restricting access to persons with disabilities • Recent reinvestments include new rink boards, concrete slab and header trenches • Capital renewal costs estimated at \$9 million, of which \$1.3 million is required in the next 5 years
Legends Centre (2006)	Municipal	4 (200' x 85')	<ul style="list-style-type: none"> • 5 dressing rooms per pad (20 total) • The arena is part of a multi-use community centre and it is difficult to precisely quantify the capital renewal costs of the arena unit, though medium term costs are expected to be manageable as the facility is relatively young in its lifecycle
Total -	Category 1	8	
Category 2			
General Motors Centre (2006)	Municipally Owned, Third Party Operated	2 (200' x 85')	<ul style="list-style-type: none"> • 6 dressing rooms plus Junior A team room • Spectator rink has limited community access due to Junior A use and special events • Medium term capital renewal costs are expected to be manageable as the facility is relatively young in its lifecycle.
Campus Ice Centre (2005)	Third Party Owned and Operated	2 (200' x 85')	<ul style="list-style-type: none"> • 6 dressing rooms per pad • City is entitled to 80% of winter season prime time hours per the negotiated operating agreement
Total -	Category 2	4	

Note: the privately owned and operated twin pad arena, Canlan Ice Sports is not reflected in the supply

Relevant Themes from Community Consultations

The majority of the qualitative input regarding local arenas was provided by the Arena Users Focus group. The focus group was attended by seven ice sport representatives (mostly from youth focused organizations) to discuss a range of topics involving current and future arena usage, future needs, and current challenges. Several key themes emerged from the discussion, which include:

- Group registration has fluctuated over the past five years, particularly among house leagues; groups believe that population growth could lead to increases in minor hockey participation.
- There is a desire to revisit the ice allocation policy as some groups feel that it does not allow for flexibility in booking additional ice time.
- Arena users are managing with the ice time currently available but indicate a desire for additional ice time.
- Groups are generally satisfied with the quality of existing arenas, although improvements were suggested for supporting amenities such as sufficient spectator seating, parking, and the quality and size of the change rooms.
- Ice user groups primarily use municipal arenas and are satisfied with the current rental fees. Non-municipal arenas in Oshawa are used by these groups as backup locations, should groups require alternative locations due to special events taking place during their usual time slots.

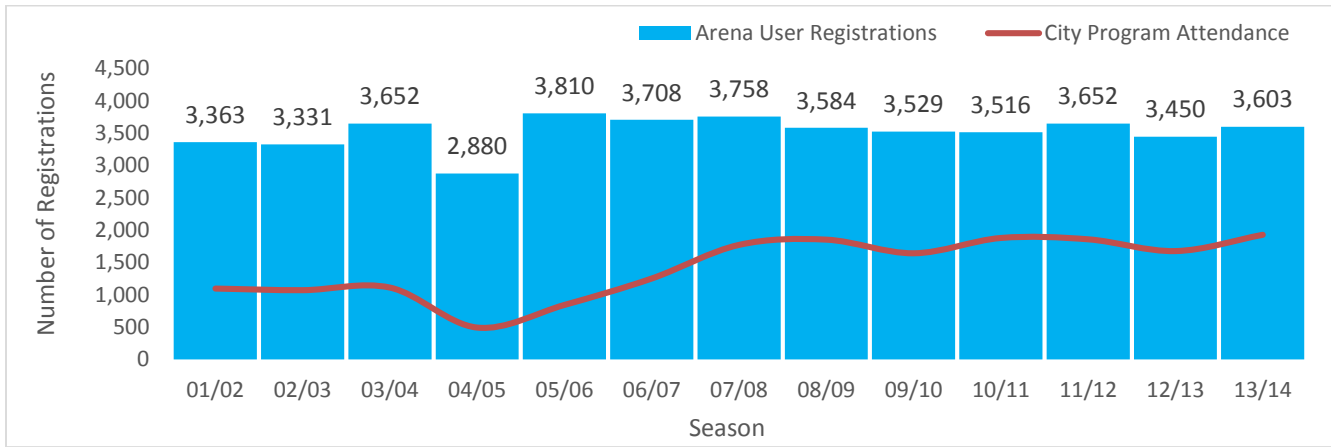
In terms of general community opinion, the statistically representative survey of Oshawa households found moderate support for spending additional public funds on arenas with 48% supporting greater investment and 23% opposed to additional spending, with arenas garnering the eleventh highest priority (out of twenty-one facility types). Requests for additional ice pads were not emphasized through other means of consultation.

Local and Regional Market Trends

Over the past several decades, hockey has been a staple of Canadian winter sports. However, research indicates that national participation in organized hockey has experienced declining participation levels since a registration peak in the 2008/09 season. The decline in hockey participation is largely being driven by escalating costs of equipment and travel, greater concerns over safety, and the fact that population growth in many parts of the G.T.A. is driven by immigration from non-hockey playing nations. The P.R.L.C. Assessment's household survey recorded one in five households (20%) participating in ice sports including hockey and figure skating, ranking as the ninth most popular activity. Similar surveys recently conducted in other communities have yielded ice sport participation rates generally ranging between 15% and 30% of surveyed households.

Through its Ice Allocation Policy, the City collects registration data from “affiliated” minor and adult organizations. As per the Ice Allocation Policy, affiliation status is determined by the City of Oshawa based upon the ability of an organization “to demonstrate their stability and viability, for priority ice time access.” Figure 12 illustrates that **affiliated registrations have remained fairly stable over the past decade**, averaging approximately 3,500 registrants since the 2000/01 season despite a 9% decrease in the number of Oshawa residents ages 5 to 19 who form the majority of the arena market (2,500 fewer persons were recorded in this age group between the 2001 and 2011 Census periods).

Figure 12: Affiliated User Group Registrations and City Program Attendance, 2001-2013



Source: City of Oshawa historical registration data; only reflects Affiliated users as defined under the Ice Allocation Policy

While a stable registration base is a positive indicator considering declining participation rates being experienced both nationally and regionally, there are some notable points of emphasis.

- Since reaching a peak in 2005, **affiliated user registrations have been generally trending downward** reaching 3,603 skaters in the 2013/14 season.
- 8 new ice pads were added to the municipal supply during this peak with the Campus Ice Centre (2005), G.M. Centre (2006) and the Legends Centre (2006). Despite these considerable investments, affiliated registration levels have been declining with about 200 fewer skaters since the 2004/05 peak. This suggests that **additions to the arena supply have not correlated with any affiliate user growth** (i.e. there is likely no unmet demand).
- Of the 3,603 affiliated registrations, **899 skaters (25%) are non-residents coming from beyond Oshawa’s boundaries**. While the number of non-residents playing with affiliates has fluctuated over the past five years, the current number of non-resident players grew by about 60 skaters compared to the previous season. However, it is worth mentioning that there is a trade-off resulting from the regional nature of ice sports whereby certain Oshawa skaters utilize arenas in area municipalities as well.

- Contrary to stable to declining affiliated user registrations, Figure 12 illustrates that **attendance in City-run programs (i.e. learn to skate and hockey skills), has grown over the past decade.** This is consistent with trends observed in many communities where learn to skate and skill development programs are increasing in popularity. In 2013/14, 39 hours per week were allocated to City programs during prime time with programs spanning between eight and ten weeks and running in two program blocks over the winter season. Assuming that there are 702 hours of total programmed hours (39 hours per week over 18 weeks), it can be inferred that City programs attracted 25 skaters per hour (1,931 program registrants participating in an average of nine weekly sessions) which is a fairly healthy level of use. Of note, programming has increased to 45 prime hours per week in 2014/15(attendance figures were not available at time of writing).
- However, when looking solely at drop-in recreational skating visits (i.e. public skating, stick and puck, and shinny) that are available at each of the municipal arenas, **there has been 4,900 fewer drop-in visits** (-10%) since 2011. On average, the City attracted about 20 skaters per hour for leisure skates (42,074 total skates across 82 hours per week over 25 weeks), noting that most drop-in skating opportunities are scheduled during non-prime hours.

As shown in Table 8, the vast majority of affiliated user registrations are associated with organizations serving children and youth. Nearly 3,350 affiliated skaters are estimated to fall between the ages of 5 and 19 (of which 2,600 skaters are resident youth and 750 are non-resident youth). On the assumption that the same number of Oshawa youth utilize arenas in other municipalities as non-residents use Oshawa arenas, the 3,350 affiliated youth registrants is equivalent to **13% of Oshawa’s children and youth participating in organized ice sports; this is lower than commonly observed in similar G.T.A. communities** (typically between 15% and 25%), although higher than the national average which is closer to 9%.

Table 8: Affiliated User Group Registrations, 2013/14 Season

Children / Youth Registration	3,349
C.Y.O.	306
Neighbourhood Association Sports Committee (N.A.S.C.)	956
Oshawa Minor Hockey Association	606
Oshawa Church Hockey League	825
Oshawa Girls Hockey Association	378
Oshawa Storm Ringette	119
Oshawa Skating Club	159
TOTAL REPORTED REGISTRATION	3,603

Adult Registration	254
Durham Speed Skating Club	33
Oshawa Ladies Hockey Association	221

Source: City of Oshawa, 2015

There are likely additional skaters beyond those associated with affiliated groups, including non-Oshawa user groups that access times within City-run arenas along with those who exclusively use private or third-party operated arenas such as Canlan Ice Sports, G.M. Centre and Campus Ice Centre. It is assumed that the majority of these users are adults since a) adult usage of Category 1 rinks is nominal; b) adults represent a very small proportion of all affiliated users at about 250 skaters; and c) adult pick-up leagues, who are non-affiliated users, make up a small portion of prime time rentals (about 35 hourly time slots system-wide per week). It is difficult to quantify the capture rate for adults since these users appear to primarily utilize Category 2 rinks and Canlan Ice Sports through which registration data is not readily available.

The fact is that Canlan Ice Sports (and the G.M. Centre, to a lesser degree) likely attracts a much greater level of adult usage from across the region as they can offer adult players larger leagues and highly desirable prime times at prevailing market rates. As demonstrated by the operational viability of this private sector arena, it is safe to assume that the capture rate of the local adult market is likely to be in line with the provincial norm that suggests about 5% of adults ages 20 to 49 are involved in ice sports. While there is no reason to question Canlan's market viability at this point in time, in the event that this business no longer supplies the local market, then municipal arenas could feel a greater degree of pressure from resulting displaced demand. However, it is also important to note that adult groups tend to be quite mobile and are willing/able to rent time at other arenas in the region based on ice availability and rates, and thus a number of these adult users could be non-residents (similarly, adults living in Oshawa may also play elsewhere).

Table 9: Benchmarked Municipal Ice Pads

Municipality	Population	No. of Ice Pads	Service Level (Total Pop.)	Service Level (Ages 5-19)
Ajax	119,800	5	23,960	4,855
Barrie	143,620	7.5*	19,149	3,775
Burlington	179,035	11	16,267	2,880
Pickering	95,200	5	19,040	3,675
St. Catharines	140,660	8.5*	17,050	2,565
Whitby	131,600	10	13,160	2,725
Average	134,986	8	18,021	3,413
Oshawa	158,341	10.6*	14,940	2,520

* reflects 'effective' capacity that is adjusted to account for special use arenas (e.g. G.M. Centre)

Notes: Population of 5 to 19 year olds derived from 2011 Census. Supply does not include private sector rinks.

With an effective supply of 10.6 ice pads, accounting for partial access to the G.M. Centre and Campus Ice Centre, Oshawa provides one ice pad per 14,940 residents (the ratio is one per 13,200 if including all 12 ice pads). Relative to six benchmarked G.T.A. municipalities, Oshawa provides a higher level of service than all except Whitby.



Prime Time Utilization

The City of Oshawa tracks utilization of the ice pads that it directly operates as part of its commitment to performance measurement. The data in this analysis has been provided by the City of Oshawa's Parks, Recreation and Cultural Services Department, using assumptions supporting typical arena operation profiles across Ontario. Through its reporting, the City calculates prime time hours as per definitions contained within the Council-approved Ice Allocation Policy, being 4:30pm to 10:45pm on weekdays and all day on weekends (generally 7am to 11pm, variable by rink and by week). Reporting is based upon a winter operating season that spans September 1 to March 31, excluding holidays, maintenance and times that arenas were otherwise closed.

Winter Ice Season

Arena utilization reports supplied by the City for the past five winter seasons reveal the following across the Category 1 arenas (i.e. excludes third party rinks).

- Usage during prime times **has been fairly stable** with an average of 10,700 hours booked, peaking in 2008.
- Prime time bookings hit their five year low in 2012, but rebounded after the 2012/13 season largely as a result of the City's efforts in marketing to last minute rentals and non-affiliated rentals (many coming from non-residents).
- While the prime utilization rate increased from 88% and 91% over the past five seasons, **directly due to the City's efforts to increase operating efficiencies** through a modest

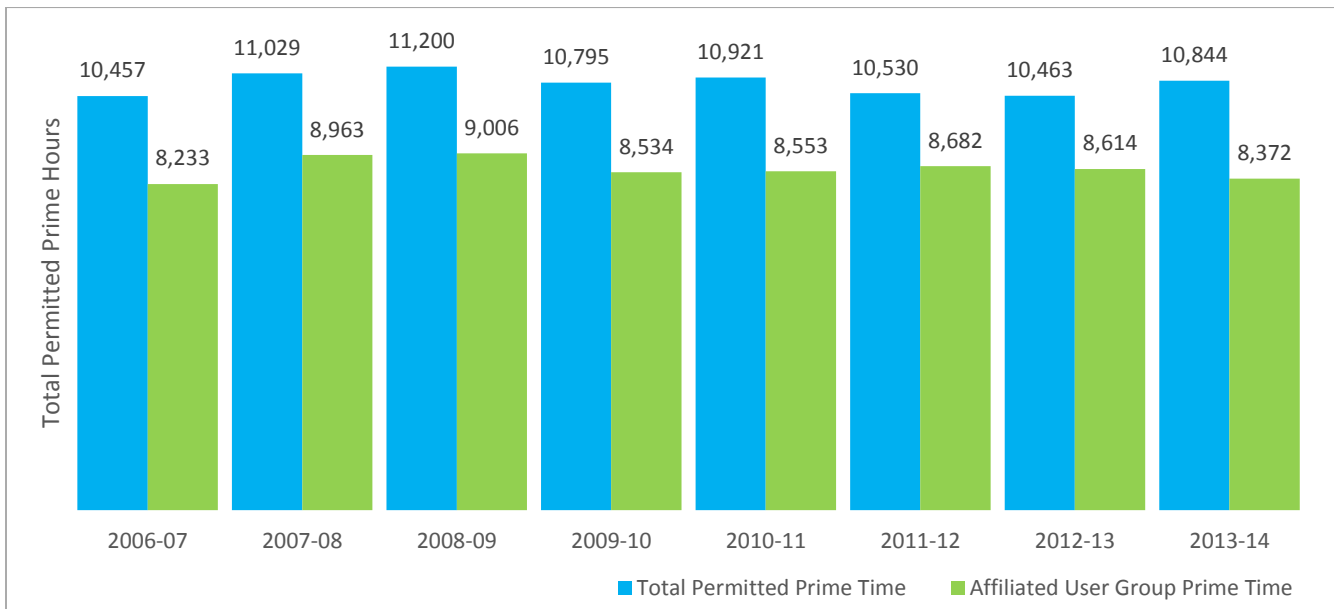
reduction in operating hours. In fact, certain arenas are closed during prime times normally booked in other communities (e.g. weekends 7am to 8am and after 10pm, as well as weekdays 11pm to 12am) as **there is limited demand for 'shoulder' times likely since adult leagues can access more convenient times at Canlan and Category 2 arenas.**

- Building upon the above noted point, the number of available hours at Harman Park Arena (and Children's Arena, to a lesser extent) has been reduced. Some of these hours appear to have been redistributed to the Legends Centre which benefits from economies of scale as a four pad, modern amenities and multi-use opportunities for facility users, and a younger population profile in surrounding areas that may generate greater arena demands than established neighbourhoods with aging populations.
- The Legends Centre was the most heavily booked Category 1 arena in the City's supply with over 6,100 hours booked (averaging 1,500 hours per ice pad) and accounting for over half of bookings (57%) occurring at City-operated arenas. Children's Arena and the Donovan Recreation Complex each booked around 1,250 prime time hours. While Harman Park Arena was booked 2,200 hours, on a per pad basis it was the least frequently used arena in 2014 averaging 1,100 hours rented per ice pad.
- Somewhat concerning is the **634 fewer prime time hours (-7%) rented by 'Affiliated' arena users** (i.e. the major local ice organizations as defined in the Ice Allocation Policy) compared to the 2008/09 season.
- Across the past five seasons, **an average of 1,500 hours went unused during prime time at the eight Category 1 ice pads which equates to one surplus ice pad** as there is an average of 60 unused prime hours per week (assuming a 25 week season). Looking specifically at the 1,100 unused hours in 2013/14, this translates into an average of 5.5 hours per week per pad, assuming a 25 week season (7.5 hours per week per pad based on the five year average). Based upon experience in other communities, a portion of these unused hours may be attributed to 'shoulder months' (i.e. September and March, when user groups are just getting started or finishing up their seasons) as well as 'shoulder hours' (e.g. weekdays 4:30pm to 5:30pm and after 10pm which are less desirable for working families and children).
- Evidence of available prime time capacity is further exemplified by the fact that a number of affiliated user groups secure additional prime ice time over and above their entitlement under the Ice Allocation Policy, thereby making use of some unallocated times that would otherwise remain idle. However, this is despite declining prime time bookings overall and reinforces the effect of stagnating affiliated registration levels despite the addition of the Legends Centre and the Category 2 rinks after 2005.
- The City has strived to optimize arena performance by increasing the number of prime time hours devoted to City leisure skating and programs to offset the amount of

unallocated time that remains after user groups receive their annual entitlements. **There are 70 prime hours per week scheduled for municipal programs and drop-in skates, which amounts to the equivalent of approximately 1.2 ice pads being dedicated solely for these purposes.**

- Further to the above noted allocation of time to municipal programs, 45 hours per week are presently scheduled for learn to skate and skills programs. As mentioned in previous pages, an average of 25 skaters per hour make use of City program opportunities on average during prime time.
- The participant level being achieved in City programs suggests that there are likely more hours dedicated to programs than required, recognizing however that these hours would be remain unused even if the City were to scale back. It is also re-emphasized that drop-in skates have declined by 10% since 2011 as discussed in previous pages suggesting waning demand and that the present allocation of hours (equating to 1.2 ice pads) is likely contributing to surplus capacity.
- Another downward trend relates to tournament bookings, which have declined by 243 hours (-19%) since the 2009/10 season.
- Usage during non-prime times has also been decreasing with nearly 2,900 hours used in 2013/14 compared to 3,200 hours five years prior (i.e. 300 fewer hours).

Figure 13: Prime Time Bookings and Utilization Rates at Category 1 Arenas, 2006-2014



Notes: Prime hours defined per the City of Oshawa Ice Allocation Policy (4:30pm to 10:45pm on weekdays and all day on weekends). Operating season spans September 1 to March 31, excluding holidays, maintenance and times that arenas were closed. Data only applicable to Category 1 Arenas.

Source: City of Oshawa rental data, 2014

With respect to the Category 2 rinks in Oshawa:

- Based upon anecdotal information provided by City Staff, prime time rentals are strong at the Campus Ice Centre (C.I.C.). Based upon a review of the master schedule for the C.I.C., it is assumed that its performance during prime times allocated to the City is similar to that experienced by Category 1 rinks (i.e. around 90% of available prime times are being rented).
- There are limited prime time rentals for the G.M. Centre spectator and community rinks, as they are prone to service disruptions arising from its primary function as an event venue, thereby making regular rentals less desirable for organized users. The City's 2011 Arena Needs Study estimated the G.M. Centre's prime utilization rate was 63% (community use only) and there is no basis to suggest that this number is drastically higher for the 2014/15 season.

Dry Floor Season

During months when ice is removed at a number of arenas (generally between April and August), the City rents the concrete (ice-out) floors to a number of user groups such as lacrosse, ball hockey as well as for non-recreational bookings including a diverse range of special events. With the exception of Arena 2 and 4 at the Legends Centre, which have ice year round, Oshawa permits the remaining six Category 1 arena floors pads during the off-ice season. The number of operating hours vary at each arena.

Utilization data provided by the City indicates that the dry floor utilization rate increased from 33% in 2010 to 35% in 2014. While this is consistent with rates observed elsewhere in the province, a closer inspection of the data reveals that while the local utilization rate has increased, the number of hours booked declined by nearly 100 hours. This decline is predominantly a result of fewer bookings at the Legends Centre. The improved utilization rate is largely a result of the City operating the dry floors more efficiently as a result of the narrowing hours of operation to better align with high demand periods.

What it is clear from the usage data is that winter ice sports are by far the primary driver of arena demand with over 13,000 winter season hours booked in prime and non-prime times (i.e. when the ice is in), compared to just 1,700 hours booked on the dry floor.

Facility Needs Assessment

The projection of arena needs is based upon a market-driven level of service, consistent with assessment methodologies utilized across the province. A market-driven standard is able to consider the impact of participation trends, population growth, and demographic factors. It can also be set at a level that is consistent with local circumstances and public expectations, making it responsive to the specific needs of the City of Oshawa. In addition, this approach is

then compared to actual utilization data (as discussed in preceding pages) to rationalize the outcome of these results.

The current estimated level of provision in the City of Oshawa is approximately 1 ice pad per 340 participants (based on 3,603 skaters for 10.6 ice pads), which by experience is a very high level of service and considerably greater than the 700 to 800 participants typically achieved in other urbanized communities (many of which may not have the benefit of private sector ice). Looking at children and youth only, the City is currently providing one rink per 315 registrants between the ages of 5 and 19. From our experience, once again this level of service for youth participants per ice pad is high; depending on the nature of the programming, most notably rep/travel hockey which requires more ice time, we normally see a range of 400 to 600 youth participants per pad.

Since children and youth users form the vast majority of prime time users due to their assigned priority within the City's Ice Allocation Policy, a youth based standard is the most appropriate measure to be applied in the context of this arena assessment. **A service level of one ice pad per 500 affiliated children and youth participants correlates directly with the current utilization profile of the Category 1 ice pads.** This target, which is a slightly more conservative version of one that has been successfully applied in several other communities, assumes the following:

- that youth will continue to use the large majority of prime time hours;
- that prime time demand from other groups (e.g. adults) will continue to persist in generally the same ratios over time and be heavily weighted to using Category 2 and private sector arenas.
- that the City will attempt to accommodate the majority of adult ice groups in non-prime times, recognizing that certain prime hours not conducive to youth may be used for adult rentals;
- that the intent is to accommodate the needs of all local groups within City (i.e., not regularly renting time outside of the municipality); and
- that groups will be willing and able to pay for the entirety of their ice needs.

As articulated in preceding pages, there are 3,350 affiliated skaters between the ages of 5 and 19 in Oshawa. With 91% prime time booked at the eight Category 1 rinks along with the degree of surplus capacity presently available (approximately 4 hours per week per pad), the 1 ice pad per 500 youth service level equates to a current demand for 7.9 ice pads after factoring the 1.2 ice pad equivalents (70 prime hours) that the City has chosen to dedicate to municipal programming. On this basis, the City is accommodating what is required for rentals and programs fully through the supply of Category 1 arenas (of which utilization data is available).

When including the additional ice pad equivalents associated with the Category 2 arenas, however, the 1:500 youth service level clearly articulates the enhanced effect that these facilities have in amplifying the amount of available ice in Oshawa, something that is also reflected through: a) higher regional benchmarking performance; b) the City’s ability to dedicate the equivalent of a full ice pad strictly to municipal programming; and c) the flexibility that user groups have in booking additional times beyond their allocated entitlements.

Based solely upon the current and projected number of youth registrants, the City has a great deal of capacity within its arena system which is reinforced by the utilization data. The presence of available unused capacity in the local arena system confirms previous findings from studies²¹ prepared for the City of Oshawa in 2006 and again in 2011, both of which rationalized a system-wide surplus between 1.5 and 2.2 ice pads at that time. The P.R.L.C. Assessment articulates a slightly greater surplus at present time, partially attributable to a continued decline in affiliated rentals since the 2010/11 season (about 180 fewer hours per season) when the last arena assessment was prepared.

Projection of Current Ice Pad Needs by Children and Youth Users, City of Oshawa

	2014
Recorded Number of Affiliated Children and Youth Registrants	3,350
Number of Ice Pads Required (based a provision target of 1 ice pad per 500 children and youth registrants)	6.7
Number of Ice Pads Dedicated to Municipal Programs (as per current program delivery practices allocating 70 prime hours per week)	1.2
Surplus Ice Pads (based on a supply of 10.6 ice pads*)	2.7

* Current supply has been discounted by 1.4 ice pads to account for limitations in general community rental opportunities at the General Motors Centre and the Campus Ice Centre.

In looking to future arena needs, the projection of youth registrants is calculated on the assumption that the 5 to 19 cohort will form 17% of total future populations, using the proportional average contained in the Ministry of Finance population projections for Durham Region (this is the only projection available by five year age cohort). From this, the 13% capture rate for residents participating in winter ice sports is applied on the assumption that this rate will remain constant (which is a conservative approach recognizing that regional and provincial capture rates have been in decline).

²¹ Oshawa Arena Services Study, 2006 (appended to Staff Report CS 07-101) and Arena Needs Study, 2011 to 2026 (appended to Staff Report CM 12-05)

In a scenario of population growth and a constant capture rate, arena needs will increase. The current surplus of 2.7 ice pads is envisioned to shrink by a full ice pad upon the City reaching 175,000 residents. The surplus would be further reduced to 0.8 ice pads upon attaining a City-wide population of 195,000 (of which it is assumed there will be 33,150 children and youth, and 4,310 skaters in that cohort). **Upon reaching 195,000 residents, it is anticipated that the City of Oshawa will require a supply of 10 ice pads in total** presuming that it continues to dedicate the equivalent of a full pad towards municipal programming (i.e. if fewer programs are offered, the surplus could conceivably be higher).

Projection of Future Ice Pad Needs by Children and Youth Users, City of Oshawa

Population Threshold Attained	175,000	185,000	197,000
Estimated Child and Youth Population (assumption based on 17% of the total population)	29,750	31,450	33,490
Forecasted Number of Children and Youth Registrants (based on a 13% participation rate for residents ages 5 to 19)	3,868	4,089	4,354
Number of Ice Pads Required (based a provision target of 1 ice pad per 500 children and youth registrants)	7.7	8.2	8.7
Number of Ice Pads Dedicated to Municipal Programs (as per current program delivery practices allocating 70 prime hours per week)	-	1.2	-
Surplus Ice Pads (based on a supply of 10.6 ice pads*)	1.7	1.2	0.7

* Current supply has been discounted by 1.4 ice pads to account for limitations in general community rental opportunities at the General Motors Centre and the Campus Ice Centre.

The P.R.L.C. Assessment concurs with previous studies prepared for the City that suggest that, the City will have a surplus between 1 and 2 ice pads over the next fifteen years. Largely attributable to the presence of the City’s Category 2 rinks (the G.M. Centre and C.I.C.), the current surplus allows the existing arena system to accommodate projected future demand to the year 2031 when the population is expected to reach 197,000, provided that all facilities remain available for community use. However, this favourable situation comes with a sizeable financial cost to the City in the form of ongoing annual operating subsidies and capital renewal requirements.

Based upon the current and future projection of arena needs, the City of Oshawa requires an ‘effective’ supply of 9.9 ice pads upon reaching a population of 197,000 persons (8.7 ice pads for community rentals and 1.2 ice pads for City programming, provided that demand for the latter continues to warrant 70 prime time hours per week dedicated to such programs).

In terms of a physical supply, assuming that access to the Category 2 rinks are maintained under present operating conditions, a total of 7 Category 1 ice pads would be needed (this would result in an 'effective' supply of 9.6 ice pads). While this action could result in the City being placed in a deficit situation of 0.3 ice pads once it reaches 197,000 population, the City would have the ability to scale back its prime time program delivery to free additional time for rentals if need be – reallocating 20 hours of prime time programming to rentals would negate a surplus in that amount.

As noted in the City's Arena Needs Study, 2011-2026, there are a number of variables that could affect market demand in the future. While the P.R.L.C. Assessment methodology assumes all factors being equal (*ceteris paribus*), future demand can be influenced by factors such as (but not limited to):

- deviations in population forecasts versus actual realized population;
- changes in the interests, and therefore capture rate, of ice sport participants particularly as competing winter activities emerge (indoor soccer is a recent example of a sport that has shifted traditional participation);
- economic factors, notably the ability of individuals to afford to participate;
- promotion and pricing of municipal arenas; and
- quality of municipal arenas and programming in relation to local and regional competition from the private sector and area municipalities.

Recommendations

R1. Target an arena supply of 7 ice pads plus the G.M. Centre and Campus Ice Centre ice pads.

R2. Arena usage and financial performance should continue to be monitored on an annual basis in relation to population growth, particularly with respect to the number of children and youth in the City. A particular focus will need to be placed on how the arenas respond to any adjustments to the supply of ice pads in the short-term.

R3. After five years has elapsed, the City should review its arena provision strategy to confirm whether the 7 Category 1 ice pads and 4 Category 2 ice pads remains the appropriate long term provision target.

5.2 Outdoor Ice Rinks

Supply

The City of Oshawa does not operate any natural or refrigerated (artificial) outdoor ice rinks. However, there are a number of natural water areas that support ice surfaces that are informally maintained by the general public (e.g. Pumphouse marsh, McLaughlin Bay, etc.) though the City has no direct involvement.

Relevant Themes from Consultations

Little input was received through community consultations with respect to outdoor rinks, with only a few comments articulated through the Community Launch Event, the Online Survey and one written submission. The Household Survey recorded 13% of the sample as participating in outdoor ice skating over the past twelve months.

Local and Regional Market Trends

While once a Canadian tradition, outdoor 'natural' ice skating opportunities are becoming increasingly difficult to provide due to global climate change. Uncertain and warming weather conditions have greatly impacted the provision of outdoor ice, with many municipalities (who are choosing to provide outdoor skating opportunities) looking at artificial refrigeration or synthetic ice surfaces that are typically able to operate for a longer season but come at a higher cost to build and operate compared to natural ice.

Artificial ice rinks can counteract the effects of the warming climate on operating capabilities as they employ mechanical and refrigeration systems similar to those found within arenas. This, however, comes at a more significant cost than their natural counterparts and accordingly fewer artificial ice rinks are being constructed province-wide unless tying into a broader economic development strategy or providing a municipally-wide level of service (as opposed to servicing a community or neighbourhood catchment).

Depending upon their size and configuration, the capital and operating cost of artificial rinks ranges widely varies; common rinks can cost between \$100,000 to over \$1 million to build, while annual operating costs range from tens of thousands to hundreds of thousands of dollars per year depending on the level of maintenance and the length of the operating season. Costs can be further inflated with common support elements such as roof structures, and washroom/change room facilities which is why many artificial rinks are located adjacent to community centres. Skating paths constructed in some communities are essentially artificial rinks of a different configuration and require similar capital and operational resources, though their function is largely relegated to pleasure skates (whereas rinks can accommodate both pleasure skating and pickup ice sports, depending on size).

The operating season for artificial rinks is typically December to March although the actual number of weeks varies greatly with climate conditions and municipal operating capabilities. Refrigeration systems allow a municipality to ensure a more consistent operating season compared to natural ice surfaces since the latter is difficult to maintain above the freezing mark (recognizing the warmer the temperature gets, the greater becomes the operating cost of running an artificial pad). Depending upon design, artificial pads can also be used in the non-winter months for ball hockey, basketball and tennis while larger artificial pads may be used for community events, again tying into their viability as economic development tools.

Utilization

Utilization is not applicable in Oshawa since this type of facility is not currently provided. However, examination of drop-in skating at municipal arenas which offer similar activities to those that occur on outdoor rinks (public skating, shinny, etc.) shows that there were over 42,000 skates of this nature in 2014. Unfortunately, the overarching trend is one of decline whereby there were 4,900 fewer drop-in skates (-10%) taking place between 2011 and 2014 which may provide an indication of waning demand, at least for drop-in skates occurring within an arena setting.

Facility Needs Assessment

Fewer natural and artificial rinks are being constructed by municipalities compared to the past. Research conducted across Ontario suggests that there is little consistency in how municipalities approach the provision of outdoor rinks in the absence of generally accepted service level standards. Natural rinks have become cumbersome to maintain with climate change, necessitating significant staffing resources to be deployed to keep the ice conditions safe for use. Some municipalities have transitioned maintenance of rinks to community volunteers who look after flooding (and may receive a water rebate from the municipality), instead only using municipal staffing to assist with initial set up and/or take down of the rink. For example, the City of London has a 'Neighbourhood Supported Outdoor Rink' that specifies criteria for the approval of a volunteer rink, roles and responsibilities of each party, maintenance practices, services provided in kind by the City, insurance requirements, etc.

Consistent with a number of G.T.A. municipalities, City of Oshawa Policy No. 1.6.3-003 (dated January 1, 2006 – revised) provides the opportunity for a community volunteer or a community group to install outdoor ice rinks on parkland or open space owned by the City, and to loan wooden boards and hose for outdoor ice rinks. These are made available at the request of community volunteers who fulfill the requirements of an Outdoor Ice Rink Permit application.

Anecdotal observations suggest that there may be a degree of unquantified demand for outdoor skating, largely evidenced by residents skating on certain frozen waterbodies such as Pumphouse Marsh as well as on stormwater management ponds. Given that stormwater

facilities are designed for engineering purposes, they are not necessarily optimal venues for skating as the water depth can vary at any given year and impact the quality and safety of the ice during winter months. The City's current practice of draining down stormwater management ponds in the winter is appropriate in the context of ensuring resident safety.

It is recommended that the City review Policy 1.6.3-003 to determine its effectiveness and potential improvements to encourage volunteer maintenance on natural rinks. Parks Staff note that at a point in time, there were more than a dozen outdoor ice rinks managed within neighbourhood parks in conjunction with the Oshawa Central Council of Neighbourhood Associations (O.C.C.N.A.), however, participation has declined to zero in recent years. The O.C.C.N.A. (along with other interested volunteer groups, service clubs or residents) should be re-engaged to determine whether there is sufficient interest and ability to renew participation in the outdoor rink program, particularly since water can be readily accessed from most O.C.C.N.A. community halls and facilities, and the fact that the City already provides some winter maintenance in the parks such as snow plowing parking lots.

Since artificial rinks carry a considerable operating cost over their three to four month season, most municipalities view artificial rinks using an opportunity-based approach to create distinctive recreational experiences that cannot be offered within an arena. Accordingly, pursuit of an artificial rink should be rationalized through planning and economic development studies in conjunction with the principles of this P.R.L.C. Assessment, and be subjected to a cost-benefit analysis. An artificial rink in Oshawa should only be constructed with the view of creating a City-wide 'destination', thereby suggesting location options consist of a major park or civic node.

Recommendations

- R4. Engage the Oshawa Central Council of Neighbourhood Associations (O.C.C.N.A.) and any other interested residents to explore whether interest exists in establishing a community rink volunteer program whereby residents are responsible for ongoing maintenance and supervision of outdoor natural ice rinks to serve individual communities within Oshawa. Pending the outcomes of such discussions and ability to secure volunteer commitments, select potential parks through which outdoor natural rinks can be established and make use of existing park infrastructure (e.g. flooding hard surface courts, open areas, etc.) wherever possible.
- R5. Continue City practice of draining stormwater management facilities prior to the winter for the purposes of ensuring resident safety.

5.3 Indoor Pools

Supply

The City of Oshawa operates four indoor aquatic centres, attaining good geographic distribution whereby most residential areas can access an indoor pool within a ten to fifteen minute drive. Each indoor aquatic centre offers a slightly differentiated experience through different pool designs, though all are able to facilitate a wide range of programming including learn-to-swim, recreational swims and aquatic fitness. The following paragraphs summarize key features of each indoor aquatic centre.

The **Civic Recreation Complex (C.R.C.)** contains a 25 yard rectangular pool with six lanes. A separate teaching pool is also incorporated whose shallow depth is conducive for learn-to-swim (particularly among young children). The pool's accessibility features include family change rooms and a pool entry lift. The C.R.C.'s sauna and fitness centre complement the indoor aquatics centre by creating a holistic wellness experience, while the indoor running track and racquet courts also help to facilitate the unique 'club-like' leisure atmosphere that the general public can affordably access. One limitation of the pool is that as it is designed to an older specification, its length is measured in yards which does not permit it to be used for competitive swim meets (which require 25 metres of length at a minimum). The aquatics centre forms part of a broader multi-use community centre and as such it is difficult to precisely quantify the capital renewal costs of the indoor aquatics centre since it shares common spaces such as circulation areas and washrooms. A review of the facility's asset funding needs report suggests that of the \$17.9 million required for the whole community centre over the next twenty years (excluding the dome and outdoor components), with \$1.2 million attributable to the aquatics unit (i.e. exclusive of costs relating to common areas and the rest of the building) for equipment and pumps, lighting fixtures and other minor works (the majority of these costs are forecasted between the years 2018 and 2025).

Donevan Recreation Complex contains a 25 metre, six lane rectangular pool featuring a pool entry lift, a sauna, family and accessible change rooms, and bleachers for on-deck for viewing. In addition to lessons, aquatic fitness and recreational swims, the pool is frequently used by the Oshawa Aquatic Club. The aquatics centre forms part of a broader multi-use community centre and as such it is difficult to precisely quantify the capital renewal costs of the aquatics unit, however, the entire facility underwent an extensive renovation in 2006 and thus short to medium term costs are expected to be manageable. Of the \$6.8 million in renewal costs projected for the entire facility over the next twenty years, under \$200,000 is directly attributable to the aquatics centre unit (i.e. exclusive of costs relating to common areas and the rest of the building) the majority of which is expected to be required after the year 2025.

Legends Centre features a hybrid lap and leisure/teaching pool with lazy river, waterslide, sauna, hot-tub, and on-deck viewing. The pool provides three 25 metre lanes, while the integrated teaching area is oriented primarily to learn-to-swim and aquatic fitness. Accessibility features consist of beach entry along with family and accessible change rooms. The aquatics centre forms part of a broader multi-use community centre and as such it is difficult to precisely quantify the capital renewal costs of the aquatics unit, though short to medium term costs are expected to be manageable as the facility is still relatively young in its lifecycle.

South Oshawa Community Centre also features a hybrid pool whereby a three lane 25 metre pool is integrated with a leisure pool supported by beach entry, waterslide, sauna, hot-tub and on-deck viewing. The aquatics centre forms part of a broader multi-use community centre and as such it is difficult to precisely quantify the capital renewal costs of the aquatics unit, though short to medium term costs are expected to be manageable as the facility is still relatively young in its lifecycle having been constructed in 2006. Accessibility features include a beach entry, ramp and accessible change rooms.

The **Durham Y.M.C.A.** and the **Boys and Girls Club of Durham** are community-based service providers that own and operate their own indoor pools. While these pools are **not included** in the P.R.L.C. Assessment's supply, they accommodate a sizeable portion of local aquatics demand for both children and adults (programs offered include learn to swim and aquatic fitness) thereby alleviating pressures on municipal pools to meet the needs of the entire market. The Boys and Girls Club's Eastview location (on Eulalie Avenue) contains a five lane 25 metre rectangular pool while the Durham Y.M.C.A. offers a 25 metre leisure pool containing splash features and a bubble pit (with spray jets).

The City's outdoor aquatics infrastructure (i.e. outdoor pools, beaches and splash pads) are assessed separately and can be found following this assessment of the indoor aquatic centre.

Relevant Themes from Consultations

Input from consultations touched on a broad range of aquatic uses and needs. For example, the Launch Event and Older Adult Focus Group centred upon a desire for additional warm-water programs and therapeutic pools, while aquatics club representatives articulated the need for additional lane pools since the Donevan and C.R.C. pools are the only rectangular pools operated by the City. The Aquatic Club identified the hybrid pools at Legends Centre and South Oshawa Community Centre as being marginally sufficient for practices but cannot be used for swim meets. They mentioned that Donevan pool was the only regulation pool that can be used for meets since the C.R.C. is a yard pool. The focus group discussions also touched on whether a 50 metre competition pool should be considered in Oshawa, though there was recognition that the Pan Am Games would add to the regional supply in the eastern G.T.A. particularly with 50 metre pools constructed in Markham and Scarborough.

In terms of general community opinion, swimming indoors ranked as the second most popular activity pursued by 41% of the Household Survey sample over the past twelve months. Additional spending on indoor pools ranked as the sixth highest priority with 58% supporting more funding and 14% opposing further investments in indoor pools. The Online Survey also identified demands for additional pools and swim times among certain respondents.

Local and Regional Market Trends

Participation in swimming remains strong since it can be pursued from childhood through adulthood, either in a structured or drop-in format. Waterfront communities, such as Oshawa, place considerable focus on learn-to-swim and drowning prevention through their aquatic facilities. While learn-to-swim is usually the highest demand use for an indoor pool, there is a growing aquatic fitness market (also known as 'aquafit') which is well suited to adults and older adults as it is a low impact, social activity that promotes physical health. Swim teams and aquatic clubs are also major users, with Swim Ontario reporting nearly 18,000 members for 2013, more than doubling its membership from 2002.²² Swim teams tend to seek the traditional rectangular pool configurations with lanes, while the aquafit and early childhood learn-to-swim markets are increasingly shifting their preferences to warmer water leisure/teaching pools such as those at Legends Centre and South Oshawa Community Centre.

Table 10: Benchmarked Municipal Aquatic Centres

Municipality	Population	No. of Aquatic Centres	Service Level
Ajax	119,800	3	39,933
Barrie	143,620	3	47,873
Burlington	179,035	4	44,759
Pickering	95,200	2	47,600
St. Catharines	140,660	1	140,660
Whitby	131,600	2	65,800
Average	134,986	3	64,438
Oshawa	158,341	4	39,585

With a supply of four indoor aquatic centres, Oshawa is providing one such facility per 39,585 residents. Compared to the six other benchmarked municipalities, this is the highest level of service but within a tolerable range of many except for Whitby (which is planning to build a new aquatic centre around the year 2020) and St. Catharines, the latter of which is an outlier

²² Swim Ontario. (2013). Swim Ontario registration 1989 – 2014. Board of Directors Meeting #6 on January 8, 2014. Retrieved from <http://swimontario.com>.

that brings down the municipal average considerably (that community relies heavily on institutionally-operated pools within a school, a university and a YMCA).

Utilization

The following trends have been observed in Oshawa between 2011 and 2014, based upon figures illustrated in Table 11.

- Over the past four years, the City has averaged 12,300 participants in registered aquatics programs. The total number of registered swimmers modestly declined by 3% (430 participants) between 2011 and 2014.
- Participation in programmed swims at municipal indoor aquatic centres varies by location with registration growth observed at Legends Centre and the S.O.C.C., and fewer occurring at the Civic Recreation Complex and Donevan Recreation Complex. Part of this fluctuation pertains to the City’s scheduling practices, as it moves programs to higher demand locations and subsequently fills vacated slots with rentals or drop-in swims.
- Average program fill rates ranged from 65% to 72% since 2011, indicating some capacity within the pool system. Preschool and child/youth group swimming lessons account for the largest share of the aquatics delivery, and were filled at 71% and 73% respectively. Since 2011, however, the number of children/youth registered in group lessons declined by nearly 600 participants (-12%).
- Aquatic fitness (including specialty aquatic programs) is the fastest growing segment within the aquatics programming portfolio with over 500 new registrants (+35%) since 2011.

Table 11: Participation in Registered Swim Programs by Facility, 2011-2014

Facility	2011		2012		2013		2014	
	#	Waitlist	#	Waitlist	#	Waitlist	#	Waitlist
C.R.C.	3,398	11	2,798	23	2,543	21	2,484	34
Donevan R.C.	1,552	16	1,420	16	1,439	16	1,344	9
Legends Centre	6,386	134	6,358	84	6,564	77	6,702	112
S.O.C.C.	1,382	14	1,463	21	1,617	7	1,758	14
Total	12,718	175	12,039	144	12,163	121	12,288	169
Average Program Fill Rate	65%		68%		72%		72%	

Source: City of Oshawa registration data, 2014



The fact that waiting list levels have remained at a similar level over the past four years suggests that there is some unmet demand for certain program types. The reason for waiting lists, however, may be attributable to the fact that there is greater demand for specific programs where residents are waitlisted while other programs are able to accommodate all of their demands as evidenced by capacity shown through fill rates. More likely the case, however, is that waiting lists are primarily prevalent at the Legends Centre (which accounts for two-thirds of all waitlisted registrants) and thus should be interpreted cautiously as waiting lists may not truly reflect an inability to meet demand. The Legends Centre is one of the City's newer multi-use facilities and it is likely that many residents are registering for the same aquatics program with the hopes of getting in to the Legends Centre pool. Those who do not get in will often still participate at their second choice location and thus the City is still meeting market demand in this instance.

Facility Needs Assessment

Oshawa has a well distributed supply of indoor aquatic centres that offer a mix of lane and leisure swimming opportunities. The City's service level of approximately one indoor aquatic centre per 40,000 residents is in line with many municipalities across Ontario. In fact, the City's service level can be considered to be even greater than average when considering the community has access to indoor pools at the Boys and Girls Club as well as the Y.M.C.A., third party operators who are not present in every municipality.

In continuing to provide indoor aquatic centres at a rate of 1:40,000, the City of Oshawa will likely begin to experience growing pressures on its existing indoor pools after it reaches a population of 175,000. After that time, it is likely that increasing pressures will be placed upon existing pools whereby demand for rentals grows stronger while program fill rates can be expected to be close to capacity (and potentially expand waiting lists for the most popular programs). However, the need for the City's fifth indoor would not be fully apparent until after the population surpasses 197,000.

Population Threshold Attained	158,341 (current)	175,000	185,000	197,000
Number of Indoor Aquatic Centres Required (based a provision target of 1 indoor aquatic centre per 40,000 population)	4.0	4.4	4.6	4.9
Deficit (based on a supply of 4 indoor aquatic centres)	0.0	0.4	0.6	0.9

The preferred implementation strategy is one whereby the City continues to rely upon its existing supply for the time being. It is anticipated that aquatic program demands can be absorbed within the four aquatic centres given that existing program fill rates are in the 72% range, on average. Reliance on the existing pools could pose a challenge for organized aquatic clubs, who have already expressed a need for additional pool time, since the Donevan Recreation Complex pool is the only true competition pool in the City and club membership can be expected to grow with population. As an interim measure between now and the time at which a new aquatics facility would be required based on the 1:40,000 standard, the City should explore ways in which additional swim club rentals could take place in existing pools, possibly by re-allocating certain programmed times at Donevan to other indoor pools thereby freeing up additional rental opportunities by way of scheduling. The proposed rejuvenation of Rotary Pool (refer to Recommendation R7) should also consider ways in which to potentially accommodate swim club demands in consultation with organized users.

By first exploring ways in which to maximize use of the existing supply, the City places itself in a financially sustainable position whereby it does not overbuild its short-term pool supply in order to meet a current peak in rental demand but rather provide it with the ability to defer construction of its fifth indoor aquatics centre once it reaches a population threshold between 195,000 and 200,000 residents. It is recommended that a feasibility study specifically exploring the provision of an indoor aquatics centre be undertaken after ten years or once the City’s population reaches 195,000 (whichever comes first) to determine whether there are constraints in the existing pool supply that are causing latent demand, and rationalize the timing, design and cost of a fifth indoor aquatics centre. With respect to design, at this time it is envisioned that a facility containing a 25 metre lane pool with a minimum of six lanes along with a separate warm water leisure pool would satisfy anticipated needs for rental and program uses.

Recommendations

- R6. Construct a new multi-use community centre containing an indoor aquatics facility, pending confirmation through a feasibility study and business plan that is initiated in advance at the time Oshawa reaches a minimum population of 185,000 persons.

5.4 Outdoor Pools & Beaches

Supply

The City of Oshawa owns or leases and operates two heated outdoor pools that are generally open from June to late August each year. In addition, the City residents have the benefit of Lakeview Park Beach that is supervised by lifeguards between late June and early September (weather permitting).

The **Rotary Pool** is a five lane, 30 metre rectangular outdoor pool featuring a small slide and an onsite change room. Rotary Pool's requires over \$1.3 million in capital renewal, the majority of which (more than \$1 million) is attributable to addressing immediate needs through refurbishing the pool tank, deck and mechanical systems. Of note, Rotary Pool is presently not accessible to persons with disabilities.

The City has leased the 25 metre **Camp Samac Outdoor Pool** from Scouts Canada on an annual basis since the year 2000. Under the terms of the lease agreement, the City assumes responsibility for the delivery of aquatic program services to the community. While an asset funding needs report was not available (since the pool is not owned by the City), a review of various Staff Reports suggests that the Camp Samac Outdoor Pool is in satisfactory structural condition but is not accessible. Further, the 40 year old change room building needs to be updated while the pump house requires remediation for various lifecycle-related issues. Based on discussions with the City, it is understood that Scouts Canada does not consider the outdoor pool or the change house as being essential to their camping programs, and thus have not historically supported major capital repairs to these facilities – this poses a dilemma for the City as municipal investment into the pool or change house carries a degree of risk since the property is privately owned and the lease agreement requires annual renewal.

Lakeview Park Beach is owned, maintained and supervised by the City of Oshawa. In addition to providing opportunities for public swimming and relaxation on the beach, the beach has sand volleyball courts that are available for rental. The Park Provisioning Policy Framework Section explores waterfront areas in greater detail.

Relevant Themes from Consultations

31% of the Household Survey sample swam outdoors during the past twelve months ranking as the fifth most popular recreational activity (this was followed by use of splash pads at 27%), noting that the percentage of outdoor swims does not differentiate between those taking place in the City's outdoor pools, private facilities, backyard pools or beaches. There was also some discussion at the Launch Event centred upon the likelihood of outdoor pool demands growing in North Oshawa as the population of families and young children grows in that area.

Certain people were also concerned about the aging state of the two existing pools with respect to if/when improvements would be undertaken and the cost required to do so. However, more emphasis seemed to be placed upon developing new splash pads and water play facilities rather than standard outdoor pools, likely since splash pads are perceived to provide a greater degree of fun and interaction compared to a rectangular pool.

Local and Regional Market Trends

Outdoor pools were once a key part of Ontario’s community fabric, with many municipalities constructing them in the 1960s and 1970s. With greater affordability and popularity of backyard pools, usage of the typical rectangular outdoor pool has diminished in many parts of the province. Trends in service delivery suggest that municipalities are moving away from providing outdoor pools altogether due to the high operating cost relative to the short three month usage season (usually June to August), and the ability to offer lessons and other programming within their indoor pools. Municipalities who have chosen to provide new outdoor pools or replace their aging pools have usually done so on the basis of providing a differentiated experience oriented to fun through waterpark designs, sport tourism or rentals, or as part of overarching municipal economic development strategies.

Table 12: Benchmarked Municipal Outdoor Pools

Municipality	Population	No. of Outdoor Pools	Service Level
Ajax	119,800	2	59,900
Barrie	143,620	0	-
Burlington	179,035	2	89,518
Pickering	95,200	1	95,200
St. Catharines	140,660	10	14,066
Whitby	131,600	0	-
Average	126,176	3	64,671
Oshawa	158,341	2	79,171

Notes: average excludes municipalities who do not own or operate an outdoor pool. The outdoor pool in Pickering is owned and operated by the Toronto and Region Conservation Authority. The supply in St. Catharines could decrease by three to six pools based on recent Council deliberations.

The City’s service level is presently one outdoor pool per 79,171 residents. While this is below the average compared to other municipalities who own and directly operate an outdoor pool, the provision of outdoor pools is an inconsistent practice across the province; for example, two of the benchmarked communities do not provide outdoor pools at all, and one community relies solely upon a pool owned and operated by the local Conservation Authority. Of note, St. Catharines is an outlier where many outdoor pools were constructed during the 1950s and

1960s in lieu of providing indoor pools – St. Catharines’ Council recently committed to decommissioning three outdoor pools, and may divest of another three in the future due to lifecycle renewal costs, in favour of replacing such pools with splash pads).

Utilization

Rotary Pool is available only for drop-in swimming and rental opportunities. Outdoor aquatics programs such as group swimming lessons, along with private and semi-private lessons are offered at the Camp Samac pool. Data provided by the City suggests that participation in registered programs has fluctuated between 530 and 630 swimmers since 2011, continuing a period of instability as decreases in participation levels have been observed since shortly after the Legends Centre opened in 2006. The City has moved to improve programming efficiency at the Camp Samac pool by reducing the number of programs offered, which has resulted in the fill rate increasing from 28% in 2011 to 75% in 2014. In terms of drop-in swims, Camp Samac’s 11,600 drop-in visits in 2014 decreased by nearly 25% (-3,575 swims) compared to 2011 while Rotary Pool’s 4,700 drop-in visits was a 5% decline from the year prior (-275 swims, noting data was not available for 2011).

There are a number of reasons for declining usage of outdoor pools. Outdoor pools were once a key part of Ontario’s community fabric, with many municipalities constructing them in the 1960s and 1970s when indoor aquatic centres were less common. As mentioned, the construction of facilities such as the South Oshawa Community Centre and the Legends Centre offer pools with more interactive and fun elements within a multi-use community centre setting, which in fact can compete with a municipality’s standard rectangular outdoor pool template – there are also programming redundancies such as learn-to-swim programs that are offered in indoor and outdoor settings. While Oshawa’s outdoor pools are heated (thereby making a swim more comfortable on cooler summer days), their accessibility for persons with disabilities and amenity level is not always comparable to the indoor pools. Furthermore, greater affordability and popularity of backyard pools has diminished usage of the typical rectangular outdoor pool in many parts of the province.

Facility Needs Assessment

In the absence of generally accepted service level standards for outdoor pools and the shift away from these facilities to more cost-effective splash pads, no additional outdoor pools need to be provided to meet recreational needs. The focus, therefore, shifts to rationalizing whether there is a need to continue to operate the two outdoor pools over the next twenty years in light of their capital renewal requirements, their current inaccessibility to persons with disabilities, and the unique agreement that enables the City to program a pool located on privately owned lands.

Outdoor swimming is presently offered in Oshawa's north (Camp Samac pool), central (Rotary Pool) and southern areas (Lakeview Park Beach) thereby attaining a strong level of geographic distribution. The types of aquatic use differs between these facilities with only Camp Samac being programmed (e.g. learn-to-swim) while the other two locations are permitted solely for drop-in swimming. As mentioned, there has been stagnating to declining levels of use for both registered and drop-in swims at the City's outdoor pools likely due to a strong presence of municipal and agency-operated indoor pools that serve as competition for programs, and increasing affordability of backyard pools.

There is an intrinsic value to these pools that is difficult to quantify in the sense that they provide an affordable, outdoor swim and learn-to-swim experience that is particularly beneficial to persons who may not have the means to travel longer distances by car or transit to access the City's indoor pools. This is particularly true for Rotary Pool which is located in the 'Downtown Oshawa' boundary identified by the Durham Region Health Neighbourhoods project. This neighbourhood is deemed to be one of the most vulnerable areas in Oshawa based on a number of indicators, particularly those relating to children, and it is the City's most vulnerable area in Oshawa for childhood physical activity and well-being according to the Region's study.²³ Rotary Pool also has considerable potential to:

- benefit from its centralized location in the City and form a key destination accessible by motorized and active transportation modes, the latter of which is a key focus and the pool's proximity to the Joseph Kolodzie Trail would benefit from persons travelling between the downtown and the Waterfront Trail;
- contribute to civic enhancement and economic development objectives due to its proximity to the City's downtown core (particularly the nearby institutional campus with City Hall, Robert McLaughlin Library Branch, John Street Seniors Centre, Arts Resource Centre, etc.);
- function as a civic destination within the uniquely large park block defined by Brick by Brick Park and Rotary Park, and in an area characterized by low to high density residential units (thus drawing from a population representing many 'ages and stages'); and
- tie into the Oshawa Valley Botanical Gardens (O.V.B.G.) Master Plan vision which illustrates a greenhouse/conservatory complex with a children's teaching garden where the Rotary Park pool currently is situated – if choosing to retain an aquatics component

²³ Region of Durham, Health Department. January 2015. Health Neighbourhoods in Durham Region Overview Report; Downtown Oshawa (O3), Oshawa Neighbourhood Overview; Northwest Oshawa (O11), Oshawa Neighbourhood Overview.

on site, a unique splash pad employing a garden or nature theme could complement the O.V.B.G. Master Plan.

The key decision point for Rotary Pool is its million dollar capital renewal requirement, and whether this level of reinvestment is deemed to be appropriate in relation to City-wide needs for outdoor swimming, particularly when considering it accommodates less than half the number of drop-in swims compared to the Camp Samac pool. Further, Rotary Pool is situated in between the Donevan Recreation Centre and Civic Recreation Complex indoor pools (and in proximity to the Eastview Boys and Girls Club), which in effect compete with each other during the summer months especially for learn-to-swim programs, and is one reason for the outdoor pool's relatively low utilization rate.

In contrast, the Camp Samac pool is located in the Region's 'Northwest Oshawa' health neighbourhood which exhibits fairly average vulnerability scores (i.e. it is not considered to be an 'at-risk' area of the City). A review of satellite imaging also reveals many backyard pools in the residential areas surrounding Camp Samac. While the location of this pool is not deemed as critical to serving vulnerable populations, it appears to be in better condition than Rotary Pool although the fact remains that it is located on private lands which could pose a risk on the basis that: a) any municipal investment in the pool must be accompanied by a longer term lease (deviating from the annual lease arrangement as per current practice); and b) the landowner could decide to repurpose the pool in the future.

With demonstrated merits and challenges recognized for both outdoor pools, the recommended course of action is to:

- a) Engage area residents to determine the level of support for repurposing Rotary Pool into a major splash pad given that its historically low level of use may be an indication that the community is seeking a different outdoor aquatics experience.
- b) In the event that community consultations and municipal business planning support the retention of Rotary Pool as a venue for outdoor swimming, the pool should be rejuvenated recognizing the role that it plays in servicing one of the City's most socio-economically vulnerable communities and its strategic centralized location in proximity to two major trail routes. Pending confirmation through architectural designs and business planning, the Rotary Pool should either be:
 - refurbished to its original level of amenity thereby undertaking fairly basic renewal activities for the pool tank and change house, including accessibility enhancements (which is estimated to cost \$1.3 million); or
 - reconfigured and/or expanded to integrate greater programming capabilities and/or waterplay elements, recognizing that this type of improvement would likely add to the capital and/or operating cost requirement but could also fit in

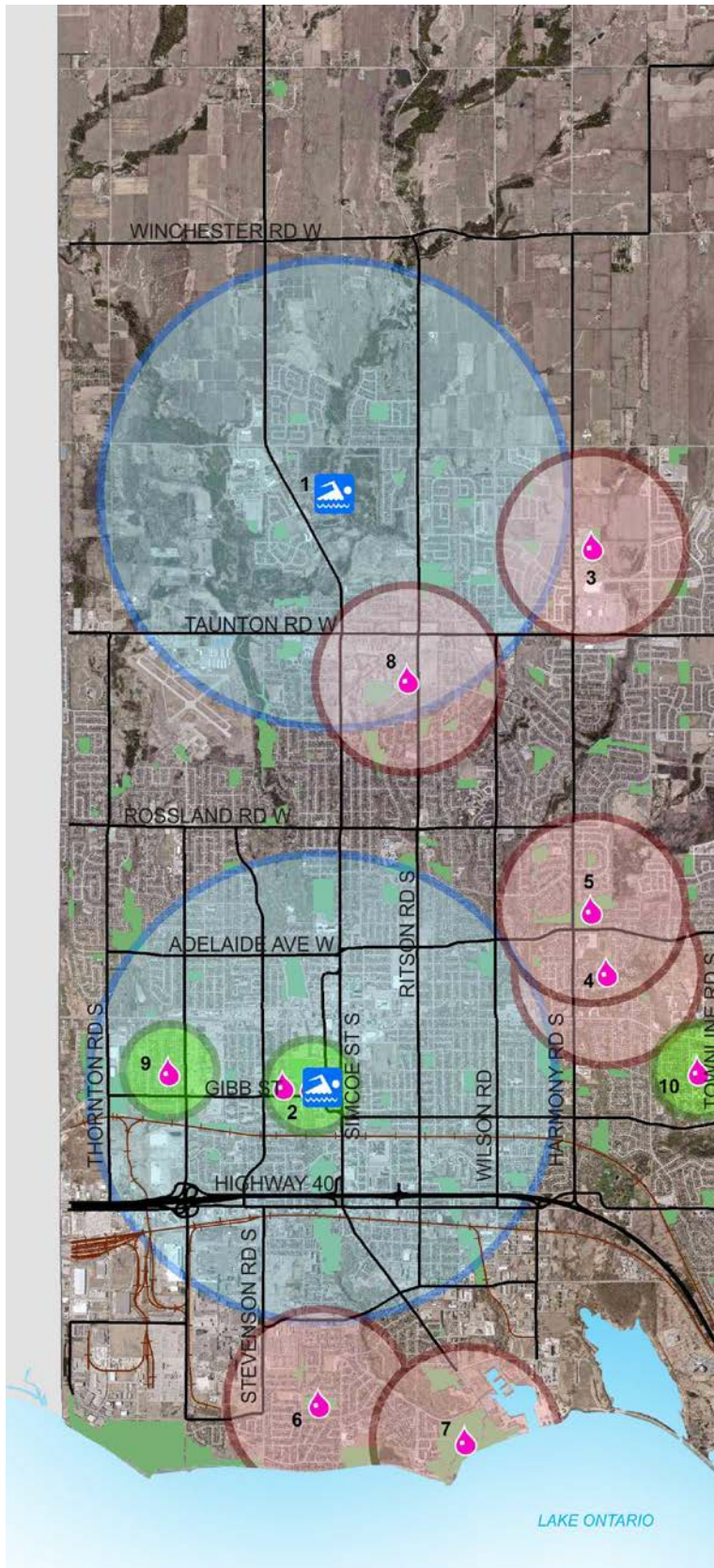
with economic development, downtown revitalization and/or civic enhancement objectives.

- c) Continue to operate the Camp Samac pool over the next ten to fifteen years until a new indoor pool is constructed as part of the proposed multi-use community centre. Therefore, targeting only basic and minimal investments relating to health and safety should be the City's priority recognizing that the pool would not be required after the new indoor aquatics centre is built. However, should any major capital contributions be required to renew the Camp Samac pool and supporting buildings during the next decade, such an investment should be accompanied by a long-term lease agreement with, and/or financial contributions from Scouts Canada.

Recommendations

- R7. Operate the Camp Samac Outdoor Pool, with capital investments relegated to basic health and safety improvements, until the time at which a new indoor aquatic centre opens to the public (see Recommendation R6). However, should major capital contributions be required to remediate structural and mechanical components of the Camp Samac Outdoor Pool, such investments should only be done if a long-term lease and/or joint funding agreement can be secured with Scouts Canada.
- R8. Initiate a community consultation exercise with area residents to determine the feasibility of repurposing Rotary Pool to a major splash pad (potentially tying into the Oshawa Valley Botanical Gardens Master Plan concept), or whether to undertake the requisite capital lifecycle renewal activities for Rotary Pool.
- R9. Undertake a business plan, economic analysis and architectural concept in the event that Rotary Pool is retained as an outdoor swimming venue (see Recommendation R8) in order to explore the feasibility of reconfiguring the pool to accommodate greater programming potential and waterplay elements to create a destination-type pool.

Map 4: Distribution of Outdoor Pools and Splash Pads



Outdoor Aquatics

-  Outdoor Pools with a 2.5 km Service Area
-  Major and Minor Splash Pads with a 1km Service Area
-  Cooling Stations with an 500 m Service Area

Outdoor Pools

1. Camp Samac*
2. Rotary Pool

Major Splash Pad

3. Legends Centre

Minor Splash Pad

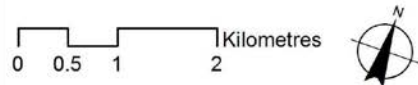
4. Baker Park
5. Easton Park**
6. Lake Vista Park
7. Lakeview Park
8. Northview Park

Cooling Stations

2. Rotary Park
9. Glen Stewart Park
10. Mackenzie Park

* Non-municipal pool but programmed by the City

** Assumed categorization as the park was undergoing extensive redevelopment at the time of writing



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5.5 Splash Pads

Supply

Splash pads are provided at nine parks across the City. The scale of the splash pads (sometimes referred to as ‘spray pads’ or ‘aquatic playgrounds’) varies considerably ranging from large-scale facilities with interactive features (e.g. Legends Centre) to very basic templates consisting of a single pole functioning simply as a cooling station.

For the purposes of this assessment, splash pads are defined under the following categories:

Category	Description	Catchment	Facilities
Major Splash Pads	Characterized by a number of high quality, interactive waterplay features.	City-wide	Legends Centre
Minor Splash Pads	Characterized by one to two interactive spray features and/or floor-based fountains	Community (i.e. multiple neighbourhoods)	Baker Park*, Easton Park, Lake Vista Park, Lakeview Park, Northview Park
Cooling Stations	Characterized by a brown spray stick centrally located within a concrete pad	Neighbourhood	Glen Stewart Park, Mackenzie Park, Rotary Park

* assumed categorization as the park was undergoing extensive redevelopment at time of writing



Cooling Station at Glen Stewart Park



Major Splash Pad at Legends Centre

Relevant Themes from Consultations

The desire for additional splash pads was expressed throughout most consultation activities, as well as through anecdotal conversations conducted with park users during site visits. 27% of Household Survey respondents reported using a splash pad, ranking as the sixth most popular activity during the past twelve months, while support for additional splash pads ranked fourth at 64% (with 15% opposed).

Local and Regional Market Trends

Splash pads are fun and engaging facilities with a large appeal to children and families that are looking to cool off on a warm day. In 2009, it was estimated that spray pads and water parks attracted over 80 million visits in North America and has grown on average between 3-5% each year.²⁴ Best practices observed in other municipalities suggests that the provision of splash pads offer numerous benefits compared to the traditional outdoor pool given that splash pads are free, drop-in facilities with no standing water. These facilities are substantially more cost effective to build and operate than outdoor pools as they are generally unsupervised (i.e. lifeguards are not required), and use less water and chemical additives though they are still subject to standards and inspections from agencies such as public health departments. In some instances, municipalities have decommissioned outdoor pools and installed splash pads to achieve the aforementioned benefits.

Splash pads take on a variety of design styles and themes to create unique and interactive experiences as many are designed with sensors and buttons that activate water features. Sophisticated drainage systems ensure that splash pads have no standing water, minimizing the risk of drowning and transmission of infectious diseases. Where the water drains to varies in each municipality, with some redirecting the 'grey water' towards municipal irrigation or into a stormwater pond; other communities have developed filtration systems to cleanse and recycle water. Another trend that has been observed is lit splash pads that extend the use of these facilities into the late evening when high temperatures continue into summer evenings.²⁵

The City's supply translates into a service level of one splash pad per 2,825 children under the age of nine, which is the third highest service level compared to similar municipalities (the service level is 1:1,883 children if including the basic cooling stations).

²⁴ World Waterpark Association. 2009. Waterpark industry general and fun facts. Retrieved from www.waterparks.org

²⁵ Anderson, K. (2013). Splash down! Splash pads arriving in style. Recreation Management. Retrieved from http://www.recmanagement.com/feature_print.php?fid=201304fe01

Table 13: Benchmarked Municipal Splash Pads

Municipality	Population (0 to 9)	No. of Splash Pads	Service Level
Ajax	15,670	4	3,918
Barrie	17,896	2	8,948
Burlington	19,943	8	2,493
Pickering	9,695	1	9,695
St. Catharines	13,402	2	6,701
Whitby	17,666	14	1,262
Average	15,712	5	5,503
Oshawa	16,949	6*	2,825

* Oshawa’s supply excludes the three ‘cooling stations’ at Glen Stewart, Mackenzie and Rotary Parks as these are constructed to a more basic level of amenity relative to most of the benchmarked supply
 Note: Children’s (0-9) population derived by applying 2011 Census proportional age structure to 2015 municipal population estimate.

Utilization

As a non-programmed, self-directed facility, utilization data specific to splash pads is not formally collected by the City of Oshawa.

Facility Needs Assessment

Age-specific per capita targets are typically utilized in combination with distribution to determine the provision of splash pads, as the core users of this facility type are generally children ages 0 to 9. Municipalities generally utilize a standard of one splash pad per 3,000 to 5,000 children with the distribution of splash pads and priority areas also being a key consideration.

Oshawa’s level of service for its major and minor splash pads is consistent with the upper end of this service threshold (and in fact is even greater if including the basic cooling stations). Accordingly, a service level of one splash pad per 3,000 children is considered to be generally consistent with the current level of provision (and high level of satisfaction by Oshawa residents). Therefore, this standard is recommended to be applied to guide future facility provisioning noting that the standard only applies to major and minor splash pads (i.e. cooling stations are excluded).

Population Threshold Attained	158,341 (current)	175,000	185,000	197,000
Estimated Child Population (assumption based on 11% of the total population)	17,418	19,250	20,350	21,670
Number of Splash Pads Required (based a provision target of 1 splash pad per 3,000 children)	5.8	6.4	6.8	7.2
Surplus (Deficit) Splash Pads (based on a supply of 6 splash pads)	0.2	(0.4)	(0.8)	(1.2)

Application of the service level standard indicates that Oshawa can rationalize the construction of one new splash pad once its population exceeds 185,000. The preferred location would be within a new community park, potentially in North Oshawa, where a sufficient land base and co-location with other outdoor and/or indoor recreation facilities is possible. The City should also redevelop all of its cooling stations to minor splash pads (potentially using the \$20,000 annually allocated to splash pad improvements as part of the capital required for such redevelopments).

The City should also convert at least one of its minor splash pads into a major splash pad. A major splash pad would make a great deal of sense as part of the City’s waterfront redevelopment efforts by functioning as a destination type splash pad and complementing the waterfront’s overall vision. Through the additional waterfront master planning efforts proposed in Section 4 of the P.R.L.C. Assessment, the City should confirm whether a major splash pad remains at Lakeview Park in its current location, is relocated elsewhere in that park, or relocated to a different waterfront park parcel altogether (e.g. the Oshawa Harbour lands).

Recommendations

- R10. Construct one new major splash pad after the population reaches 185,000.
- R11. Upgrade the Lakeview Park splash pad to a major splash pad provided this complements the vision associated with the Master Plan proposed for the park (also see Recommendation P9).
- R12. Upgrade all splash pads to a minimum design standard reflective of a minor splash pad template (major splash pads should continue to be provided in key destination areas).

5.6 Gymnasiums

Supply

The City of Oshawa has access to gymnasiums within five facilities. The full size gymnasiums at the Legends Centre and Northview Community Centre are owned and directly operated by the City, while the remaining gyms are operated under a reciprocal agreement with the Durham District School Board within the South Oshawa Community Centre (includes a small and full size gym) and the Mary Street Community School. Further, the Oshawa Senior Citizens Centres' (O.S.C.C.) Conant branch is shared with the Oshawa Community Health Centre, and is conducive to active living programs delivered by the O.S.C.C. (e.g. pickleball). This gym is exclusively oriented for seniors activities compared to the City's other gyms that are programmed for general community uses. Distribution of these five municipal gymnasiums results in a fairly strong coverage that generally provides reasonably good access to most established residential areas within a ten to fifteen minute drive.

Further supplementing the supply (and distribution) are a number of non-municipal gymnasiums located throughout the City. The Campus Recreation and Wellness Centre, which opened in 2007 at the U.O.I.T./Durham College campus, contains a 28,500 square foot divisible triple gymnasium with seating for 2,000 spectators. This facility also contains a separate secondary gymnasium (13,500 square feet divisible in two) with bleacher seating for 1,000 spectators. This postsecondary facility, while not included as part of the municipal supply, contributes a high quality spectator gymnasium space to Oshawa that is available to the general community and for special events when not required for varsity use.

Also not included in the supply, but whose contributions are recognized, are elementary and secondary school gymnasiums available through the provincial Community Use of Schools initiative, since costs, scheduling and permitted uses are subject to the school boards' sole discretion. Both the Y.M.C.A. and the Eastview Boys and Girls Club also contain gymnasiums (and rock climbing walls) that are available for general community rental while gyms are also integrated within certain private properties including places of religious assembly (e.g. churches) and social/cultural clubs.

Relevant Themes from Consultations

The Household Survey recorded 15% participation in gymnasium sports (e.g. indoor basketball, volleyball, etc.) over the past twelve months, ranking eleventh in popularity. Support for additional gymnasiums also ranked as a mid-level priority with 48% articulating support and 18% stating an opposition for additional funding towards these facilities.

A desire for gymnasium spaces was also heard through the Youth Focus Group which emphasized the flexible, multi-use nature of such a facility to respond to a wide range of youth

interests (such as sports, dances, etc.). Some discussion regarding the potential of gyms as dry-land training venues took place during the Focus Groups with indoor and outdoor sports organizations.

Local and Regional Market Trends

Gymnasium sports continue to exhibit high levels of demand across Ontario, especially among youth and younger adults. Gymnasiums provide flexible space within which a variety of recreational activities and camps can be scheduled. Most often, gymnasiums are used for traditional active sports such as basketball, volleyball, and badminton. Gymnasiums are also popular for the emerging sport of pickleball, which is popular amongst older adults, and can be used for active programming such as aerobics, fitness, dance, and other wellness activities. Municipalities may occasionally utilize gymnasiums space for a variety of non-recreational activities such as trade-shows, large gatherings and other events, although it is often felt that these types of activities should be restricted from gymnasiums as they may interfere with other recreational bookings or are not compatible with certain floor types.

The City provides one gymnasium per 31,668 residents when including shared gyms at the S.O.C.C. and Mary Street Community School (the ratio is 52,780 if including only gyms operated exclusively by the municipality and the O.S.C.C.).

Table 14: Benchmarked Municipal Gymnasiums

Municipality	Population	No. of Gymnasiums	Service Level
Ajax	119,800	3	39,933
Barrie	143,620	3	47,873
Burlington	179,035	4	44,759
Pickering	95,200	1	95,200
St. Catharines	140,660	2	70,330
Whitby	131,600	1	131,600
Average	134,986	2	71,616
Oshawa	158,341	5	31,668

Comparisons with benchmarked municipalities should be interpreted with caution given that some communities may provide fewer gymnasium facilities if they have 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 had to provide one municipally-operated gymnasium. Oshawa is another example where City-owned gyms are provided at a lower rate due to capital and operating partnerships it has negotiated with the school board.

Utilization

As articulated in Table 15, the number of hours booked at the five municipally operated and shared use gyms has generally remained stable since 2011, with 46 more hours booked. During this time, gymnasium utilization increased 2% to 43%, which is a result of 230 fewer hours available for booking at the S.O.C.C small gymnasium.

Table 15: Prime Time Utilization by Gymnasium, 2011-2014

	2011	2012	2013	2014
Hours Booked – All Gyms	3,492	3,436	3,228	3,538
Surplus Hours – All Gyms	4,966	4,792	5,002	4,690
Utilization Rate	41%	42%	39%	43%
LEGENDS CENTRE				
Hours Booked	1,537	1,431	1,329	1,310
Surplus Hours	613	720	822	840
Utilization Rate	72%	67%	62%	61%
MARY STREET C.S.				
Hours Booked	433	463	513	462
Surplus Hours	873	842	793	844
Utilization Rate	33%	35%	39%	35%
NORTHVIEW C.C.				
Hours Booked	1,020	1,087	1,144	1,246
Surplus Hours	1,130	1,063	1,007	904
Utilization Rate	47%	51%	53%	58%
SOUTH OSHAWA C.C. SMALL				
Hours Booked	162	197	143	275
Surplus Hours	1,264	999	1,053	921
Utilization Rate	11%	16%	12%	23%
SOUTH OSHAWA C.C. LARGE				
Hours Booked	340	258	99	245
Surplus Hours	1,086	1,168	1,327	1,181
Utilization Rate	24%	18%	7%	17%

Source: City of Oshawa bookings and rental data, 2014

Note: Utilization of the Legends Centre, Northview Community Centre, and the South Oshawa Community Centre (Large) gymnasiums includes full, Gym A, and Gym B bookings.

Prime Time defined as 5/6pm to 9pm during the week and 8:30am to 8pm during the weekends.

The Legends Centre gym is the most used facility, although bookings at this location has generally been in decline (227 hours or -15%). Interestingly, this trend was offset by growth at the Northview Community Centre, which is experiencing greater demand for active living programming in the gym from its older adult users and also benefits from having the Boys and Girls Club of Durham delivering programs directly out of the facility as well. The gymnasiums at the Mary Street Community School and S.O.C.C. generally have low levels of utilization. Note that data for the Conant Centre gym is not included due to its operation by an External Agency.

Facility Needs Assessment

There is no consistent provision standard for gymnasiums as this type of space varies in each community, depending on the municipality's ability to access school gymnasiums through the Community Use of Schools initiative. This initiative, created by the Ministry of Education, encourages access to school facilities outside of regular school hours for municipalities or local community groups. Organizations that have entered into use agreements with local school boards may provide no or few municipal gymnasium spaces, while communities that do not have access to schools may provide more gymnasium space to accommodate demand.

The provision of gymnasiums should generally be considered as a part of new major facility development as it can be flexibly designed to accommodate a variety of uses and is complementary to other recreation components to facilitate cross-programming opportunities. Its co-location with other recreation facilities is also beneficial in enhancing operational efficiencies compared to stand alone facility models. At present, an indoor aquatics centre is foreseen as a major facility need once the City reaches a population of 197,000 and if constructed, a gymnasium should be considered as part of such a development. A feasibility study, as recommended in the indoor aquatics assessment, should confirm the inclusion of a gymnasium along with its design specifications and costs.

To ensure that a gymnasium, if developed, is accommodating of a variety of indoor sports (e.g., basketball, volleyball, pickleball, etc.), it should be designed to college basketball regulations. Adequate ancillary amenities should be provided including an electronic score clock, washrooms, and dressing rooms, and other features to be identified at the City's discretion. To ensure the highest quality facility is provided, non-sporting activities should be directed to the City's hall facilities (e.g. the Bobby Orr Room at the Civic Recreation Centre) and be discouraged from utilizing the gymnasium. This action is intended to ensure recreation activities have an appropriate level of access and to minimize potential damage to a higher quality gym floor.

Recommendations

R13. Construction of new gymnasiums should only be considered at the time of new multi-use community centre construction, pending confirmation through the feasibility study and business plan (also refer to Recommendation R6).



5.7 Fitness Facilities

Supply

The City of Oshawa operates three fitness centres at the Civic Recreation Complex, Legends Centre and South Oshawa Community Centre. Each fitness centre contains a range of cardio and weight-training equipment, along with an aerobics studio that offers floor-based programs. The City's strategic decision to integrate fitness centres within these multi-use community centres bolsters the overall user experience through creating high quality experiences often found in club settings (e.g. the C.R.C. contains a variety of indoor racquet courts in addition to an indoor aquatics centre), and offering a unique dry-land training amenity for other facility users (arena and pool users in particular) by leveraging facilities such as gymnasiums and indoor walking/running tracks (the latter of which are available at the C.R.C. and the Legends Centre). In addition to the above, an aerobics studio is also available at the Donevan Recreation Complex while certain specialty fitness classes are offered at the Arts Resource Centre and the Columbus Community Centre.

In addition to municipally-operated fitness centres, there is a significant quasi-public and private sector presence in Oshawa. The Campus Recreation and Wellness Centre contains two training rooms (non-equipment based apart from stationary bicycles) and an aerobics studio, as well as a three lane 200 metre indoor running track that is elevated above the triple

gymnasium. The Durham Y.M.C.A. offers a fitness centre, exercise studio, indoor track and rock climbing wall in a setting comparable to the City's multi-use community centres.

The City of Oshawa also provides an outdoor exercise loop at Brick Valley Park that consists of fitness equipment designed specifically for outdoor use situated in various spots along an internal asphalt trail. This equipment is part of the Ontario Seniors Games legacy through which the fitness loop was originally funded, and is conveniently situated in the central park of the City (south of John Street) and is accessible by the Joseph Kolodzie Trail.

Relevant Themes from Consultations

The Household Survey recorded 40% of residents participating in aerobics, fitness and weight-training activities over the past twelve months, ranking as the third most popular activity behind picnicking and swimming indoors. With respect to additional spending on fitness centres, 54% supported more funding to construct new, or improve existing facilities while 17% were opposed. Little feedback was heard from other consultation activities apart from the Youth Workshop (where fitness was discussed more in the context of gym sports) and the Community Launch Event where opinions were mixed in regard whether the City needs to compete with the private sector versus those who see fitness centres as ideal complements with other community centre components.

No input regarding outdoor fitness equipment was received through the community consultations. Anecdotal conversations with Brick Valley Park users, conducted as part of the facility inventory process, suggested appreciation for the fitness loop as a unique amenity that is used by residents of all ages (and not only seniors).

Local and Regional Market Trends

The emphasis being placed on personal health is resulting in growing participation across Ontario for physical fitness activities. This is translating into increasing use of private and public sector fitness services oriented to health and wellness, including active living programming centred on cardiovascular and stretching activities (e.g. aerobics, yoga, pilates, etc.). Such active living programs and classes appear to be the fastest growing segment of fitness, more so than traditional weight-training, given they are being designed as fun, social activities ('Zumba' is a notable example). Oshawa, as with most urban municipalities who have recently constructed multi-use community centres, offers some form of studio-based active living programs in many of its facilities.

The City's supply translates into one fitness centre per 52,780 population, the second highest service level compared to benchmark municipalities. However, direct comparison between municipalities is not always appropriate since equipment-based fitness centres is not a consistent core service among municipalities due to the presence of private sector clubs,

different philosophies in the type and quality of equipment provided, etc. For example, Oshawa and Barrie’s fitness centres are comparable to private sector offerings while other municipalities either offer a basic template with limited equipment or have historically chosen not to compete with the private sector. At a minimum, municipalities commonly provide non-equipment based fitness studios to facilitate programming opportunities.

Table 16: Benchmarked Municipal Fitness Centres (Equipment-Based)

Municipality	Population	No. of Fitness Centres	Service Level
Ajax	119,800	2	59,900
Barrie	143,620	3	47,873
Burlington	179,035	0	not applicable
Pickering	95,200	1	95,200
St. Catharines	140,660	0	not applicable
Whitby	131,600	1	131,600
Average	134,986	1	83,643
Oshawa	158,341	3	52,780

Note: does not include facilities only having aerobics or exercise studios

Oshawa is ahead of the curve when it comes to the provision of outdoor fitness infrastructure. These facilities are part of a growing trend in North American park designs, as municipalities explore ways in which to engage people in physical activity within the public realm. Outdoor fitness loops have existed for some time (sometimes referred to as “vita parcours” tracing back to their European origins), with a growing number of Canadian municipalities integrating outdoor exercise equipment into their parks that are designed to withstand extreme temperature and inclement weather conditions. In addition to Oshawa, research and site visits to parks across Ontario reveals that Toronto, Newmarket, Pettawawa, Middlesex Centre are examples of municipalities providing outdoor fitness equipment. By all indications, it appears that residents in those communities are making use of those facilities.

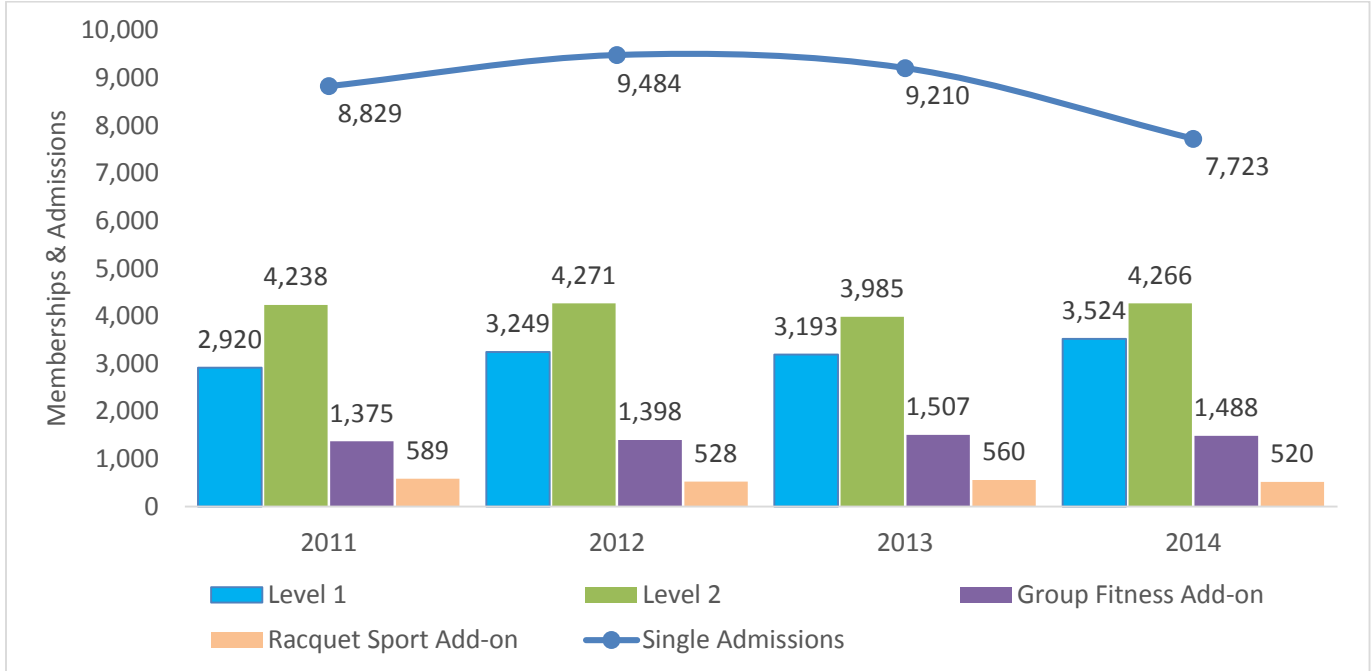
The provision of outdoor fitness equipment is congruent with municipal philosophies centred around physical activity. In many instances, integration of this equipment in parks results in exercise opportunities that are attractive since they are in a natural, aesthetically pleasing setting and they are generally free to use which engages individuals not having a fitness club membership. Although outdoor fitness training was not explicitly heard through the P.R.L.C. Assessment’s community engagements, many people have not heard of these facilities which may impact the conversation but there is evidence that outdoor fitness experiences are growing in popularity particularly as it pertains to long distance endurance with many residents pursuing personal goals for full/half marathon or biathlon/triathlon activities.

Utilization

The City’s fitness centres are accessed through memberships and pay-as-you go admissions. Fitness memberships are categorized as Level 1 (swim, skate and walk) and Level 2 (fitness centre plus Level 1 benefits). In 2014, a total of 9,800 memberships were sold representing a 21% increase (+675) over the past four years. However, the vast majority growth is attributable to Level 1 memberships which accounted for 89% of new memberships sold, and which do not include access to the fitness centres.

Level 2 memberships still form the largest share of memberships sold, however, they grew by only 1%. Despite this, more Level 2 members took advantage of the ‘group fitness add-on’ which increased 8% as these members looked to participate in floor-based active living and wellness programming. The growing popularity of floor-based programs is consistent with industry trends, and suggests that demand may be shifting from traditional exercise equipment in favour of active living and wellness programs such as yoga, Zumba, etc. Another interesting trend relating to membership growth is a tapering in single admissions, though it is not yet clear if the three year decline is an emerging trend – that being said, regular fitness users will be more apt to purchase a membership since it would lower their per visit cost compared to participating through single admissions.

Figure 14: Annual Memberships and Single Admissions Sold, 2011-2014



Source: City of Oshawa, 2015

Looking more specifically at fitness program registrations (which does not necessarily require a membership), the City reports that participation in fitness programming has been steadily

declining since 2011 for group fitness, specialty fitness, training and conditioning, and new parent programs. As shown in Table 17, the 4,495 registrations in 2014 represents a nearly 1,200 fewer than four years prior (-21%) and is most heavily impacted by declining participation in registered group fitness programs. Comparatively, the City’s single admission option for fitness classes (applicable only for group and specialty fitness classes) have been in decline after a peak in 2012, largely due to a decrease at the Legends Centre.

Table 17: Participation in Fitness Programs/Classes, 2011 – 2014

Year	2011	2012	2013	2014
Registration	5,690	4,987	4,632	4,495
Single Admission	1,277	1,747	1,479	1,062

Source: City of Oshawa, 2015

The City’s indoor tracks also appear to receive substantial usage. With the inclusion of walking track access as part of fitness memberships, it is difficult to precisely quantify the number of indoor track users beyond point of sale transactions (which form a small part of track usage). For example, the Legends Centre track is primarily used by fitness members but track usage cannot be isolated. However, City Staff estimate that there were over 29,000 visits to the C.R.C. indoor track in 2014, based upon point of sale and applying certain assumptions to membership scans. Similarly, there is presently no data available to track the exact amount of usage taking place on the C.R.C.’s outdoor track.

As a non-programmed, self-directed facility, utilization data specific to Brick by Brick Park’s outdoor fitness equipment is not formally collected by the City of Oshawa.

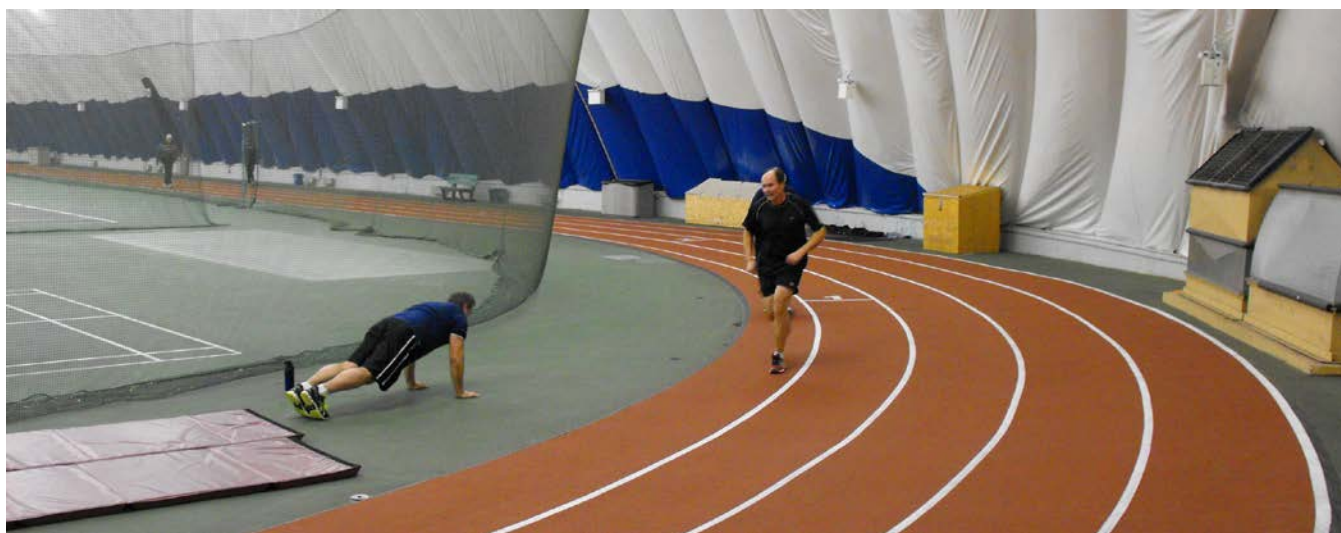
Facility Needs Assessment – Indoor Fitness Facilities

There are no standardized service levels dictating a municipality’s role in providing equipment-based fitness centres. Instead, municipalities define their roles according to factors such as market size and anticipated share when factoring in private sector operators, whether there is a gap in certain market segments (e.g. affordable fitness, lack of equipment-based providers), and financial viability. While some municipalities have chosen to focus solely on providing basic, introductory facilities to differentiate themselves from high quality private clubs, other municipalities including Oshawa have chosen to also provide high quality fitness facilities to complement the overall community centre experience. Additionally, others choose not to provide equipment-based facilities instead opting for aerobic studios through which floor-based programs are provided. Ultimately, each municipality determines which model to operate under according to its unique market circumstances.

Overall, it appears as though utilization of the City's fitness facilities has plateaued with a general exception shown by a slight increase in Level 1 memberships over time. This is likely due to a number of factors:

- The private sector has developed a number of high quality fitness clubs across the region, some of which replicate community centre models traditionally constructed by municipalities (LA Fitness in Oshawa and Life Time Fitness in Ajax are a notable regional examples with a gym and pool supplementing fitness space).
- The private sector has also moved into the introductory, affordable market by way of low cost discount chains. In addition, there is a growing number of specialized studios geared to cross-fit, yoga, elite athlete training, etc. which has diluted the market and may be a reason for decreasing attendance in municipal wellness programs.
- With nearly 9,800 Level 1, 2 and group fitness members in 2014, this averages 3,100 members per municipal fitness centre. The stabilizing membership levels could indicate the City's fitness centres have reached their market saturation point and/or possibly that the facilities themselves may not be able to accommodate much more usage without taking away from the member experience (e.g. patrons having to wait for equipment).

The existing fitness centres, studios and indoor tracks all contribute to the City's objectives to promote physical activity among residents, and are synergistic components within each community centre that they are located in. There is no pressing need for the City to construct a new equipment-based fitness centre since geographic distribution is strong especially after accounting for private clubs. However, in the event that a new multi-use community centre is constructed in the future then inclusion of equipment and floor-based fitness space, as well as an indoor track, should be rationalized through business planning at that time.



Facility Needs Assessment – Outdoor Fitness Equipment

As a new level of service embraced by a select few municipalities in the province, there are no service standards to guide facility provisioning. As mentioned, anecdotal conversations with park users seemed to suggest an appreciation and degree of use occurring at the Brick Valley Park fitness loop. There is also a sentiment that improving the asphalt loop (it is cracking and heaving in many places) could improve the fitness experience even more by allowing users to safely walk or jog at a quicker pace and use the equipment as a fitness circuit.



Through parkland design/redesign processes and consultation with the community, the City should continue to explore the provision of outdoor fitness equipment. Outdoor fitness equipment is preferably located in a park with a focus on active recreation or sport, is located along a major trail route, or otherwise situated where its use potential is maximized. Since Brick Valley Park is centrally located, a location in North or South Oshawa should be considered including one of the waterfront parks.

Recommendations

- R14. Construction of a new fitness centre, aerobics studio and/or indoor walking track should be considered at the time of new multi-use community centre construction, pending confirmation through the feasibility study and business plan that is to be initiated at the time Oshawa reaches a minimum population of 185,000 persons (also refer to Recommendation R6).
- R15. Resurface the existing internal pathway at Brick Valley Park that connects the outdoor fitness equipment, as the pathway is exhibiting signs of deterioration that may deter use of the fitness circuit.
- R16. Select one new or redeveloped park in which to integrate a fitness circuit containing outdoor fitness equipment.

5.8 Youth Spaces

Supply

The City of Oshawa is a progressive example of a municipality that integrates youth spaces within multi-use facility settings. Dedicated youth areas are located within the Civic Recreation Complex, S.O.C.C. and the Northview Community Centre, the latter of which is leased to the Boys and Girls Club who also operate their own facility.

The **S.O.C.C. 'Youth Room'** is the City's only true space dedicated for use by local youth between the ages of 10 and 17. Users must purchase an annual membership (\$5.65) in order to access the Youth Room, which provides a range of amenities such as lounge area, TV/video game room, pool table, pinball machine, foosball and air hockey tables, computer area. The broad range of amenities in the Youth Room are conducive to attracting a variety of youth interests ranging from hanging out to doing homework in a safe, supervised space. The Youth Room is open on weekday afternoons and evenings, as well as on Saturdays.

A **'Rec Room' integrated within the Civic Recreation Complex** is largely promoted for use by local youth but is available to all age groups. There are no age restrictions for use of this space, although children under 8 years of age must be accompanied by a guardian over the age of 14. Similar to the Youth Room, the Rec Room is equipped with a pool table, foosball table, ping pong table, video games, and computers. This space is open during on weekday afternoons and evenings, and on Saturday afternoons.

The **'Games Room' at Northview Community Centre** is leased to the Boys and Girls Club who are responsible for delivering programming. The space is oriented as a lounge with supporting amenities such as a pool table and multimedia consoles. The Boys and Girls Club's Eastview location also has a Games Room equipped with tables and chairs, ping pong, pool and air hockey tables, TV and selected board games.

Relevant Themes from Consultations

At the Youth Focus Group, the vision of an ideal indoor youth centre centred upon providing a multi-use, safe and welcoming space that is co-located with a community centre so that youth have a 'one stop shopping' destination to also participate in traditional community centre components such as a pool, fitness centre, etc. The vision for the youth centre itself emerged as being an unstructured space with a lounge, games area, indoor rock climbing wall and indoor skateboard area, productivity space to do homework and projects, a kitchen, and others. There was also a focus on technology such as having Wi-Fi available, providing a computer and multi-media area, and having lots of electrical outlets to charge devices.

The general public also strongly supported youth centres through the Household Survey, ranking these spaces as the highest priority to direct additional municipal investment with 79% support.

Local and Regional Market Trends

Recreation trends reveal a growing preference among youth for unstructured pursuits compared to organized sports, prompting the emergence of drop-in youth centres or community rooms that support a variety of youth recreation opportunities. Youth between the ages of 10 and 19 represent a key market segment in many communities, including Oshawa; as such, the provision of accessible youth space remains a high priority. Although this demographic is not expected to experience a high level of growth compared to other age groups, the youth population will continue to be an important segment to serve. The provision of adequate youth facilities is essential to facilitate programs and opportunities that focus on positive reinforcement and engagement to combat common concerns surrounding physical and mental health.

Given the age-specific market these spaces are geared towards, Oshawa’s supply of youth spaces translates into a supply of one youth space per 9,093 youth population, which is higher compared to benchmark municipalities. As with many types of recreation facilities, direct comparison between municipalities should be interpreted cautiously 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 parks.

Table 18: Benchmarked Municipal Youth Spaces

Municipality	Youth Population	No. of Youth Spaces	Service Level
Ajax	18,555	3	6,185
Barrie	20,822	1	20,822
Burlington	21,945	3	7,315
Pickering	14,406	2	7,203
St. Catharines	16,673	0	-
Whitby	19,704	1	19,704
Average	18,684	2	12,246
Oshawa	18,186	2	9,093

Note: Youth (10-19) population derived by applying 2011 Census proportional age structure to 2015 municipal population estimate

Utilization

To provide an indication of attendance at the S.O.C.C. Youth Room, data provided by the City indicates that 90 fewer youth memberships were purchased (-32%) between 2011 and 2014 (of note, memberships are not required to access the Rec Room and thus statistics regarding its use were not available at the time of writing. Furthermore, the total number of visits to the Youth Room (based upon the number of scans) declined by 7% over this time with a fluctuating average number of visits per youth member. At its four year peak, youth members each visited the Youth Room 21 times on average in 2013 but subsequently declined to 12 visits per youth member in 2014.

Table 19: Youth Room Memberships Trends, 2011 – 2014

	2011	2012	2013	2014
Youth Room Memberships Sold	280	229	197	190
Membership Card Scans				
Youth Room Memberships Scanned	2,338	4,032	3,845	2,201
Level 1 or Level 2 Membership Scanned	96	81	204	60
Total Youth Membership Scans	2,434	4,113	4,049	2,261
Average Number of Visits Per Youth Member	9	18	21	12

Source: City of Oshawa, 2015

Note: Level 1 and 2 memberships provide youth with access to additional municipal facilities

City staff note that there may be several reasons behind this declining participation trend at the Youth Room. Lower participation can be attributable to the fact that youth that were attending when the building first opened are now over 17 years of age and no longer able to attend. While these original members were actively sought, the City has not marketed the Youth Room as vigorously to younger children in nearby schools (e.g. grades 5 to 8). It is noted, however, that the City’s Grade 5 Action Pass provides Grade 5 students in Oshawa with a Level 1 Membership that allows them to access several recreation facilities and programs including the Youth Room and the Rec Room.

In addition to the City’s integrated youth spaces, youth-focused programming is leveraged at other municipal facilities such as Youth Skate Night at the Donevan Recreation Complex, recreational and health programs (including Teen Weight Training), and its investments in skateboard parks, sports fields, etc.

Facility Needs Assessment

Engaging youth through safe and interesting opportunities is essential for the healthy development of local youth. Based on age-cohort projections developed for Durham Region,²⁶ it is estimated that there will be over 22,000 youth between the ages of 10 and 19 residing in Oshawa by the year 2031, approximately 4,000 more than recorded through the 2011 Census. The provision of youth space can be viewed as a core component for youth development to facilitate opportunities to interact with others and to participate in programs and activities. It is particularly important that youth have a public space to pursue these activities during after school hours. Co-locating this space at a multi-use community centre with other recreation facilities that are targeted to this age group provides a greater range of opportunities, compared to stand-alone facility types. Municipalities have shifted towards integrating youth spaces within multi-use spaces that are complementary with other active facility types such as gymnasiums, sports fields, skateboard parks, and other similar amenities.

There is no generally accepted provision level for the development of youth space as this facility type is generally constructed based on need, ability to be co-located with other complementary facilities, and potential for cross-programming opportunities. With this in mind, dedicated drop-in space would ideally suit a future recreation facility if developed with a pool and a gymnasium in a manner similar to the South Oshawa Community Centre youth space model.

Recommendations

R17. A new youth centre should be considered at the time of new multi-use community centre construction, using an integrated model in remaining consistent with the City's current practices. Inclusion of such a space should be confirmed through the feasibility study and business plan that is initiated at the time Oshawa reaches a minimum population of 185,000 persons (also refer to Recommendation R6)

²⁶ Ministry of Finance. Ontario Population Projections Update, 2012-2036. Spring 2013 (based on the 2006 Census). Queens Printer for Ontario, 2013.

5.9 Seniors' Centres

Supply

Four dedicated older adult and senior spaces are available in the City, which are operated by the Oshawa Senior Citizens Centre (O.S.C.C). These facilities include the John Street Branch (opened in 1969), Northview Branch (1989), Legends Branch (2006), and the Conant Branch (2008). Each of these branches has access to multi-use program rooms, lounges and an integrated gymnasium (the John Street branch is the only exception to the latter).

Relevant Themes from Consultations

A focus group on older adults provided insights into the perceived needs including (note: this focus group also included representatives from cultural stakeholders):

- There is a desire for more indoor and outdoor space to accommodate programming demands of seniors', including an enlarged John Street Senior Citizens Centre to accommodate the growing 55+ population in the surrounding area.
- Other facility needs include a connected trail system, band shell, multi-purpose room rentals, art spaces, theatre space, and more.
- Community groups are generally satisfied with the facilities that are available, but require greater supports from the City including affordable facility rentals and upgrading facilities that are aging and in disrepair. Ensuring that the City's facilities are accessible is also a concern.
- Explore opportunities to utilize library facility space for older adult programming, such as at the Central Library branch.

The statistically representative survey of Oshawa recorded approximately one in five households (21%) as having participated in organized seniors' activities during the past twelve months. In addition, 17% of households stated that age, disability or other health concerns prevented them from participating in general recreation activities as often as they would like. Households were highly supportive of additional investments in facility space oriented to the seniors' population, with 76% support making it the second highest priority articulated through the survey (it should be noted that the median age of the household survey respondents was 57 years, suggesting higher than average representation from households with older adults and seniors).

Local and Regional Market Trends

Older adult spaces provide venues for residents age 55 and over to gather, share common interests, hold events and programs, and organize games. These spaces have increasingly become more important as Oshawa's population continues to age, particularly among new

Canadians who commonly utilize older adult spaces as a means of social support. To respond to an evolving and increasingly active older adult demographic, many communities are shifting away from stand-alone seniors’ facilities towards the provision integrated spaces within multi-use community centres as exemplified by the O.S.S.C.’s Legend’s Centre, Northview and Conant branches. While the John Street branch is typical of a stand-alone model, it centralizes multiple services and forms a part of the City’s institutional hub with proximity to the Robert McLaughlin Library Branch, Robert McLaughlin Gallery and the Arts Resource Centre.

Given the age-specific market these spaces are geared towards the 55+ population, Oshawa’s supply of older adult centres translates into a supply of one older adult space per 10,400 population 55 years and over. This level of service is the highest compared to the benchmarked municipalities. As with many types of recreation facilities, direct comparison between municipalities should be interpreted cautiously as some municipalities choose to focus their internal older adult-serving programs through multi-use rooms not necessarily dedicated to seniors.

Table 20: Benchmarked Municipal Older Adult Spaces

Municipality	55+ Population	No. of Older Adult Spaces	Service Level
Ajax	23,053	2	11,527
Barrie	32,013	2	16,007
Burlington	52,403	1	52,403
Pickering	24,138	2	12,069
St. Catharines	46,389	3	15,463
Whitby	27,858	1	27,858
Average	34,309	2	22,554
Oshawa	41,562	4	10,391

Note: 55+ population derived by applying 2011 Census proportional age structure to 2015 municipal population estimate

Through its four branches and some municipal community centres, the O.S.S.C. offers a wide range of activity options to its members including fitness and dance (at a variety of intensities or ‘Levels’), drop-in recreation (e.g. cards, darts, pickleball, etc.), general interest (e.g. arts, crafts, music, etc.), computers and technology, seminars and special events. The branches are also a resource to support independent living through transportation, meals and certain health services.

Utilization

Data provided by the O.S.C.C.'s indicates that the 7,115 members in 2014 represents growth of over 9% (+590 persons) since 2009. Of this total, approximately 17% of members were non-residents. Table 21 illustrates the age profile of the membership, with 81% of members being 65 years of age and over and that these residents are driving the greatest share of membership growth (+800 persons since 2009).

Membership growth is attributed to Oshawa's aging population, particularly those seeking to maintain active healthy lifestyles into their retirement years. The O.S.C.C. has also taken steps over the past several years to boost membership numbers, which included: ensuring that membership charges are affordable for its members; undertaking a vigorous marketing campaign to raise awareness of the O.S.C.C. and its program offerings; and expanding facilities to ensure space is available to accommodate growth. These efforts are particularly important since the number of individuals in the 55 to 64 year group has been stable to declining over the past six years, a trend which if not reversed could affect the O.S.C.C.'s sustainability in the long-term particularly if the membership base is not replenished by aging Baby Boomers.

All older adult and senior leisure programs, events, and opportunities are provided by the Oshawa Senior Citizens Centre organization. A broad range of activities are available including recreation programs for physically active older adults, as well as traditional activities that centres on casual socializing and simulation. Continuing education programs are also available, in addition to health clinics and various community resources.

Table 21: O.S.C.C. Membership Growth Trends by Age Group, 2009-2014

Year	2009	2010	2011	2012	2013	2014	Growth (2009-14)
55 and Under	11	7	11	13	20	24	118%
55-64	1,496	1,532	1,375	1,446	1,387	1,303	-13%
65-74	2,396	2,427	2,491	2,697	2,856	2,926	22%
75-99	2,562	2,621	2,649	2,703	2,728	2,828	10%
100 and Over	7	8	9	11	9	3	-57%
No Birthdate	53	69	72	62	23	31	-42%
Total	6,525	6,664	6,607	6,932	7,023	7,115	9%

Source: Oshawa Seniors Citizens Centre, 2015

Table 22 summarizes the attendance of various programs and services provided by the O.S.C.C. Recreational programs (such as cards, pickleball, darts, and badminton) represent the most popular type of activities provided by the O.S.C.C., although attendance in recreation programs has steadily declined 4% since 2009. By contrast, participation in education and fitness programs has surged 33% during the same period, which may be driven by older adults within the O.S.S.C. who desire to remain moderately active, which is in line with provincial trends that

suggests there is growing demand for low impact and casual activities focusing on physical health, social interaction and cognitive stimulation oriented to older adults.

Table 22: Attendance in Programs and Services, Oshawa Senior Citizen Centres, 2009-2013

Year	2009	2010	2011	2012	2013	2014	Change (2009-14)
Adult Day Program	9,652	10,584	10,867	11,560	11,553	12,501	30%
Client Intervention	-	-	-	90	106	106	-
Education (includes fitness and dance)	47,498	63,070	64,295	68,049	72,726	63,314	33%
Foot care	5,223	5,021	5,116	5,485	5,728	5,971	14%
Information	765	1,050	1,104	953	939	572	-25%
Total Meals Served	62,368	61,316	60,510	59,283	60,764	62,243	0%
Physiotherapy and Fall Prevention	-	-	-	-	9,114	35,471	-
Recreation (includes cards and sports)	138,289	145,407	141,362	141,628	138,752	133,410	-4%
Transportation	12,827	15,149	17,636	19,414	19,013	22,024	72%
Wellness Clinics	803	1,754	3,868	937	1,471	1,387	73%
Total	277,425	303,351	304,758	307,399	320,166	336,999	21%

Source: O.S.S.C. Annual General Reports, 2011-2013; Correspondence with O.S.S.C., 2015

Facility Needs Assessment

By 2031, age-cohort projections²⁷ estimate an older adult and seniors market (55+) consisting of over 30,000 persons who will drive the need for high quality recreation facility space geared to their needs. Participation trends suggest that there is an emergence of active older adults who are generally more physically active and healthier than previous generations of seniors. This growing market segment seeks more rigorous programs and activities that are typically provided at multi-use community facilities, although at a less intensive pace. This trend is not to say that all older adults and seniors are active and seek non-traditional activities; providing an assortment of recreational opportunities respond to an array of older adult interests and abilities. Through its branches, the O.S.S.C. is responding to demands for activities surrounding physical activities oriented to seniors (e.g. pickleball, yoga, dance, etc.), cultural expression, and education.

²⁷ Ministry of Finance. Ontario Population Projections Update, 2012-2036. Spring 2013 (based on the 2006 Census). Queens Printer for Ontario, 2013.

Based upon the escalating demands for older adult programming, as evidenced by steady increases in total program attendance and a growing 55+ population, it is recommended that new or expanded older adult spaces be integrated when supported through future market research, feasibility studies and business planning. Discussions with City Staff and site visits conducted at the Legends Centre O.S.S.C. branch indicate that this space has become undersized to meet both current and future needs. With the P.R.L.C. Assessment having rationalized an expansion to the Legends Centre library branch, it is recommended that an expansion to the older adult space also be undertaken at the same time. Such a course of action is supported based upon observed and anticipated population growth in the areas surrounding the Legends Centre (there are an estimated 27,000 people living in the Legends Centre catchment area, a figure that is expected to grow to 42,000 people by the year 2024 based upon population forecasts contained in the City's Development Charges Background Study).

With a new multi-use community centre (driven by the need for a new aquatics centre) and library branch recommended to service the future residential areas north of Taunton Road, such processes should be used to confirm local older adult needs and a potential older adult space at such a facility. Any future space(s) should be large and flexibly designed to accommodate a range of programs and activities offered by the O.S.S.C., and include supporting amenities such as partition walls, kitchen facilities, and storage space. Of note, the demographic profile expected north of Taunton Road would likely be reflective of younger adults at the onset of development and thus any older adult space has the potential to be underutilized until that residential area matures over time.

The City should maintain the existing stand-alone facility at John Street to provide opportunities for traditional older adult and seniors' programming. However, no new stand-alone facilities are recommended as integrated facilities are preferred for future developments as they are well suited to the decentralized model presently used by the O.S.S.C.

Recommendations

- R18. An expansion to the Legends Centre seniors centre should be undertaken in tandem with the proposed expansion to the Library branch at that facility (also refer to Recommendation L2).
- R19. Construction of a new older adult and seniors' centre should be considered at the time of new multi-use community centre construction, contingent upon sound business planning and market research (as advanced in Recommendation R6) that determines the needs of the older adult segment and the ability of a future community centre to accommodate such space.

5.10 Multi-Use Program Rooms

Supply

The City provides 28 multi-purpose spaces to facilitate a diverse range of uses including community programming, meetings, banquets, birthday parties, and many other social events. Oshawa's multi-purpose spaces are available in a variety of types and sizes that can be configured to suit user needs. Spaces are equipped with many amenities that vary by location and may include theatre-style seating, kitchens, storage, and more. This supply consists of:

- 1 Auditorium and 5 multi-purpose rooms at the Arts Resource Centre
- 8 Multi-purpose rooms at the Civic Recreation Complex
- 1 Multi-purpose room at the Columbus Community Centre
- 2 Multi-purpose rooms at the Donevan Recreation Complex
- 4 Multi-purpose rooms at the Legends Centre
- 5 Multi-purpose rooms at the Northview Community Centre
- 5 Multi-purpose rooms at the South Oshawa Community Centre

In addition to this supply, three multi-purpose rooms are also available for rent at the General Motors Centre, although these spaces are booked by the third-party organization. There are also 15 stand-alone community centres located at municipal parks that are owned by the Oshawa Community Centre Neighbourhood Associations (O.C.C.N.A.), which is made up of 16 local neighbourhood associations. These not-for-profit entities are responsible for maintaining and operating the community centres, which includes all facility bookings. The City owned Laval Community Centre and Rotary Hall are leased to the Optimist Club and the Air Cadets, respectively, through which both parties manage the facilities and contribute capital towards the building upkeep.

With the exception of the Columbus Community Centre, all of Oshawa's multi-purpose spaces are located within larger recreation facilities. The co-location of multi-purpose spaces with other recreation amenities (both indoor and outdoor) is a common facility template used in comparable communities to facilitate cross programming opportunities, while achieving economies of scale and operating efficiencies. Due to these benefits, single-purpose and stand-alone community spaces are generally discouraged.

Relevant Themes from Consultations

Little input was received through community consultations with respect to multi-use program rooms apart from designing flexible spaces capable of accommodating a diverse range of activities, interests and uses.

Local and Regional Market Trends

The community as a whole benefits from having well distributed multi-purpose program spaces as they provide residents with flexible facilities for a variety of programs and meetings. These spaces consist of meeting rooms, activity and crafts rooms, age-specific rooms, and general-purpose program rooms. The spaces are typically used by the City to deliver a wide range of recreation programming, or are booked by the community for various meetings. Most of the City's multi-use community centres and libraries come equipped with two or more multi-purpose rooms. Coupling program rooms within a community centres and libraries provides a range of cross- programming opportunities. These spaces are typically equipped with a variety of supporting amenities such as storage cupboards, countertops and sinks although this is not always the case.

Oshawa's supply of multi-purpose spaces translates into a service level of one multi-purpose space per 5,655 population. As provision of multi-use rooms is often pursued only as a result of new community centre construction (development of single purpose halls is no longer a best practice), along with the varying sizes and diverse functions of these spaces, a direct comparison between municipalities is not meaningful.

Utilization

Data provided by the City suggests that utilization of Oshawa's multi-purpose rooms have generally remained stable over the past four years, with an average utilization rate of 22%. For the most part, multi-purpose spaces generally exhibit low levels of utilization – typically about 20%, which is not unusual in many municipalities. Low levels of utilization are predominantly the result of the need to provide multi-purpose spaces within municipal facilities to ensure that there is an adequate distribution of space that is competitively priced.

The following trends are noted from a review of the City's booking data for multi-use program space:

- The Legends Centre and Northview Community Centre have the greatest number of bookings, averaging well over 5,000 hours booked over the past few years while bookings at the Civic Recreation Complex have been demonstrating growth reaching over 4,300 hours booked in 2014. Of note, however, their utilization rates (i.e. hours booked as a percentage of hours available) are between 13% and 35% indicating that they still have capacity to accommodate more use at various times throughout the day.
- The Columbus Community Centre and the Arts Resource Centre have the strongest utilization rates at 42% and 40%, respectively, noting that the number of hours rented there are more limited as are the number of hours available as the City is able to adjust their hours of operation according to demands more so than it would at a multi-use

community centre which must be staffed based on demand for their major facilities (e.g. pools, arenas, etc.).

- While the total number of hours booked increased by nearly 3,000 hours between 2011 and 2014, the total number of unbooked hours also increased by over 5,000 hours.

Facility Needs Assessment

With the City's various community centres and libraries achieving strong geographic distribution, most areas of Oshawa have access to nearby opportunities. Accordingly, the supply of community program space is expected to be sufficient for the foreseeable future, particularly since there is considerable availability to secure additional rentals/bookings at nearly all of these spaces.

While there is presently no data that suggests rental opportunities are constrained, provision of additional community program spaces should be considered when constructing new major municipal facilities, whether future multi-use community centres, libraries or other civic institutional buildings. This is recommended on the basis that multi-use program rooms do not generally add a considerable capital or annual operating cost in relation to other major community centre components, and will augment the geographic distribution of space by servicing populations in new residential areas where no such facilities presently exist.

Similarly, integration of community program rooms within private condominium or apartment developments should also be explored in concert with local land development industry. Doing so would allow the City to provide program opportunities in established areas of Oshawa (such a strategy is particularly effective in intensification areas) and possibly enhance distribution of service, while reducing the urgency to secure new land for multi-purpose program opportunities. For example, stratified multi-use program rooms would allow the City to outreach its program delivery for recreation such as group fitness or age specific programming, while could potentially assist in fulfilling directions contained in Oshawa's Culture Counts plan (and other relevant policies and plans guiding the cultural program provision) to ensure municipal objectives and resources continue to be maximized through inter-departmental coordination.

Recommendations

R20. Multi-purpose program and meeting rooms, capable of accommodating suitable municipal programs and community rental opportunities, should be considered at the time of new multi-use community centre construction and/or explored as part of private land development projects in areas of intensification.

5.11 Outdoor Rectangular Fields

Supply

The City of Oshawa maintains 55 rectangular sports fields of varying types, sizes, and amenities. This supply consists of:

- 2 lit artificial turf fields;
- 4 multi-use fields (2 lit and 2 unlit);
- 32 regulations fields (3 lit and 29 unlit); and
- 17 mini fields.

Recognizing that Oshawa's lit sports fields provide extended periods of play during the shoulder seasons and into the evening, an equivalency factor of 1.5 and 2.0 unlit fields is applied to lit natural fields and lit artificial turf fields, respectively. With five lit natural fields and two artificial turf fields, **Oshawa has an effective supply of 59.5 unlit equivalent rectangular fields.**

In addition to the municipally-owned supply, the U.O.I.T./Durham College campus contains Vaso's Field (a lit rectangular field abutting the Campus Tennis Centre and Campus Ice Centre). There are also dozens of sports fields located on school properties across Oshawa that are in various states of repair. As the City does not control any aspect of scheduling or maintenance of these institutionally-owned properties, these fields are not included in the supply unless otherwise noted for context.

Relevant Themes from Consultations

A great deal of information on sports fields was received at the Parks, Trails and Outdoor Facility Focus Group which revealed the following:

- Growth in soccer among younger age groups but stable to declining participation for adults (though for the latter, the Oshawa Kicks are considering establishing a 50+ league). Groups articulated that Ontario Soccer Association's new player development model has changed their program delivery but there was little discussion regarding how that may affect the current mix of mini versus larger field templates.
- Oshawa Hawkeyes have access to two football fields which limits rep programs and development, and they are often bumped by tournaments for other sports. The football club suggests that a grass field with uprights would help alleviate their current pressures and provide an alternative when they are bumped.
- Durham Ultimate Frisbee Club reports strong growth, including in youth programs, which in turn is creating needs for additional fields.

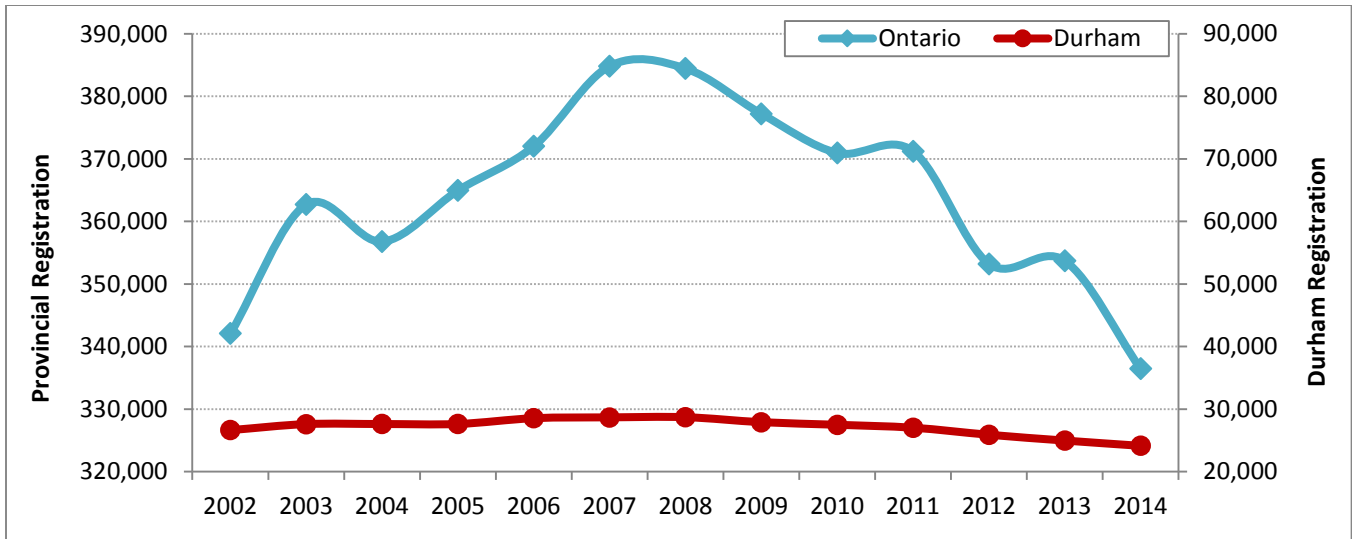
- Continued emphasis to be placed on field maintenance (some groups even indicated a willingness to maintain the fields themselves), and a desire to be involved in the planning, design and improvement of fields.
- Requests for a multi-field complex to better host tournaments.

The statistically representative survey of Oshawa residents recorded 16% of households participating in outdoor soccer (the tenth most popular activity) and 4% participating in football or rugby (the eighteenth most popular activity, only ahead of cricket). 51% supported additional investments in rectangular fields (20% were opposed).

Local and Regional Market Trends

Soccer underwent enormous growth in the 1990s when it replaced baseball and hockey as the most popular organized sport among Canada’s youth. As a result, soccer fields are often in high demand in municipalities across the G.T.A. According to the Ontario Soccer Association, however, enrolment in outdoor soccer activities peaked in 2007 with nearly 385,000 registered participants within organized soccer associations, and has slightly declined each year since to 336,500 in 2014. Registrations in Durham Region have also been trending downwards since the peak year, with 24,128 participants recorded in 2014.

Figure 15: Provincial Registration Trends in Outdoor Soccer



Source: Ontario Soccer Association, 2014

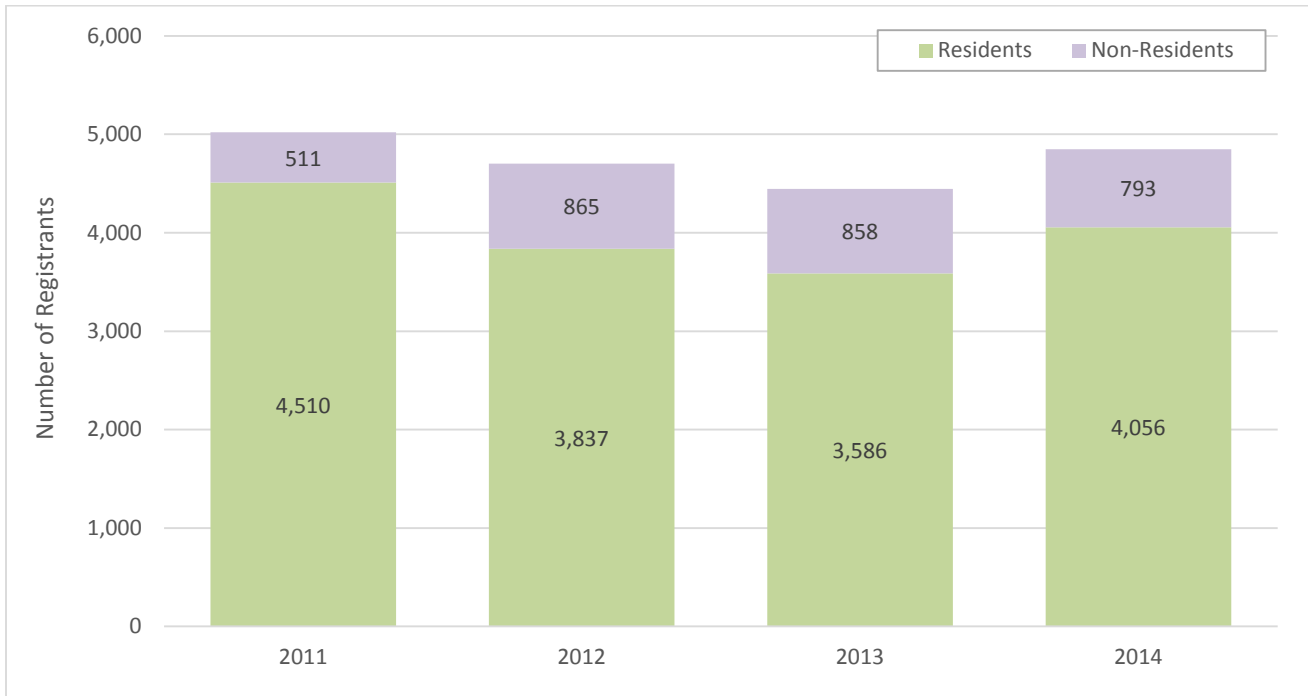
What is most notable about the declining regional participation numbers is the fact that the capture rate is decreasing. There are presently about 4,500 fewer outdoor soccer players in Durham (affiliated with the provincial body) since its peak, yet population in Durham has been growing significantly, therefore, the percentage of the population playing outdoor soccer is in decline. This may suggest that interest in soccer in the Durham Region may be levelling off

among residents, although with implementation of the L.T.P.D. standards, continued demand for soccer fields can be anticipated.

Data collected through the City’s Outdoor Field Management Policy (an allocation policy) records 4,849 soccer players using municipal fields, excluding the Oshawa Kicks rep programs as the organization has not historically supplied that data to the City. Looking deeper into the data available to the City (i.e. excluding the assumed Kicks rep level registrations), the following points are expressed:

- 4,481 players (92%) are affiliated with minor organizations and remaining 368 are registered with Durham Open Ladies soccer;
- Oshawa residents constitute 84% (4,056 players) of all registrants using municipal fields;
- Residents from other municipalities constitute 16% (793 players) of registrations – of note, it appears as though the Oshawa Kicks are relying upon non-residents groups, to an extent, to sustain their house league registrations (the Kicks had only 119 non-resident players in 2011 but 433 non-residents in 2014, leading to the organization’s share of Oshawa residents decreasing from 94% to 78% of all of its players);
- Local registrations have been in a state of flux over the past five years but generally down from the 5,000 participants registered in 2011.

Figure 16: Soccer Registration Trends in Oshawa, 2011-2014



Note: includes Oshawa Kicks house league registrations but rep registrations were not available
 Source: City of Oshawa registration data, 2015

What is significant about the registration trends is a generally declining number of Oshawa residents and growing number of non-residents using local soccer fields. 2014 registrations have somewhat reversed, due in part to N.A.S.C. registrations rebounding though of concern is a continued decline in Oshawa Kicks house league registrations (466 fewer players, or -23%, since 2011). The N.A.S.C. and the Kicks are the two largest soccer organizations in the City and future participation is largely contingent upon their ongoing registrations.

Based upon its effective supply of unlit equivalent fields, Oshawa provides one rectangular field per 2,661 population. This level of service is comparable to the benchmarked average, however, benchmarking results should be reviewed cautiously as due to inconsistencies with how municipalities inventory their fields (e.g. some municipalities may report one full size field as two fields if play occurs across the width, thereby inflating the supply relative to a community counting that same field as one).

Table 23: Benchmarked Municipal Rectangular Fields

Municipality	Population	No. of Rectangular Fields	Service Level
Ajax	119,800	56	2,139
Barrie	143,620	64.5	2,227
Burlington	179,035	n/a	n/a
Pickering	95,200	39.5	2,410
St. Catharines	140,660	37	3,802
Whitby	131,600	47.5	2,771
Average	134,986	49	2,670
Oshawa	158,341	59.5	2,661

Note: Unlit equivalent fields shown

Of note, the Ontario Soccer Association recently adopted a new Long Term Player Development (L.T.P.D.) model to bolster grassroots soccer programming. Rather than emphasize scoring and winning games, L.T.P.D. focuses on improved coaching, fewer games, more ball time, and skill development. Several new standards were identified that are specific to each age group, which includes the coaching style, number of players, recommended playing time, field size, etc. Some of these standards will have a direct impact on the provision of municipal soccer fields, particularly with respect to the standards in field size and the number of players (as illustrated in the following table), as reducing the number of players per team (resulting in an increase number of teams) influences the demand for field time. Although

L.T.P.D. will take some time to implement, most standards are anticipated to be fully implemented by 2017.²⁸

Table 24: Soccer Field Standards for 2014 and Beyond

Group	U4 / U5	U6	U7	U8	U9 / U10	U11 – U12
Game Day Squad Size	Parent & Child	Max 6	Max 8	Max 10	Ideal 9 / 12 Max	Ideal 12 / 16 Max
Field Width	n/a	18 to 22 metres	25 to 30 metres	25 to 30 metres	30 to 36 metres	42 to 55 metres
Field Length	n/a	25 to 30 metres	30 to 36 metres	30 to 36 metres	40 to 55 metres	60 to 75 metres

Source: Ontario Soccer Association, 2013

In addition to soccer, certain rectangular fields in Oshawa are utilized for field sports such as football, rugby, lacrosse and ultimate frisbee. This is consistent with best practices across Ontario, particularly as it pertains to ‘multi-use’ fields that accommodate a wide range of field sports – the Civic Fields in Oshawa are a good example of a high quality multi-use sports fields. The demand for multi-use fields originates largely as a result of sports who require access during the wetter spring and fall months which can degrade field quality, particularly for soccer users making use of these fields in the summer. There are also no generally accepted service level standards for multi-use fields, as benchmarked communities tend to provide them on a case-by-case basis or utilize outdoor artificial turf fields to accommodate shoulder season opportunities.

In 2014, there were nearly 1,000 players registered with Oshawa Lady Blue Knights lacrosse, Ultimate Frisbee, and the Oshawa Hawkeyes football club. However, 655 of these players (65%) are non-residents coming from other municipalities such as Ajax, Whitby, etc. as the organizations are regional in nature.

Utilization

The total number of hours permitted at municipal Class A and Class B rectangular fields (excluding the Civic Recreation Complex) has been trending upwards with nearly 3,500 hours booked in 2014 representing a 3% increase since 2011 (+98 hours). The City's reporting is based on bookings occurring from May to the first week of October, between 6pm and 11pm on weekdays and 8am to 11pm on weekends (unlit fields are calculated until 8pm regardless of

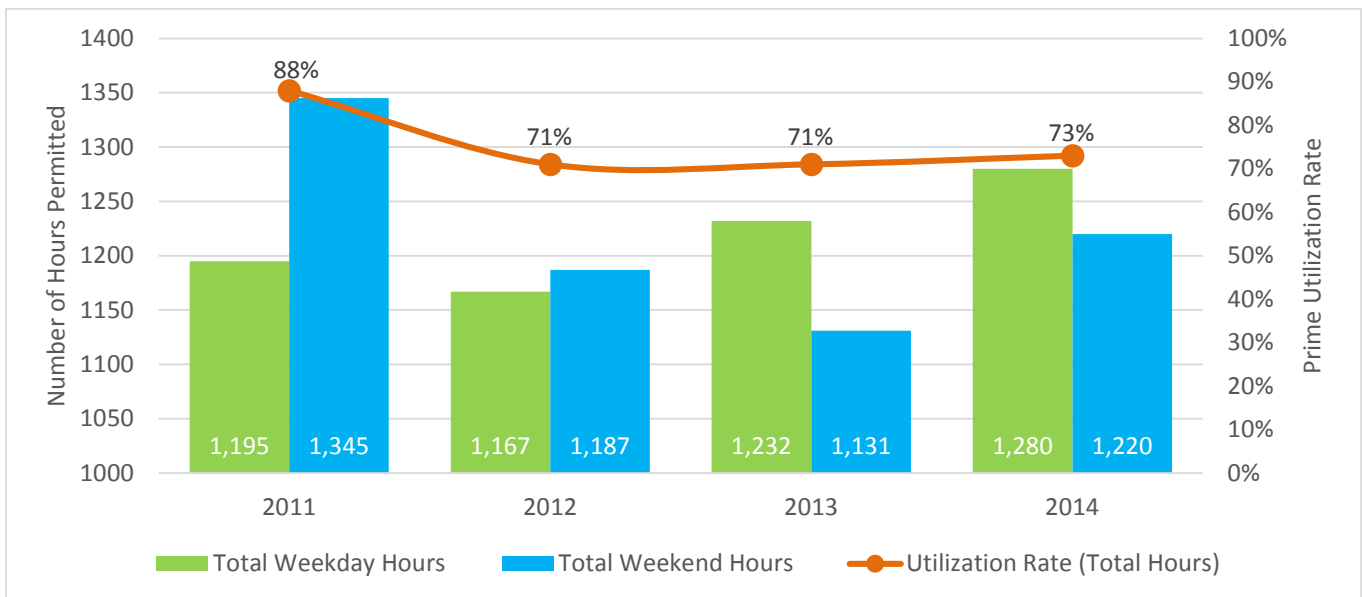
²⁸ Ontario Soccer Association. 2013. 2013 /2014 Recreation Matrix. Retrieved from <http://www.ontariosoccer.net>

the day), factoring in times when fields were unavailable due to resting or maintenance (but not due to rainouts).

Growth has been driven by both weekday evening and weekend bookings and resulted in a total utilization rate of 72% (interestingly, the weekend utilization rate of 73% is greater than the weekday rate of 70%). This amounts to nearly 1,362 hours of unbooked time though this is largely attributable to inclusion of shoulder months in the spring and fall when soccer (the largest user of the rectangular field system as a whole) is not running at peak demand. Even the two Class A fields at Lakeview Park appear to have capacity to accommodate additional usage though discussions with City Staff note a need to be cautious as intensive use has been observed to be taking a toll on the quality of turf, and that a better understanding is needed about balancing revenues versus costs of scheduling more usage against the resulting level of turf degradation.

Isolating the peak soccer season indicates that shoulder season usage is not bringing down the average utilization rate. When solely looking between June and August, the total utilization rate increases to 73%, marginally higher than 72% reported across the entire season. In the peak season, weekdays tend to be utilized more and weekends utilized less relative to the entire season. Additionally, 943 hours went unbooked during the peak season indicating that just 30% of unbooked hours over the course of the entire season were in the shoulder months. This suggests that there is available capacity within existing Class A and B rectangular fields to accommodate additional use. Figure 17 illustrates utilization trends occurring between June and August over the past four seasons.

Figure 17: Peak Season Hours Permitted at Class A and B Rectangular Fields, 2011-2014



Note: reflects bookings occurring between June and August; usage data excludes the C.R.C fields.

Source: City of Oshawa, 2014

Looking specifically at the Civic Recreation Complex provides insights to utilization of Oshawa's premier multi-sports field venues, which consists of three natural turf fields and two artificial turf fields. Between 2011 and 2014, prime time bookings of the natural turf fields during the peak season (July – August) declined slightly by 42 hours resulting in a utilization rate of 27% (34% during the evening and 20% during the weekend). Prime time usage during the entire soccer season (May – October) was actually slightly higher at 29%.

The entire soccer season is analyzed for the Civic Recreation Complex's artificial turf fields due to the extended playing season available. Generally speaking, Oshawa's two artificial turf fields are available for booking between March and December (Field 1 was not open for a full season in 2011 and is excluded from the analysis). Between 2012 and 2014, prime time utilization remained stable (39%). During this period, artificial turf bookings during the weekday evenings increased by 137 hours; however, weekend bookings declined by 276 hours, resulting in a net deficit of 139 fewer bookings during prime time. The City also reduced the number of hours available for booking by nearly 400 hours over the past three years to respond to the declining usage.

Facility Needs Assessment

Planning standards adopted by dozens of municipalities in Ontario target soccer field provision (soccer constitutes the vast majority of use on rectangular fields) at a rate of one field per 80 to 90 registered soccer players. The level of service that was recommended in the City's Outdoor Sports Facility Study²⁹ was one field per 80 registered soccer players (this was at a time when soccer demand and participation were growing at exponential rates). The City of Oshawa is presently achieving a service rate of one field per 81 registrants (based upon an estimated 4,849 players using an effective supply of 59.5 fields).

To guide future planning, the rectangular field provision standard is recommended to be adjusted to one field per 90 registered soccer players based upon a number of factors including:

- The original 1:80 standard was developed over ten years ago and reflected the strong local, regional and provincial growth in soccer registrations. As noted above and in previous pages, both local and regional growth has demonstrated decline and stabilization patterns.
- The City has experienced considerable aging trends, with declines recorded in the 5 to 19 age groups between the 2001 and 2011 Census periods. This has somewhat lessened pressure on sports fields, and while younger age groups can be expected to be bolstered through residential developments north of Taunton Road, aging trends

²⁹ City of Oshawa. Outdoor Sports Facility Study: Final Report. May2004.

continue in many established neighbourhoods and thus the existing supply of fields are expected to be able to meet a portion of growth-related demands.

- There is a sizeable degree unused field capacity during peak seasons for higher quality fields, suggesting that the existing level of service is oversupplying the market.
- The construction of the Civic Fieldhouse has alleviated some pressures on the outdoor fields, though it is recognized that the majority of soccer play during the summer takes place outdoors.

The soccer playing market is estimated based solely upon the number of Oshawa residents since it appears some organizations are relying upon non-residents to sustain their registration levels. Applying a 1:90 standard to the 793 non-resident players means the City is effectively providing 9 fields for non-residents (though it is recognized that some Oshawa residents also make use of fields in other communities due to the regional nature of the leagues).

At present, application of the recommended standard suggests that the City is providing a surplus of 5.5 unlit equivalent soccer fields, noting however that this is largely a result of responding to peak demands over the past decade and in fact has resulted in a strong geographic distribution of fields. It also provides the City with flexibility to 'rest' fields annually on a rotating basis to allow grass to regenerate and ensure longevity of the supply. The City is also well supplied in the sense that its sports fields are accommodating a considerable and growing number of non-residents but fewer Oshawa residents as shown through recent registration trends, along with the fact that there were nearly 950 unused peak season hours at Class A and B fields (not even counting the Civic Fields) in 2014. That said, the adjustment to the service level target warrants that the City should continue to monitor and review allocation and programming within the sports field supply, along with resting and maintenance practices, in order to ensure that over-use of the fields is minimized, and ensure that rectangular fields remain in a good state of repair for the foreseeable future.

The need for additional soccer fields is expected to become apparent after the population exceeds 175,000 residents or the outdoor registrations are in excess of 5,400 players. A total of eight soccer fields are expected to be required at the end of the study period, when the population is expected to reach 197,000. However, these forecasts should be considered cautiously considering declining participation levels and capture rates in Durham Region and Oshawa (the forecasts assume constant capture rate), as well as the fact that the number of non-residents appear to be constituting a greater share of players using local rectangular fields.

Population Threshold Attained	158,341 (current)	175,000	185,000	197,000
Estimated Child and Youth Population (assumption based on 17% of the total population)	26,918	29,750	31,450	33,490
Estimated Adult Population (assumption based on 39% of the total population)	61,753	68,250	72,150	76,830
Forecasted Number of Youth Soccer Registrants (based on a 17% participation rate for residents ages 5 to 19)	4,481	5,058	5,347	5,693
Forecasted Number of Adult Soccer Registrants (based on a 0.5% participation rate for residents ages 20 to 49)	309	341	361	384
Total Forecasted Number of Registrants	4,849	5,399	5,708	6,077
Number of Rectangular Fields Required (based a provision target of 1 field per 90 registrants)	53.9	60.0	63.4	67.5
Deficit (based on a supply of 59.5 rectangular fields*)	(5.6 surplus)	0.5	3.9	8.0

* reflects added capacity contributions of lit and artificial fields

In addition, the City should require the Oshawa Kicks to provide registration data for rep level programs as part of the sports field allocation process. With the Kicks reporting 45 rep teams and apparent growth in these programs (up from 32 teams in 2011), this represents a sizeable portion of soccer players potentially in excess of 500 players. The needs of these players would need to be factored into future assessment models, since rep level users typically need higher quality fields and a greater number of hours available to them, although the degree of residents versus non-residents will also need to be considered as part of the equation.

At present, there are few options through which the addition of eight unlit field equivalents could be constructed. A new community park(s) in the Windfields and other future residential subdivisions provide the potential to accommodate future sports fields, particularly lit and/or artificial facilities that could reduce the number of actual fields to be constructed (due to their higher equivalent capacity factors). Opportunities would also exist in future Neighbourhood Parks provided that they are of sufficient size (usually 1.2 hectares as a minimum, net of parking lots).

In addition to new field development, it is recommended that the City relocate the rectangular fields located within Lakeview Park, consistent with waterfront park assessments and contingent upon the proposed Lakeview Park Master Plan recommended in Section 4.5. Relocation of some or all of these fields to Lakefront Park West is the preferred strategy and is

consistent with the City of Oshawa Waterfront Master Plan and Lakefront West Master Plan that identify 'active uses' within the 22 acre open space located southwest of Phillip Murray Avenue and Stevenson Road. Any fields that cannot be accommodated within these lands should be considered as part of aforementioned Community and Neighbourhood Park developments in new growth areas where demand is expected to be higher due to a more youthful population in these growth areas. Prior to relocation, the City should engage sports field users to discuss the best venues through which all or a portion of the Lakeview Park sports fields are relocated (at the same time, cultural organizations should also be consulted in exploring the feasibility of constructing a visitor centre in support of the Oshawa Community Museum).

To provide a potential indication of how to implement the future rectangular field strategy, the City should consider the following opportunities, though be flexible enough to adjust this strategy in response to future market characteristics, land development plans and associated parks, etc. (and thus is listed in no particular order of priority or timing):

- Construct 2 lit fields at a future Community Park in Windfields (+3 equivalents);
- Construct 2 lit fields at a second future community park (+3 equivalents);
- Construct unlit fields at a minimum of 2 neighbourhood parks (+2 equivalents);
- Construct 1 lit multi-use field in the open area at Lakefront Park West, as per the discussion below (no net change in terms of soccer); and
- Relocate all rectangular fields from Lakeview Park to Lakefront Park West and/or a future Community Park in north Oshawa (no net change in supply)

It is noted that a population based standard, although not the preferred approach, could be considered in the range of 1 field per 2,000 population. However, with an aging population utilizing such a standard would likely result in an oversupply of fields given that children and youth are by far the core users of rectangular fields and this cohort is expected to constitute a lower share of the total population over the next fifteen years.

In addition to soccer fields, multi-use fields form part of the rectangular field supply. The artificial turf fields at the Civic Recreation Complex accommodate a number of sports field users due to their ability to be programmed during the spring and fall shoulder months (these are in fact their peak months as groups often transition to lower rent natural fields when possible). The two natural grass fields at Alexandra Park and Rotary Park are considered to be multi-use, though only the latter contains uprights. While installation of uprights at Alexandra Park may be possible, a more plausible approach would be to retrofit an existing rectangular sports field to a higher quality multi-use field (e.g. Rotary Park) or to construct a multi-use field at Lakefront West Park. The latter is a preferred option since field lighting (which benefits spring and fall users the most) would not impact as it might be to a residential area

surrounding a field located within an existing neighbourhood park and Lakefront West Park also has a dedicated field maintenance crew.

Through the P.R.L.C. Assessment, discussions with City Staff suggested a need to review the existing sports field classification system. The City’s rectangular fields are classified into three categories – Class A, Class B, and Class C. Class A fields are Oshawa’s highest quality fields, which are lit with a staff presence that maintains the fields daily. Class B fields have a similar level of quality, although they are maintained less frequently (usually weekly) and may not be lit. Class C fields are generally Oshawa’s mini fields with no lights or staff. Some of the Class C fields support casual/spontaneous use only as the field size, quality and lack of parking is unsuitable for league play.

The City’s classification system of fields remains valid and consistent with those employed in other communities, shown in Table 25. Of note, however, is the O.S.A.’s new standards for their long-term player development model (shown previously in Table 24) where the sizes do not conform to traditional dimensions used by municipalities, but can be fit within an existing full size soccer field template through the use of differentiated temporary lining.

Table 25: Typical Structure and Characteristics of Sports Field Classification Systems

Class	Field Type	Field Characteristics
A (or A1)	Premier Lit Artificial Field	<ul style="list-style-type: none"> • Dimensions range from 330’ to 345’ by 220’ to 230’ (FIFA full regulation) • Fields have lighting • Washrooms and change rooms on site • Fields are permanently lined
A (or A2)	Premier Lit Natural Field	<ul style="list-style-type: none"> • Dimensions range from 330’ to 345’ by 220’ to 230’ (FIFA full regulation) • Fields have lighting and drainage systems • Fields are lined at time of use • Washrooms and possibly change rooms available • Mowing occurs at least once per 5 to 7 days (or cut to maintain a specified height)
B	Standard Unlit Field	<ul style="list-style-type: none"> • Dimensions range from 300’ to 345’ by 200’ to 230’ • Fields may or may not have drainage systems • Fields are lined by permit holder as required • Portable washrooms on site • Mowing occurs at least once per 7 to 14 days

Class	Field Type	Field Characteristics
C	Small Natural Field	<ul style="list-style-type: none"> • Dimensions range from 300' to 345' by 200' to 230' • Fields may or may not have drainage systems and are unlit • Fields are lined by permit holder as required • Mowing generally occurs at least once per 7 to 14 days (field cutting and lining usually occurs less frequently than A or B fields)
D	Scrub or Practice Field	<ul style="list-style-type: none"> • Dimensions are undefined • Fields are not suitable for organized sports • Fields do not have drainage systems and are unlit • Fields are not lined and cutting typically occurs at least once per 7 to 14 days

Also of note is the Ontario Sports Turf Association’s field evaluation and classification system that articulates five categories. It focuses primarily on turf quality as its fundamental basis (including sand/silt/clay mixture, depth of root zone, etc.) whereas municipal field classifications are largely defined according to function and type of use but recognizing functional aspects are inter-dependent on turf quality).

City Staff have raised questions whether its existing fields are classified properly. As the P.R.L.C. Assessment focuses specifically on facility needs, the City should undertake a review of each sports field to determine whether field classifications remain appropriate in relation to the condition and present level of maintenance, recognizing that sports fields were classified a number of years ago and thus operating circumstances may have changed.

Recommendations

R21. Target an effective supply of 68 rectangular fields (unlit capacity equivalents) upon reaching a population of 197,000, thereby requiring an additional 8.0 unlit field equivalents to be constructed.

R22. One of the rectangular fields proposed in Recommendation R21 should be constructed as a lit multi-use sports field with uprights capable of accommodating field sports beyond soccer. The preferred location is the open area in the northeast portion of Lakefront West Park, however, an alternative could consider repurposing an existing sports field into a multi-use field provided that it is compatible with the existing park and adjacent land uses.

Recommendations

- R23. Review and revise the Rectangular Field Inventory used for allocation purposes to establish field sizing, goal sizes and classification based on the provincial sport regulations.
- R24. Implement a temporary field closure/resting period program for Class A and B fields to accommodate recovery from intensive permitting requirements or major events in a manner that balances revenue with field maintenance costs.
- R25. Continue to implement appropriate strategies pertaining to rectangular fields as identified in the City of Oshawa Sports Field Study in concert with this P.R.L.C. Assessment.

5.12 Indoor Rectangular Fields

Supply

The Civic Recreation Complex (C.R.C.) is the City's premier indoor turf field house. The artificial turf is an international FIFA regulation size field, measuring 100 metres by 70 metres, which can be divided into four smaller fields of play to facilitate simultaneous programming when full or half field configurations are not required. The Civic Fieldhouse is supported by a range of amenities including scoreboards, climate control, public address system, batting cages, a moveable pitcher's mound, four change rooms, two washrooms, two referee rooms, storage, spectator seating, and wireless internet.

Supplementing the Civic Fieldhouse is the privately-owned and operated Durham Indoor Soccer Centre, which is located adjacent to Lakefront Park West.

Relevant Themes from Consultations

The desire for additional indoor fields similar to that provided at the C.R.C. was articulated through Launch Event discussions and focus groups with indoor and outdoor recreation groups. For example, the Oshawa Hawkeyes football club stated that it is difficult for their organization to access times that are suitable for their younger age groups and suggested that installing a bubble over an outdoor field could permit use in the winter, add capacity, and allow groups to expand their programs.

The household survey recorded 11% participation in indoor soccer, ranking lower relative to many other activities though did not specifically query whether households participated in other field sports indoors (e.g. football, baseball, Ultimate Frisbee, etc., though it is expected

participation would be less than soccer given that the majority of programming for indoor fields is for indoor soccer). Support for additional indoor fields was mixed, with 45% supporting additional investments and 23% being opposed.

Local and Regional Market Trends

Complementing outdoor fields and private facility providers, many municipalities including the City of Oshawa have developed indoor artificial (or synthetic) turf playing fields to provide enhanced recreation experiences and to respond to increasing demands for year-round play. While the primary use of artificial turf fields is for soccer, this facility type can accommodate multiple field activities including rugby, football, lacrosse, Ultimate Frisbee, dodge-ball, team conditioning, training, and fitness pursuits.

Indoor turf fields are typically provided by the municipality, private sector, community group, or a combination of the three in order to share financial and operating responsibility. Partnership agreements between municipalities and community-based operators are typical where an air-supported structure (bubble) encloses the field. Many municipalities that have constructed permanent structures have tended to do so by integrating them with other municipal recreation facilities, and thus usually operate such facilities autonomously given that there are already municipal staff onsite to schedule, maintain, and provide access to the fields while overhead costs are usually built into the entire facility budget.

Table 26: Benchmarked Indoor Turf Fields (Municipal)

Municipality	Population	No. of Indoor Field Equivalents	Service Level
Ajax	119,800	0	n/a
Barrie	143,620	2	71,810
Burlington	179,035	4	44,759
Pickering	95,200	4	23,800
St. Catharines	140,660	0	n/a
Whitby	131,600	2	65,800
Average	134,986	3	44,995
Oshawa	158,341	4	39,585

* stated in 'small field equivalents' roughly the size of one quarter of a full field

Notes: reflects facilities with municipal involvement in some form. Does not include privately operated fields with no municipal involvement. Average excludes municipalities not providing the facility.

The size of indoor turf fields varies and thus some are divisible to a greater extent than others, thereby providing a greater level of service through the ability to program simultaneous uses.

For example, Oshawa’s full size field provides four simultaneous program opportunities whereas Whitby’s smaller field is only divisible in two. For this reason, the benchmarking applies an equivalency factor that categorizes fields according to a ‘small indoor field equivalent’ whereby the size is generally applicable to a quarter of a full field. On this basis, Oshawa is providing a higher than average level of service in relation to the selected comparators.

Benchmarking excludes private sector facilities which often influences a municipality’s own supply (i.e. a municipality may not have to provide as many indoor fields if there is a private sector operator). In addition, there may be differences in partnered versus non-partnered facilities as the level of community access varies according to the agreements with the third parties who attempt to secure access for their highest priority users which can make it difficult for other sports field users to access the fields during prime time (e.g. the local soccer club operates the Whitby field and thus its own users have priority access, while private partnerships may result in highest revenue generating rentals such as adults gaining favourable access).

Utilization

The City permits the indoor artificial field in three configurations – full, half, or quarter-size fields. On an annualized basis, the number of hours booked has been increasing since 2012 leading to a total of 6,300 hours booked in 2014 – however, this level of use amounts to 55% of available prime hours which is considered to be fairly low (typical indoor fields across the G.T.A. book in excess of 85%).

Table 27: Annual Prime Time Utilization by Quarter Field Equivalents, 2011 – 2014

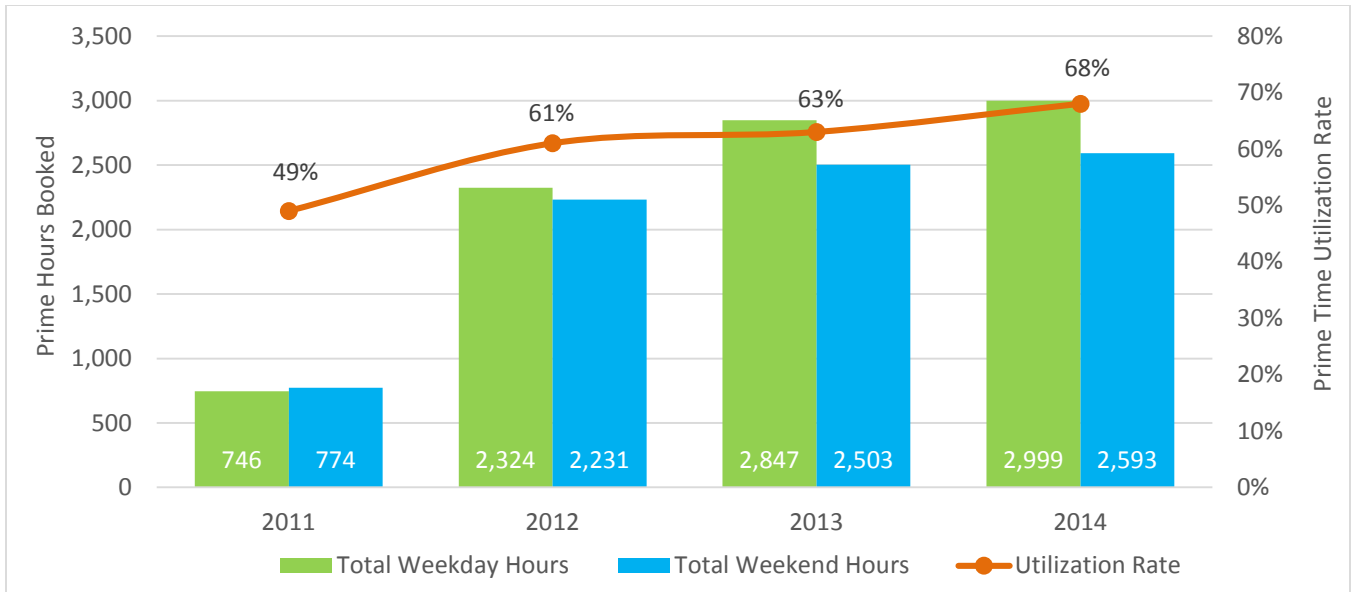
Year	2011	2012	2013	2014
Hours Available	3,076	10,536	11,600	11,464
Hours Booked	1,519	5,197	6,065	6,300
Surplus Hours	1,557	5,340	5,535	5,164
Utilization Rate	49%	49%	52%	55%

Notes: Data represents quarter field equivalent bookings. Civic Fieldhouse was closed in 2011 between January and August, and only became available for rentals in September of that year.

Source: City of Oshawa, 2015

Looking specifically at peak season usage (September to April), the 2014 utilization rate increases to 68%, building upon growing efficiencies from previous years, as illustrated in Figure 18. The majority of availability occurs during weekends which book 61% of available hours while 74% of weekday evening bookings are booked.

Figure 18: Peak Season Prime Time Utilization by Quarter Field Equivalents, 2011-2014



Notes: Data represents quarter field equivalent bookings and excludes bookings between May and August. The Civic Fieldhouse became available for rentals in September 2011.

Source: City of Oshawa, 2015

Drop-in usage of the Civic Fieldhouse appears strong, averaging over 9,000 admissions over the past three years (the average may be slightly higher since the 8,800 visits recorded for 2014 did not have the benefit of November and December data at the time of writing).

Facility Needs Assessment

While there are no set service levels for the provision of indoor turf facilities, they are generally common in communities with 50,000 to 100,000 or more residents (although there are examples where communities with lesser population have an indoor turf facility). At a very high level, demand can be estimated based on the number of outdoor soccer players in Oshawa.

As discussed in the outdoor recreation field assessments, there are 4,849 players in the City. Applying an assumption that 25% of outdoor players participate in indoor soccer, it can be estimated that there are about 1,200 indoor soccer players residing locally. The average indoor soccer program requires one hour per week on an indoor field for approximately every ten players; this ratio can vary slightly depending on the age of the participant (the field can be divided in two for games involving smaller children) and the level of competition (rep teams require more practice time). Based on this metric, there could be demand of 120 hours per week which is generally in line with the City’s 2014 bookings that averaged 125 hours per week (over 50 weeks). Note, however, that the assumption would appear to exclude use associated with the Durham Indoor Soccer Centre since the outdoor player registrations are primarily

associated with minor users and the private sector field is most likely meeting local and regional demand among adult players.

A typical full size indoor pitch, divisible into four smaller fields, typically provides between 200 and 225 prime time hours of week (usually in the range of 55 hours per week per quarter field, as quarter fields typically account for the vast majority of use), although this will depend upon demand factors, operating hours, and mix of full versus half versus quarter field play. The estimated demand of 120-125 hours per week generally equates to the fact that the Civic Fieldhouse is being utilized at just over half of its available capacity.

In forecasting future demand, a total of 6,077 outdoor soccer players are forecasted once the City reaches a population of 197,000. Using the same assumed penetration rate of 25%, there would be an estimated 1,520 players at that time who would thus generate a need for 152 hours of prime time. Accordingly, the Civic Fieldhouse would be able to continue to accommodate such demand and by that metric be operating in the 70% to 75% utilization range. When factoring non-soccer users such as football, rugby, lacrosse, etc., the ultimate utilization rate could be expected to be slightly higher (potentially in the 85% range as soccer constitutes the vast majority of booked time).

On this basis, the City is not expected to require a second indoor turf fieldhouse provided that assumed and estimated registrations are as projected, and that the private sector fieldhouse continues to service a large portion of the adult market over the study period. As such, ongoing monitoring will continue be required, including fully understanding the number of indoor registrations, to ensure the directions articulated herein remain valid. In addition, the City should continue to operate the Civic Fieldhouse under its current model whereby the City is responsible for staffing and allocating the facility as part of the broader community centre, which will ensure that all sports field users have an equal opportunity to access times through the municipal allocation process.

Recommendations

R26. Ongoing monitoring of the Civic Recreation Complex indoor field house, along with market assessments of how private sector indoor turf providers are servicing the adult market, should be required to determine whether additional municipal investments are warranted in the longer term.

5.13 Ball Diamonds

Supply

Oshawa maintains a total of 53 ball diamonds, consisting of:

- 45 softball diamonds (11 lit and 34 unlit)
- 8 hardball diamonds, including Kinsmen Stadium (3 lit and 5 unlit) and Knights of Columbus Park (noting, however, that these diamonds do not have pitching mounds but whose playout lines are suitable for hardball)

Recognizing that lit ball diamonds can accommodate extended periods of play into the evening compared to unlit diamonds, an unlit equivalent factor is applied to City's diamond supply. Each lit ball diamond is assumed to provide an equivalent capacity of 1.5 unlit diamonds. With 14 lit diamonds, Oshawa has an effective supply of 60 unlit equivalent diamonds. This supply includes Durham Field, which is located at the U.O.I.T./Durham College campus since this diamond is permitted by the City.

Relevant Themes from Consultations

Discussions specific to ball diamonds took place during the Parks, Trails and Outdoor Facility Focus Group. Baseball Oshawa was the only ball organization in attendance and spoke to the need for diamonds of sufficient size to meet their needs, which in turn has led them to booking facilities outside of the City and could result in them having to secure a full permit for a diamond in another municipality. The organization emphasized that they are comfortable with lighting existing diamonds to increase playable capacity as opposed to building new ones.

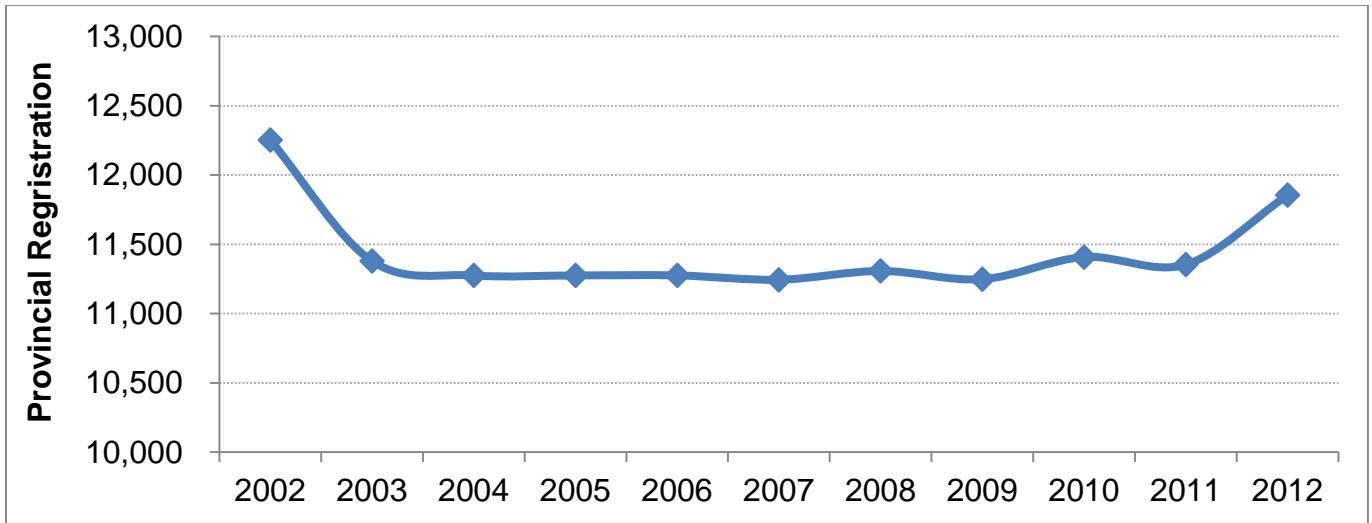
The statistically representative survey of Oshawa residents recorded 11% of households participating in softball or baseball (the thirteenth most popular activity). Moderate support existed for additional investments in ball diamonds with 51% support and 22% opposition.

Local and Regional Market Trends

Baseball and softball have long been viewed as sports in decline across Canada, driven by a number of other factors including the worldwide appeal of soccer (particularly among youth and children), high immigration rates from countries where baseball is not played, and a slower game pace that makes it less exciting for some when compared to other sports such as soccer, hockey, and basketball.

According to Baseball Ontario, participation peaked in 2001 with 12,609 minor players and 851 teams (illustrated in the following figure). Although participation has declined over the past decade, data reveals that registration is currently rebounding after hitting a low of 11,248 players and 764 teams in 2007. In 2012, participation reached 11,856 players and 824 teams.

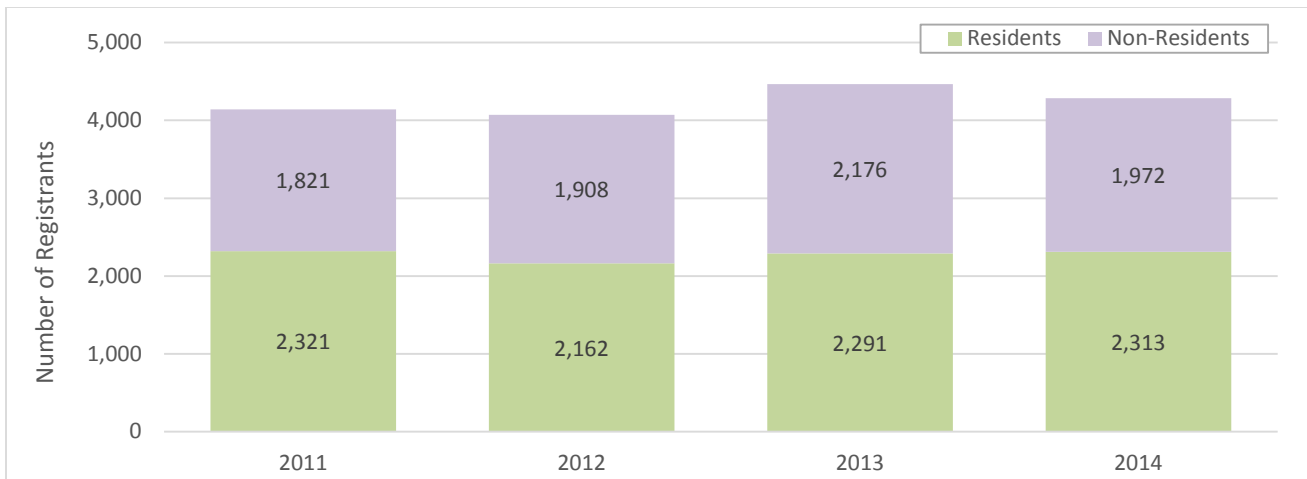
Figure 19: Baseball Ontario – Provincial Participation Registration Trends



Note: Data unavailable for 2005 and 2006, thus the 2004 registration is applied to these years.

Source: Baseball Ontario, 2012.

Figure 20: Ball Registration Trends in Oshawa, 2011-2014



Source: City of Oshawa registration data, 2015

Over the past four seasons, participation in local ball has grown slightly from approximately 4,150 players in 2011 to 4,285 players in 2014. These registrations exclude two adult groups (Ministry of Finance and Corporate Slo-Pitch League) who do not submit data to the City. Looking deeper into the data available to the City, the following points are expressed:

- The majority of players (3,070 or 72%) are affiliated with adult leagues with the remaining (1,215 or 28%) associated with N.A.S.C. and Baseball Oshawa minor programs.
- Oshawa residents constitute 54% (2,313 players) of all registrants using municipal fields;
- Residents from other municipalities constitute 46% (1,972 players) of registrations

- As mentioned, local registrations have been growing due in part to stabilizing numbers of residents and a growing number of non-residents utilizing municipal diamonds.

Oshawa’s attains a service level of one unlit equivalent diamond per 2,700 residents, which is the highest level of service compared to other municipalities. Direct comparison between municipalities, however, should be interpreted cautiously due to the variation in diamond quality/class within each municipality (e.g. 55% of Oshawa’s diamonds are Class C, which may not facilitate the degree of use for organized leagues compared to a municipality that provides a greater share of A and B quality diamonds).

Table 28: Benchmarked Municipal Ball Diamonds

Municipality	Population	No. of Ball Diamonds	Service Level
Ajax	119,800	25	4,792
Barrie	143,620	47	3,056
Burlington	179,035	n/a	n/a
Pickering	95,200	38.5	2,473
St. Catharines	140,660	27.5	5,115
Whitby	131,600	42	3,133
Average	134,986	36	3,714
Oshawa	158,341	60	2,639

Note: Unlit equivalent diamonds shown

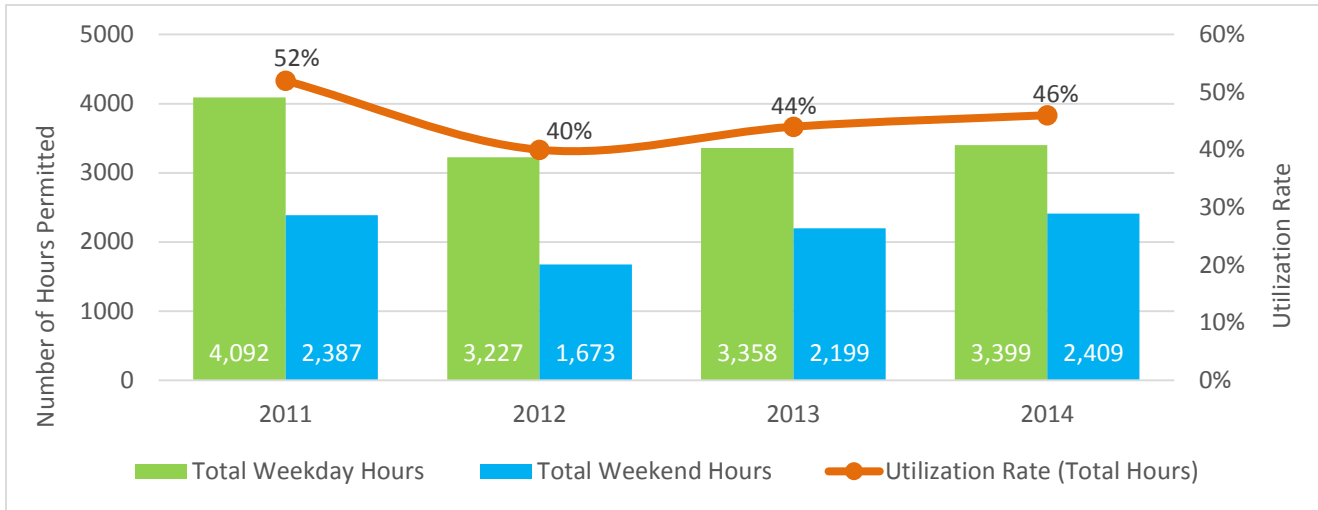
Utilization

The City of Oshawa’s ball diamond reporting is based on a season spanning May to the first week of October, between 6pm and 11pm on weekdays and 8am to 11pm on weekends (unlit fields are calculated until 8pm regardless of the day), factoring in times when fields were unavailable due to resting or maintenance (but not due to rainouts).

In 2014, nearly 8,650 hours were booked on weekdays and weekends on Class A and B diamonds, representing a slight decline of 3% (-300 hours) since 2011. While weekend bookings grew by 5%, the overall decline was primarily a result of over 475 fewer hours booked during the weekday evenings since 2011. Aggregated weekday evening and weekend bookings in 2014 result in a total utilization rate of 44%. Unsurprisingly, utilization during the week (57%) is greater than on the weekends (34%) but both rates are lower than optimal. In 2014, 11,100 hours went unused at Class A and B diamonds though this is largely attributable to inclusion of shoulder months in the spring and fall when ball organizations are not generating their peak demands.

Figure 21 illustrates utilization trends occurring during the peak ball season (between June and August), thereby excluding shoulder months. As with rectangular fields, the 46% ball diamond utilization rate during the 2014 peak season is comparable to the rate for the entire season, though weekday utilization tends to be greater in the peak season. In total, there were 6,762 unbooked hours at Class A and B diamonds in 2014 accounting for 60% of available time over the entire season. On this basis, it is fair to state that the existing ball diamond supply has capacity available to accommodate additional usage.

Figure 21: Peak Season Hours Permitted at Class A and Class B Diamonds, 2011-2014



Notes: reflects bookings occurring between June and August; usage data excludes Kinsmen Stadium
 Source: City of Oshawa, 2014

Looking specifically at the City’s Class A diamonds (at Alexandra Park #1, Lakeview Park #1 and #2, and all of the Lakefront West diamonds), utilization is slightly stronger at 50% throughout the week. While the total number of hours booked on these premier diamonds has increased modestly (+2%) since 2011, a total of 6,400 hours went unused (unbooked times were split fairly evenly across weekdays and weekends).

Facility Needs Assessment

Consistent with standards across Ontario and the City’s Outdoor Sports Facility Study, a market-driven service level of one ball diamond per 100 registered players is applied. With an estimated 4,285 players in the City capturing 5% of residents between the ages of 5 and 49 (based on 2011 Census data), the existing level of service is one diamond per 71 registrants.

With over 6,700 unused hours at Class A and B diamonds over the peak months of June to August alone, it is unsurprising that facility needs modelling shows surplus number of ball diamonds. While it is recognized that a couple of user groups do not provide registration data

and thus are not accounted for in the projection, these are not expected to reduce the identified short-term surplus to a great degree.

Population Threshold Attained	158,341 (current)	175,000	185,000	197,000
Forecasted Population of Youth and Adults (assumption based on 56% of the total population)	88,671	98,000	103,600	110,320
Forecasted Number of Registrants (based upon a 5% capture rate of the population between 5 and 49 years of age)	4,285	4,900	5,180	5,516
Number of Ball Diamonds Required (based a target of 1 diamond per 100 registrants)	42.9	49.0	51.8	55.2
Surplus Ball Diamonds (based on a current supply of 60 diamonds*)	17.2	11.0	8.2	4.8

* Reflects capacity additions associated with lit diamonds

Looking specifically at hardball and fastball requirements, the collective registrations between Baseball Oshawa and Oshawa and City Fastball League (the latter of whom are primarily non-residents) amounts to 735 players. Based on a one diamond per 100 player standard, the City’s supply of 8 hardball diamonds (or 9.5 unlit equivalents) would accommodate hardball needs based on registrations alone. Discussions with Baseball Oshawa suggest that while they have sufficient access to diamonds in general, their ability to book times at diamonds with pitching mounds is limited to five diamonds and this constraint can be further exacerbated by the great number of tournaments that take place in Oshawa each year.

A review of all peak month weekday evening prime hours for the City’s hardball diamonds indicates that in 2014:

- between 44% to 73% of prime hours were used at the Lakeview Park hardball diamonds;
- 67% were used at Knights of Columbus diamonds (noting that these diamonds do not have mounds);
- the Ritson diamond was fully booked;
- it is understood that Kinsmen Stadium is heavily booked (utilization data was not available as the stadium is externally scheduled by Baseball Oshawa); and
- between 67% and 76% were utilized at the Lakefront West Park softball diamonds, recognizing these diamonds are best suited for younger hardball divisions due to playout lines.

As shown, there appears to be capacity at all hardball diamonds with the exception of the Ritson Fields although it is possible that a portion of this unbooked time may occur between 9pm and 11:30pm (best suited to older age divisions as opposed to children). Similarly, softball diamonds appear to have capacity based on the evaluation of their prime time utilization rates.

Based upon the projections and surplus rental capacity, no additional ball diamonds are recommended for development within the study period implying no net additions to the supply. With groups echoing a 'quality over quantity' sentiment, instead it is suggested that the City employs a strategy of upgrading selected diamonds to better reflect the composition of user groups through lighting, turf improvements, increasing playout lines where possible, etc. which could better serve hardball and adult groups.

Based on a review of the Outdoor Sports Facility Study and current needs of ball organizations, the following ball diamonds are identified as key priorities for future improvement, redevelopment or relocation to a more suitable site.

Kinsmen Civic Memorial Stadium

Conducting additional improvements to Kinsmen Civic Memorial Stadium should be a consideration for the City, with support from Baseball Oshawa. The stadium is primarily used by Baseball Oshawa who are able to offer a high calibre of play at this ballpark, along with teams from local high schools and Durham College. Kinsmen Stadium is regarded in certain circles as 'the Wrigley Field of Canada' due to its ivy walls and historical significance (the Stadium was built in 1948 after the end of World War II). The stadium has had a number of improvements over the years, some of which have been shared with Baseball Oshawa who have secured grants. Capital improvements to consider should include, but not necessarily be limited to, addressing barrier-free accessibility, modernizing washrooms, a new scoreboard, and any aesthetic and/or functional improvements since the Stadium could potentially form part of a broader downtown revitalization strategy. Some cities such as London, Ontario are seeing a slight resurgence in attendance at Intercounty games as residents seek attractive ball parks in which to spend an afternoon downtown.

Alexandra Park

The City should initiate a process to reconfirm the vision established through a Master Plan completed for Alexandra Park in the early 1990s.³⁰ That Master Plan envisioned the rectangular field being relocated to the north-east corner with the three ball diamonds clustered around a central concession/change room structure in the middle of the park. While some elements of the Master Plan appear to have been implemented, the sports fields

³⁰ City of Oshawa. 1994. Alexandra Park Master Plan Study. Prepared by JVF Consultants.

have been retained. This is challenging in the sense that Diamonds 2, 3 and 4 (the unlit fields) all have overlapping outfielders and the two middle outfielders back on to the adjacent residential areas, something that is not desirable.

Considering that there is presently significant use of the diamonds by a seniors' slo-pitch league and other groups during the week, the City should engage in a community consultation program with respect to the future of Alexandra Park and its diamonds. As the oldest park in the City of Oshawa, Alexandra Park presents strategic value from a historical placemaking perspective and the fact that it attracts a considerable amount of non-sports usage due to its location near the hospital and the downtown. It also has the potential in the future to relieve growing demands for casual open space as the area transitions to higher density forms of housing through intensification of the urban core. Discussions with the community should centre upon whether to retain one or all of the diamonds (Diamond 1 would be the best candidate for retention due to its quality and amenities), or whether diamonds should be relocated and repurposed to another use contingent upon reconfirming the previously established vision for the park.

In the event that any or all of the Alexandra Park diamonds are retained, consideration should be given to re-orienting them so that they face away from the eastern residential property line, and potentially be lit to create better potential to be an adult and tournament destination site (so long as the homes are not adversely affected by light spillage). In the event that diamonds are relocated, they should continue to be grouped together in a multi-diamond venue in order to maintain tournament potential and economies of scale in operations for the City. Potential relocation options include a future Community Park in Windfields or another planned growth area.

Lakefront West Park

Lakefront West Park is a strategic ball diamond complex. With the waterfront assessment (Section 4.5) speaking to the possibility of relocating sports fields from Lakeview Park to Lakefront West Park, the City should rejuvenate the damaged washroom and concession structure, and either relocate or reorient it in order to also service the new sports field cluster proposed for the northeast quadrant (see Recommendation P8). Rejuvenation of this structure will increase the overall quality and usage potential of the site, particularly in continuing to appeal to the tournament market. Consistent with the waterfront assessment, the City should engage ball organizations to determine the most appropriate venue in which to relocate all or a portion of the Lakeview Park ball diamonds – while Lakefront West Park is the preferred option, alternative opportunities could be explored at a future Community Park in Windfields or Kedron to create a quality tournament site in the north.

Eastview Park

Eastview Park is a strategic ball diamond complex for minor associations, since it is one of the few multi-diamond locations with fields suitably sized for younger age groups, and is thus optimal for programming and tournaments. However, the outfield of the two north diamonds overlap with one another and the fact that it is embedded within a residential neighbourhood is not ideal though the availability of designated on-street parking along Central Park Boulevard somewhat alleviates impacts on the nearby homes.

The City should engage minor ball organizations to explore the feasibility of relocating any or all of the Eastview Park diamonds to a new multi-diamond complex designed specifically in mind for younger divisions (e.g. at a future Community Park or other suitable location to be determined). Subsequent to confirming any diamond relocation, the City should explore ways in which to redefine Eastview Park to respond to: a) the demographics of the surrounding neighbourhood; and/or b) better tie in with the programming offered at the onsite Boys and Girls Club to enhance its quality as a child and youth-focused destination.

Other Potential Opportunities

Discussions with Baseball Oshawa have centred upon improving/reconfiguring existing ball diamonds within municipal parks. Further dialogue between the City and Baseball Oshawa is encouraged to explore the feasibility of: a) upgrading softball diamonds at Kedron Park, Glen Stewart Park and/or McLaughlin Park; b) installing lights at Ritson Field, noting that City Staff have identified geotechnical concerns which could carry a significant cost and thus such action may be cost prohibitive; and c) exploring use of temporary/portable pitching mounds at suitable locations provided there is appropriate storage, security and that such equipment is cost-effective.

In addition to carrying out selected field improvements and remaining consistent with the Outdoor Sports Facility Study, the City should consider divesting of underutilized or undersized diamonds, particularly within neighbourhood parks, and repurposing them to practice diamonds (i.e. grassing in the infields to reduce maintenance costs) or to recreation and cultural spaces suited to meeting any evolving needs associated with the demographics in surrounding residential areas.

Table 29 summarizes additional opportunities to improve and/or adjust the supply of ball diamonds in Oshawa (excluding actions pertaining to parks described in the preceding pages). For the diamonds identified as candidates for divestiture and removal from the supply (without replacement), a total of 170 hours were booked on weekday evenings during the 2014 peak season. Given that these diamonds are fairly low quality and underutilized, it is anticipated that their hours could be accommodated elsewhere within the ball diamond supply.

Recreation Facility Provisioning Policy Framework

Table 29: Potential Ball Diamond Improvements, Divestitures and Relocations

Park Name	Constraints/Challenges	Potential Direction*
Bathe Park	<ul style="list-style-type: none"> Overlapping outfields are not conducive to running games simultaneously 	Divest and repurpose one diamond
Brookside Park	<ul style="list-style-type: none"> Potential for foul balls to cross into adjacent roadways and homes Very little utilization/rentals since 2011 	Divest and Repurpose
Columbus Park	<ul style="list-style-type: none"> Future population growth in the north may place added demands on this park 	Upgrade the diamond to Class A lit
Corbett's Park	<ul style="list-style-type: none"> Parking challenges due to heavy use by off-leash park users at the adjacent Harmony Valley Park 	Divest and Repurpose
Galahad Park	<ul style="list-style-type: none"> Diamond quality best suited to practices and informal use 	Divest and Repurpose
Kingside Park	<ul style="list-style-type: none"> Diamond quality suited only for informal use No formal utilization/rentals recorded 	Divest and Repurpose
Knights of Columbus Park	<ul style="list-style-type: none"> Steep grade into the park is not accessible for persons with mobility-related disabilities 	Subject to a cost-benefit exercise, construct a staircase/ramp to facilitate access to the diamonds
Storie Park	<ul style="list-style-type: none"> Overlapping outfields 	Divest and repurpose one diamond (possibly into mini soccer field or other appropriate use)
Sunnyside Park	<ul style="list-style-type: none"> Diamond quality suited only for informal use No formal utilization/rentals recorded 	Divest and Repurpose
Woodview Park	<ul style="list-style-type: none"> Field lighting system is nearing end of its useful life 	Replace field lighting

* Potential Direction is subject to future assessment, consultation and costing exercises prior to taking any action

As noted in the rectangular field assessment, the City's sports field classification system (which includes A, B and C ball diamonds) remains valid and consistent with those employed in other communities. Therefore, the City should undertake a review of each sports field to determine whether field classifications remain appropriate in relation to the condition and present level of maintenance, recognizing that sports fields were classified a number of years ago and thus operating circumstances may have changed. As discussed in rectangular field assessment, the City should also review and implement any outstanding recommendations from the Sports Field Strategy provided that they remain appropriate within the current planning timeframe.

Recommendations

- R27. In lieu of new diamond construction, undertake selected upgrades pertaining to turf, lighting, play-out dimensions and/or supporting facilities for appropriate diamonds as a means to ensure the supply is responsive to the profile of ball diamond users including converting a minimum of two existing diamonds for use by hardball. Such improvements should be implemented in consultation with Baseball Oshawa, other ball groups, area residents and other stakeholders, where appropriate. Using a similar process, repurpose underutilized or undersized ball diamonds that are no longer deemed to be responsive to the needs of organized ball users including (but not limited to) those at Bathe Park, Brookside Park, Corbett's Park, Galahad Park, Kingside Park, and Sunnyside Park. Repurposed diamonds could retain a backstop for spontaneous play or be converted into another use that would be better suited to the needs of park users in surrounding areas. Actions undertaken should have regard for appropriate strategies pertaining to ball diamonds as identified in the City of Oshawa Sports Field Study.
- R28. Prepare a facility fit diagram for the north-east portion of Lakefront Park West in order to determine how many ball diamonds and/or rectangular sports fields (see Recommendation R22 for the latter) can be accommodated in this open space. Pending this outcome as well as confirmation by the proposed Lakeview Park Master Plan, relocate all of the ball diamonds located at Lakeview Park to Lakefront West Park with any outstanding diamonds considered within a future Community Park located in the north (also refer to Recommendations P8 and P9).
- R29. Reconfirm the vision and preferred concept for the 1994 Alexandra Park Master Plan Study, in consultation with area residents and local ball organizations, to determine whether to retain, reconfigure or relocate any or all ball diamonds at that site. A similar exercise should be undertaken for Eastview Park in consultation with the Eastview Boys and Girls Club and other stakeholders.

Recommendations

R30. Conduct necessary capital improvements to Kinsmen Memorial Stadium ranging from addressing accessibility to strategic aesthetic and functional improvements aimed at modernizing the facility and align with downtown revitalization efforts.

5.14 Outdoor Tennis and Pickleball Courts

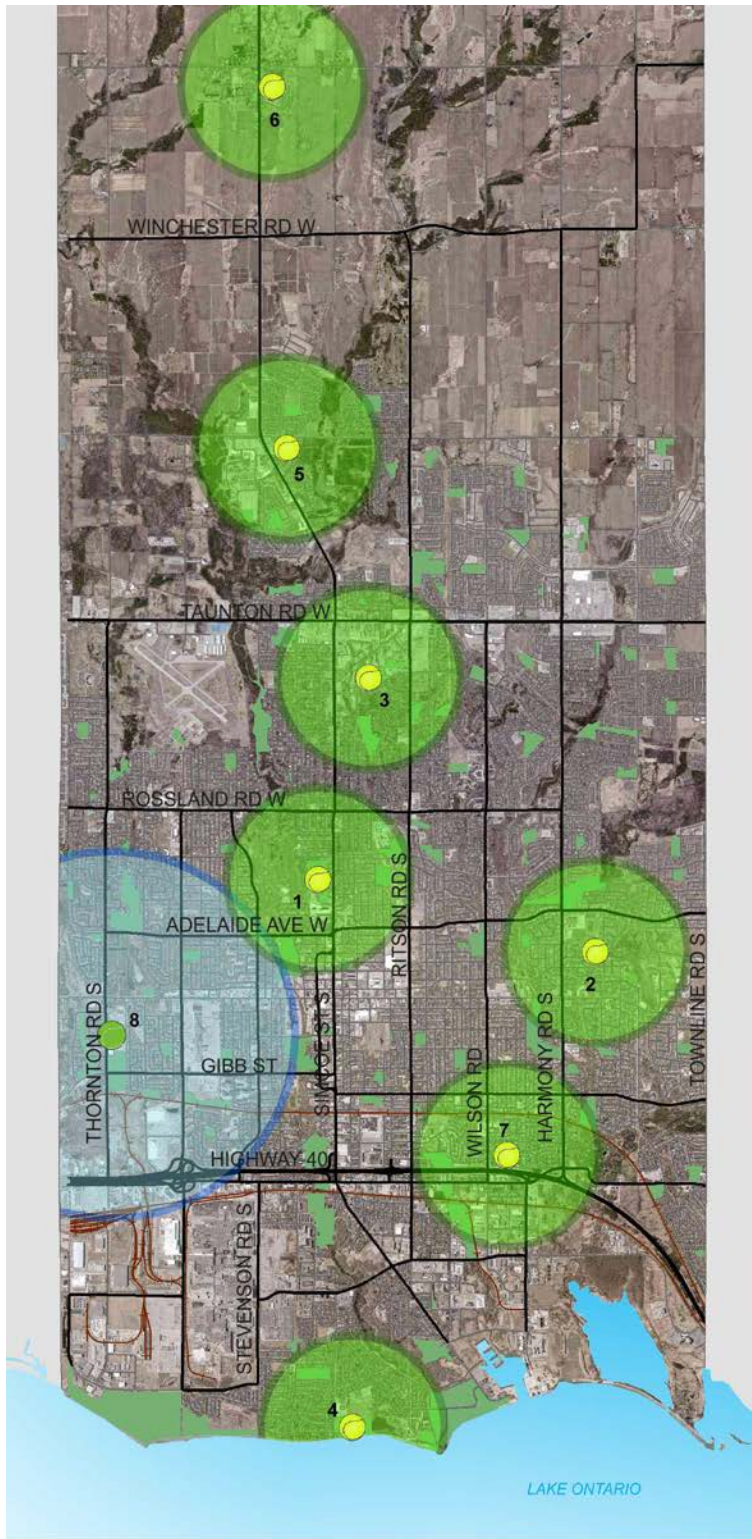
Supply

There are 18 outdoor tennis courts located at seven municipal parks, 14 of which are lit and four are unlit. With the exception of the tennis courts at Conlin Woods Park and Columbus Park, Oshawa’s tennis courts are provided in pods of two or more, with the largest pods located at North Oshawa Park (5 lit courts) and Stone Street Park (4 lit courts). There are also indoor tennis courts located at the Civic Recreation Complex that are discussed separately in the next subsection.

Park Name	Courts	Surface	Amenities
Alexandra Park	3	Asphalt with acrylic treatment	Lighting, perimeter fencing
Baker Park	2	Asphalt	Lighting, perimeter fencing
Conlin Woods Park	1	Asphalt	Perimeter fencing
Columbus Park	1	Asphalt	Perimeter fencing
Kingside Park	2	Asphalt	Perimeter fencing
North Oshawa Park	5	Asphalt with acrylic treatment	Lighting, benches, perimeter fencing, windscreens, shade structure
Stone Street Park	4	Asphalt with acrylic treatment	Lighting, perimeter fencing

As shown in Map 5, distribution of indoor and outdoor courts (excluding the Campus Tennis Centre due to its long-term uncertainty) is generally satisfactory based upon a ten to fifteen minute walking distance, though there are some notable gaps particularly east of Ritson Road. The willingness of many casual tennis players to drive to courts somewhat minimizes the illustrated effect of the gaps as the one kilometre radius would represent less than a five minute drive.

Map 5: Distribution of Tennis Courts



Tennis Courts

-  Outdoor Tennis Courts with a 1km Service Area
-  Indoor Tennis Courts with a 2km Service Area

Outdoor Tennis Courts

Lit Tennis Courts

1. Alexandra Park (3)*
2. Baker Park (2)
3. North Oshawa Park (5)
4. Stone Street Park (4)*

Unlit Tennis Courts

5. Conlin Woods Park
6. Columbus Park
7. Kingside Park (2)

* Also permitted for pickleball

Indoor Tennis Courts

8. Civic Recreation Complex



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Note: map excludes former tennis courts at Radio Park and Brookside Park as well as the indoor courts at the Campus Tennis Centre, the latter of which may be repurposed based on master planning currently being conducted by U.O.I.T. and Durham College.

Relevant Themes from Consultations

Input received through the P.R.L.C. Assessment consultations was relegated to general comments received through the Launch Event (centering upon remediating existing neighbourhood courts) and participation/opinion information gleaned through the household telephone survey. For the latter, 8% of households reported participation in tennis (either indoors or outdoors) ranking as the sixteenth most popular pursuit while support for additional public investment in outdoor tennis courts and pickleball courts was among the lowest at 42% and 37%, respectively. The Oshawa Tennis Club has provided input though largely pertaining to indoor courts.

Local and Regional Market Trends

Trends in tennis suggest that the popularity of the sport has been generally declining since peaking in the 1970s. However, Tennis Canada reports that over the past several years, tennis in Canada has experienced resurgence in participation, increasing approximately 23% from 4 million in 2008 to 4.9 million players in 2012.³¹ The Ontario Tennis Association (O.T.A.) identifies that there are between 55,000 and 63,000 adult and junior members and 225 to 240 affiliated tennis clubs, representing the largest tennis association in Canada and the fifth largest in North America. This figure does not include non-members who play in clubs that are not affiliated with the O.T.A. or those who play informally (e.g., those playing in parks).

Growth in tennis is driven by a number of factors, including the active 'baby boomer' generation as well as a focus on promoting the sport at the youth level. Tennis Canada identifies that the average introductory age for tennis is age 13, although the Long Term Athlete Development model for tennis targets increasing the under 12 age group to bolster participation and popularity in the sport.³²

Tennis is played in unstructured and unorganized formats at public courts, although facilities are also offered at private clubs and schools. Certain municipalities, such as Oshawa, make public courts available for rental by organized tennis clubs either exclusively or partially during certain times of the day (to retain a degree of free, drop-in access) and some municipalities reinvest proceeds from revenues back into court improvements such as acrylic treatments, windscreens, etc. (Oshawa's revenues are directed into a general fund). Tennis courts are typically constructed with a hard surface such as asphalt, concrete, or clay (to a lesser extent in

³¹ Tennis Canada. (2012). 2012-2015 Tennis development strategic plan. Retrieved from <http://www.tenniscanada.com>

³² Tennis Canada. (2010). Tennis participation increases 12 percent to 4.5 million players. Retrieved from <http://www.tenniscanada.com>

Canada), and feature a range of amenities including fencing, lights, shade areas, or a clubhouse.

Oshawa’s supply translates into a service level of one outdoor tennis court per 8,797 population (public and club-focused), falling below the average of benchmarked municipalities.

Table 30: Benchmarked Municipal Outdoor Tennis Courts

Municipality	Population	No. of Tennis Courts		Service Level		
		Public	Club	Public	Club	Total
Ajax	119,800	12	4	9,983	29,950	7,488
Barrie	143,620	28	9	5,129	15,958	3,882
Burlington	179,035	10	20	17,904	8,952	5,968
Pickering	95,200	7	16	13,600	5,950	4,139
St. Catharines	140,660	30	0	4,689	n/a	4,689
Whitby	131,600	22	6	5,982	21,933	4,700
Average	134,986	18	9	9,584	16,549	5,144
Oshawa	158,341	18	0	8,797	n/a	8,797

Note: some municipalities make selected public courts available for rental by organized users at certain times during the day, as Oshawa does in the case of North Oshawa Park.

Pickleball has become one of the fastest growing sports in Canada, and was featured for the first time in the 2010 Ontario Seniors Games held in Oshawa. In the past three years, Pickleball Canada estimates that growth in the number of participants increased 75% from 60,000 to 105,000 and the number of pickleball courts increased three-fold from 2,000 to 6,000.³³ What once was a casual, energetic activity, pickleball has grown in popularity as many older adults (including baby boomers) and seniors seek active leisure opportunities. Similar to tennis, pickleball is played with a slower ball, and smaller racquets and outdoor courts. This effect results in reduced pressures on joints and suits the ability of many older adults to have an enjoyable experience.

Provision of pickleball courts is inconsistent among the benchmarked comparators. Most offer the sport indoors within gymnasiums, however, there are few dedicated outdoor pickleball courts in the comparators with those choosing to do so following in the same model as Oshawa whereby the sport is directed to existing tennis courts.

³³ Pickleball Canada. (2013). Pickleball Canada Organization Official Newsletter. Retrieved from http://pickleballcanada.org/news/nl_2013_october.pdf

Utilization

The Oshawa Community Tennis Club and MatchPoint Tennis are the largest organized tennis providers in the community. Since 2011, the Oshawa Tennis Club has booked an average of 4,600 hours annually at North Oshawa Park for its outdoor programs (MatchPoint Tennis migrates its outdoor programming to Whitby). The Durham District School Board is Oshawa's second largest renter of outdoor tennis courts, using North Oshawa Park, Stone Street Park, Alexandra Park and Baker Street Park. With nearly 2,800 rented hours for 2014, the school board has grown their usage by over 700 hours (+35%) since 2011. In terms of overall growth, however, Oshawa Seniors Citizens Centre usage of North Oshawa and Stone Street Parks has grown by almost 350 hours (81%), with total usage amounting to nearly 775 hours in 2014.

It is worth noting that all tennis courts rented for organized use are not exclusive and allow general (free) public access at certain times of the day. That said, there is ample capacity within the outdoor courts to accommodate additional usage with utilization rates ranging from 15% on weekends, 17% during weekday daytimes and 25% on weekday evenings for lit courts (rentals of unlit courts are negligible).

In addition, the City permits the tennis courts at Stone Street Park and Alexandra Park for pickleball, which are primarily used by an organization known as the Blazing Paddles. Given that this group just completed its first year of operation, it is not possible to identify utilization trends for outdoor play (the group booked 192 hours in 2014). As mentioned, national trends suggest that pickleball is an emerging sport that is highly desirable in communities with large older adult populations. As a result, it is expected that this sport will continue to place pressures on Oshawa's hard surface courts.

While the previously noted rental hours provide some semblance of demand, they do not account for unstructured, spontaneous use of courts by the general public. The City of Oshawa, like most municipalities, does not have a formal mechanism for regularly tracking usage of outdoor recreation facilities intended for spontaneous play such as its hard surface courts, playgrounds, etc.

Facility Needs Assessment – Outdoor Tennis Courts

Outdoor tennis court needs are assessed using a combination of geographic distribution and population-based service standards. As with the benchmarked average, service levels of one tennis court per 4,000 to 6,000 population are common across Ontario. In Oshawa, targeting one outdoor tennis court per 6,000 residents is deemed to adequately reconcile distributional gaps and provide a level of service that is sustainable to meet future needs.

Population Threshold Attained	158,341 (current)	175,000	185,000	197,000
Outdoor Tennis Courts Required (based on a provision target of one tennis court per 6,000 population)	26	29	31	33
Deficit (based on an existing supply of 18 tennis courts)	8	11	13	15

On this basis, the City would require 15 new outdoor tennis courts by the time the population reaches 197,000. The optimal implementation plan involves constructing new tennis courts within future residential communities as well as where geographic gaps presently exist. Based on spatial coverage shown in Map 5, the following implementation strategy is proposed to attain 15 new tennis courts.

- **Pinecrest** and **Taunton** are estimated to have a collective population of 23,220 residents (as of early January 2014, per Table 1). These areas are forecasted to add 5,000 by the year 2024 while another 4,000 are estimated upon residential build-out based upon a rough approximation derived from housing units identified in the Development Charges Study. As such, it is possible that there will be upwards of 32,000 people living in these areas upon build-out, equating to a need for 5 tennis courts in total based on the 1:6,000 level of service. The preferred approach would be to disperse these courts across two park locations in these areas (i.e. a two court and a three court pod).
- **Kedron** is projected to grow to 6,700 persons by 2024, and could potentially add another 15,000 upon build-out based on residential unit growth assumptions. Therefore, a total of 3 courts would be required to service an estimated 21,700 people in the area.
- **Samac** and **Windfields** are presently served by one tennis court (Conlin Woods Park), one less than needed to service the nearly 14,000 persons living in these areas. By 2024, their collective population is forecasted to increase by 7,000 while another 4,000 are estimated upon build-out for a potential population of nearly 25,000 persons. Accordingly, 3 additional outdoor courts would be required (to attain a total supply of four courts and meet the recommended level of service).

These three new courts are ideally located within a future community park, potentially the parcel identified along Thornton Road at Bickle Street in the Windfields Secondary Plan). Consideration may be given to relocating the Conlin Woods Park court to the new location in order to provide a four tennis court pod that can maximize the potential for programming and rentals (as four courts are generally considered to be the minimum number required to support a community club operation). Of note, if a four court pod oriented to club use is pursued in Windfields/Samac, the City should be cognisant that planning documents for the Town of Whitby also contemplate a four tennis court pod in

the adjacent Brooklin Secondary Plan area which could create competition for club membership.

- Although the **McLaughlin, Vanier** and **Central** (to a lesser extent) communities are serviced by the indoor courts at the Civic Recreation Complex, there are no outdoor courts here (Alexandra Park would be the closest). Based upon the above noted implementation strategy which allocates 11 new tennis courts north of Rossland Road, the remaining 4 courts could be considered through a park redevelopment project in McLaughlin and Vanier. With over 34,000 persons in these areas at present, the service level would appear to support 4 new outdoor courts (to supplement the Civic Recreation Complex's fee-based indoor courts). The feasibility of re-installing posts and nets at Radio Park and Brookside Park (whose asphalt multi-use pads each formerly contained two tennis courts) can be considered to address this gap, though the ultimate location should be determined after further discussions with residents in these communities.

In addition, renewal of existing outdoor tennis courts should also be a priority where factors such as equitable geographic distribution, surrounding community demographics, etc. warrant the continued provision of outdoor courts. Based upon site observations, Kingside Park is a short to medium-term priority candidate for rejuvenation with resurfacing activities carried out at a minimum. Replacing the lighting is not considered to be necessary and in fact lighting should be removed since there has been no permitted usage occurring over the past four years, recognizing this may be due to the condition of the courts themselves and the fact that users in South Oshawa may prefer the courts located at Stone Street Park.

The remaining outdoor courts are deemed to be in satisfactory condition and thus it is anticipated that rejuvenation or renewal activities could be deferred into the future-term (i.e. over ten years) barring any major issues that might otherwise arise beforehand.

Facility Needs Assessment – Outdoor Pickleball Courts

Pickleball has been recognized as an emerging sport in Durham Region and has been embraced locally as demonstrated by its strong indoor and outdoor participation at various community centre gymnasiums along with Alexandra Park and Stone Street Park. Although Oshawa does not provide dedicated outdoor pickleball courts, the Alexandra and Stone Street Park tennis courts have become a destination for organized play. Should the City be faced with demands for additional outdoor pickleball courts, it is recommended that programming be directed to existing tennis courts rather than constructing new courts, while continuing to monitor bookings at Alexandra Park and Stone Street Park for a period of at least three years to determine trends and better understand the amount of use taking place so that it can make informed decisions regarding future needs for outdoor pickleball facilities.

North Oshawa Park is a logical destination for pickleball as it is already a community hub for older adults with the O.S.S.C. Northview branch and Oshawa Lawn Bowling Club located in close proximity, both of which are complementary to pickleball. North Oshawa Park currently has ample time available during the weekday daytime and weekend hours (weekday evenings also have some availability though are booked around 77% of the time). Facilitating organized pickleball at this location is consistent with the City's current model employed at Alexandra and Stone Street Parks, and would improve geographical distribution by creating another venue in the north for organized play.

Other existing tennis courts may also be considered for use by pickleball, as appropriate. Ideally, locations should be strategically determined based upon its function as a destination area, or in an area with a high concentration of older adults (e.g. around senior citizens centres, retirement complexes, etc.) since they are the primary participants in the sport. As an alternative (or supplementary) to North Oshawa Park, the recommended rejuvenation activities recommended at Baker Park, Brookside Park and Kingside Park should consider ways in which pickleball could be more readily facilitated at the neighbourhood level.

Recommendations

- R31. Construct a total of 15 outdoor tennis courts, distributed in accordance with residential areas achieving population growth and where required to address underserved areas. Provision of new courts, particularly in established residential areas, should be subject to ongoing review by City Staff and community consultations to ensure that the City does not overbuild its outdoor supply.
- R32. Remediate tennis courts at Kingside Park within the next five years, while engaging the community surrounding Radio Park and Brookside Park to determine whether to rejuvenate or repurpose their respective tennis courts.
- R33. Future needs for outdoor pickleball courts should be accommodated within existing tennis courts as per the City's current model. New tennis court construction, as per Recommendation R31, should be designed in a manner that is conducive to accommodating pickleball players.

5.15 Indoor Racquet Courts

Supply

The City operates 4 indoor tennis courts within the Civic Recreation Complex (C.R.C.) dome. The C.R.C. also contains 2 badminton courts and 2 squash courts. There are also 6 indoor clay courts located at the Campus Tennis Centre (four of which are available for use by the Oshawa Tennis Club), however, there are indications that U.O.I.T. may remove and repurpose these courts to another academic or varsity use.

Relevant Themes from Consultations

The Oshawa Tennis Club has participated in a number of the P.R.L.C. Assessment's consultations, noting a strong concern about potential displacement from the Campus Tennis Centre which they currently lease and a willingness to collaborate with other sports organizations to create an indoor sports complex. The Club's vision is based on municipal supports being provided in the form of land and/or other means of financial assistance to allow groups to independently operate a potential facility.

Local and Regional Market Trends

As discussed in the outdoor tennis court assessment, participation in tennis is showing a slight resurgence after a period of decline. Indoor tennis is largely played by those seeking club-type experiences with programs, round-robin play, etc. along with those looking to train in the sport year round. Accordingly, indoor tennis courts have long been dominated by private sector racquet clubs and are not a core level of service in most municipalities. Oshawa is unique among the benchmarked communities in that it is the lone municipality that owns and operates its own indoor tennis facility. Oshawa is also unique in the sense that it provides dedicated badminton courts, as most municipalities instead accommodate this sport in their gymnasiums or halls (the latter contingent upon appropriate ceiling height and floor dimensions)

The C.R.C. indoor tennis courts have experienced the following utilization trends.

- The greatest degree of use occurs during the fall/winter season, between November and March. In 2014, over 5,400 hours were rented during these peak months, up nearly 275 hours from the prior season.
- The indoor courts are predominantly used and programmed by MatchPoint Tennis who have a contract with the City of Oshawa to rent time in order to provide their tennis programs, camps, and league play. This third party has booked an average of 1,100 hours since the 2011/12 fall/winter season and an average of 500 hours in the spring/summer season.

- MatchPoint Tennis membership levels have been fairly stable since 2011, averaging approximately 350 members per fall and winter session. However, a slight decline has emerged since 2014 with membership levels in the 325 to 340 range. The Oshawa Tennis Club reports that its membership levels fluctuate around the 300 person range (though they also accommodate non-members through specific program offerings).
- The overall utilization rate in these peak months was 67% (includes daytime, evening and weekend usage), noting that prime evening hours were filled 95% of the time. Conversely, overall utilization during off-peak months between April and October was 24% as most tennis play migrates outdoors.
- From a capacity perspective, weekday daytimes (50% utilization rate) and weekends (79% utilization rate) are the only opportunities to accommodate additional demands due to strong use on weekday evenings.

Residents unaffiliated with MatchPoint Tennis may also use the C.R.C. tennis courts based on a pay-per-use basis or through an add-on to a Level 1 membership (these individuals are accounted for in the above noted usage statistics). It is understood that Oshawa Community Tennis Club does not use a considerable degree of time at the C.R.C. due to its use of the Campus Tennis Centre, however, that may change if U.O.I.T. follows through with its intention of repurposing its indoor courts.

The City of Oshawa also programs the C.R.C. indoor tennis courts during prime times for beginner to intermediate level instruction. Demand for these programs appears to be increasing as shown in Table 31, with a resurgence in the number of programs offered and participants since 2011. That being said, there appears to be capacity within the existing programming complement as fill rates are 65% after fluctuating between 69% and 72% in the previous three years.

Table 31: Prime Time Indoor Tennis Programs and Participation, 2011 – 2014

Year	2011	2012	2013	2014	Difference (2011-14)
No. of Programs Offered	16	12	12	20	25%
No. of Participants	88	71	69	96	9%
Program Fill Rate	69%	72%	69%	65%	-4%

Source: City of Oshawa, 2015

The sport of squash grew and flourished in the G.T.A. between 1970 and the mid-1990s after which growth stagnated. The game remains popular in certain areas of the province but after an initial decline of players in the late nineties, the number of players has remained reasonably flat. There is some growth in the game of doubles squash; however this represents singles

players converting to the doubles version of the sport rather than more people taking up the game. The sport is growing in parts of the United States through collegiate programs as well as well-established junior programs implemented in private and commercial clubs.

While there are examples of municipally operated squash courts in Ontario, it is not the norm as municipalities have delegated to the private sector to address demands. As mentioned, downward participation trends have also caused many private fitness providers to rethink inclusion of squash facilities based primarily 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.

Facility Needs Assessment – Indoor Tennis Courts

The C.R.C. courts are nearly at capacity in terms of bookings during prime time, but usage could be maximized through additional efforts devoted to promoting daytime and weekend program and rental opportunities. The potential displacement of the Oshawa Tennis Club from the Campus Tennis Centre will create pressures upon the existing supply unless:

- a) the City re-allocates prime times at the C.R.C. once its agreement with MatchPoint Tennis expires in September 2016;
- b) the City can find other creative ways to maximize bookings of the C.R.C. courts through promotion, programming or other rental incentives; and/or
- c) new indoor courts are constructed by the municipality or a third party facility operator.

In determining the most appropriate course of action, a number of factors must be considered. The first point of consideration is that the lease agreement with MatchPoint Tennis is one that has worked well for both parties, with annual rent paid as well as a requirement that persons affiliated with MatchPoint Tennis are required to purchase the City's Level 1 facility membership which also contributes to the financial sustainability of the C.R.C. as a whole. Through its lease agreement, MatchPoint Tennis has demonstrated over time that it can "Create and maintain reasonably priced tennis instruction programs for the Complex that complement existing CITY programs" and is responsible for paying court costs for the same, again contributing revenue towards facility operations while also providing reasonable access to any interested resident. The current lease agreement expires at the end of September 2016.

A second point of consideration is the indoor tennis playing market in Oshawa, of which there are approximately 625 regular players based upon MatchPoint Tennis and Oshawa Tennis Club memberships. On the assumption that all of members play indoors (the indoor market may be less as club programs migrate outdoors during the summer), a total of six to seven indoor courts would be required, two to three fewer courts than provided by the City (an industry rule of thumb states that one indoor tennis court serves between 85 and 100 members).

Utilization rates of the C.R.C. indoor courts must also be factored. Generally speaking, courts are fully booked during weekday evenings during the peak season (November through March). However, there is ample availability during weekday daytime and a fair degree of availability on weekends. While it is difficult to expect that usage should be much greater than the 45% to 50% presently occurring during the daytime hours, aging and retirement trends may serve to bolster use within these timeslots over the next fifteen years. Of more immediate concern is the fact that there were over 440 unbooked weekend hours in 2013/14 (2014/15 data was not yet available at time of writing), averaging 16 available hours per week over a 28 week period.

On this basis, it appears that demand is most pressing for weekday evenings amongst a fairly modest local membership base. It is challenging to make the case that the City needs to invest in a second indoor tennis facility particularly given:

- the amount of unbooked hours that exist at the C.R.C. on weekends;
- the fact that the agreement with MatchPoint Tennis has worked well for both parties, and the community at large;
- the estimated local indoor tennis playing market is not sufficiently sized to generate demand for enough additional courts to warrant pursuit of a new facility - a minimum four new courts would justify construction, which would mean the number of regular tennis players would need to number 800 persons at a minimum; and
- any municipal investment in additional courts would represent a capital and operating risk given that the C.R.C. courts can seemingly service a considerable portion of existing tennis club members in Oshawa.

Therefore, integrating the Oshawa Tennis Club members into available times at the C.R.C. is the most desirable option in order to maximize use of an established municipal facility. That said, the Oshawa Tennis Club has not specifically articulated a desire for the City of Oshawa to construct and operate a new indoor turf facility. Its position is one where it is looking for initial start-up capital, land or potential services in kind with the view that the Club would operate the facility. The City should continue discussions with the Oshawa Tennis Club and encourage them (along with other interested parties) to prepare a business plan outlining the feasibility and funding model those third parties will utilize prior to determining what type of assistance, if any, the City might be able to provide. The City could also facilitate talks between indoor tennis users and U.O.I.T. to determine how indoor tennis might be accommodated within any existing or future facilities provided by the University based on their Campus Master Plan.

Facility Needs Assessment – Indoor Squash and Badminton Courts

With municipal provision of squash courts largely being based upon corporate philosophy rather than a generally accepted level of service, there are no provisioning standards that guide future service levels. Instead, the City 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), capital investment and reinvestment costs, and ongoing operating costs (e.g. staffing and programming). The City 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 City retain the squash courts at the C.R.C. given that there is an established level of use and the space itself would not be ideal to be repurposed for any need identified in the P.R.L.C. Assessment. Retention of the squash courts is based upon market support and cost-effective service delivery. The inclusion of squash courts as part of the proposed multi-use community centre is discouraged at this time.

Similarly, the C.R.C. badminton courts should be retained so long as the City does not otherwise need the space to facilitate an expansion to the number of indoor tennis courts after it attempts to integrate any indoor tennis players that may be displaced from the Campus Tennis Centre or new players generated through future population growth. In the event that additional indoor tennis courts are required, however, then the City should consider relocating badminton programming to a municipal gymnasium, of which the South Oshawa Community Centre's small gym would be a logical choice given its size, availability (the large gym is preferred for most other rentals), and the fact it still is situated in the southern part of the City.

Recommendations

- R34. Seek ways in which to maximize use of the Civic Recreation Complex indoor courts, including accommodating a greater number of program and rental opportunities during daytimes and weekends. Given the success of the current operating agreement and available capacity at the Civic Recreation Complex, municipal investment in a second indoor tennis facility is not required unless a third party can satisfactorily demonstrate, through its own business plan and feasibility study, such investment is a sound, sustainable, and would not otherwise be detrimental to existing municipal operations.
- R35. In the event that additional indoor tennis courts may be rationalized based upon growth in player numbers or displacement from private courts, the ability to include additional tennis courts in the air-supported structure at the Civic Recreation Complex should be considered as an option.

5.16 Basketball Courts

Supply

Oshawa provides basketball courts available at 28 municipal parks, of which ten are full courts, thirteen are half courts (of sufficient size to accommodate three-on-three play) and the remaining five are single hoops (characterized by a narrow strip of asphalt suitable for a shoot-around, typical of an older park design template).

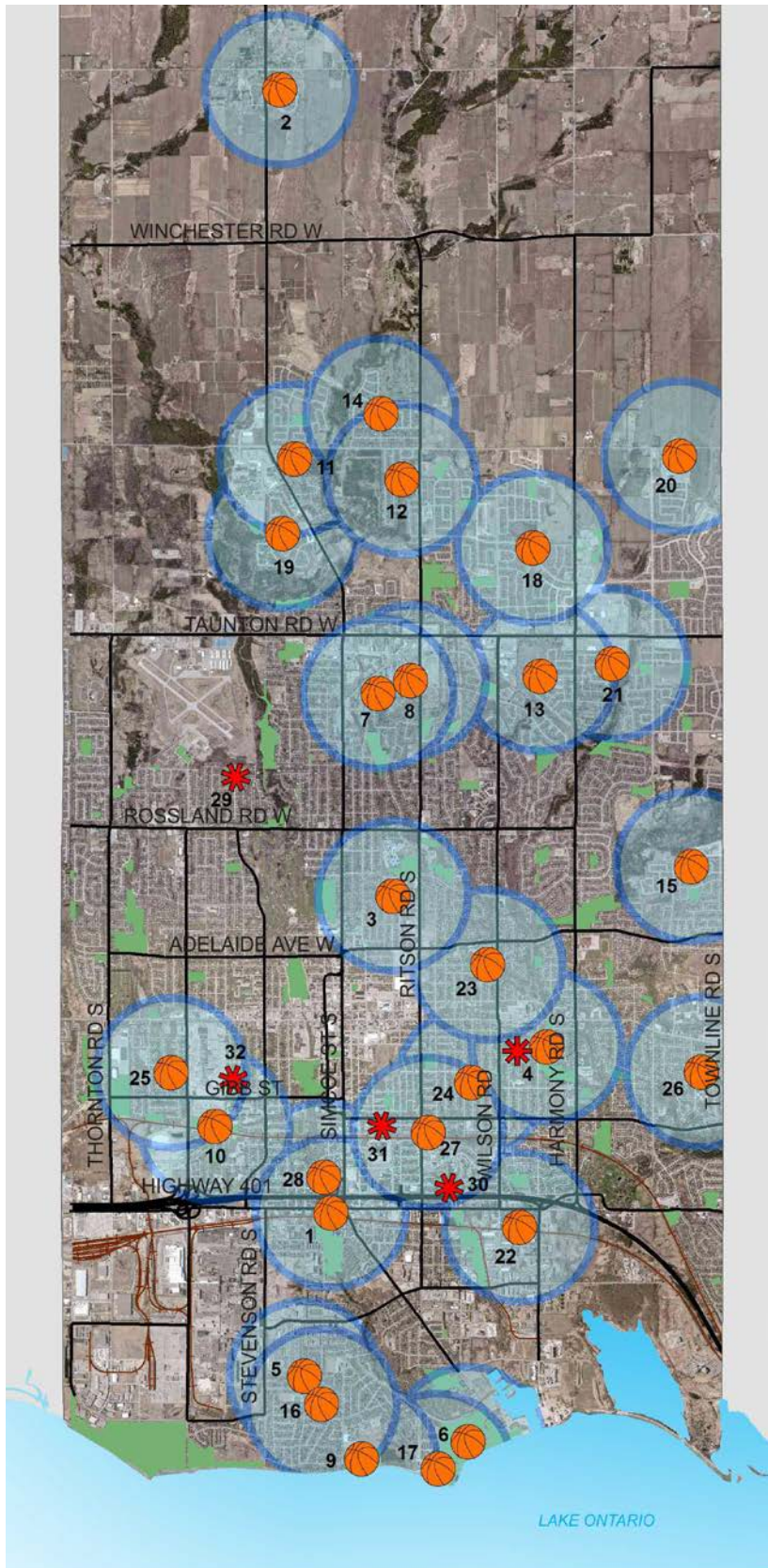
In addition, there are asphalt pads of varying size at five parks that do not contain any equipment, posts or nets and are thus generally suitable for ball hockey or general children’s play (e.g. hopscotch).

Full Basketball Courts	Half Basketball Courts	Single Hoops	Asphalt Pads
1. Bloor and Simcoe Park	1. Conlin Woods Park	1. Eastview Park	1. Brookside Park
2. Columbus Park	2. Edenwood Park	2. Glen Stewart Park	2. Chopin Park
3. Connaught Park	3. Grand Ridge Park	3. MacKenzie Park	3. Cowan Park
4. Farewell Park	4. Kedron Park	4. Mitchell Park	4. Farewell Park
5. Fenelon/Venus Park	5. Kettering Park	5. Storie Park	5. Radio Park
6. Lakeview (Ted McComb) Park	6. Lake Vista Park		
7. North Oshawa Park	7. Lakewoods Park		
8. Northview Park	8. Mountjoy Park		
9. Stone Street Park	9. Niagara Park		
10. Warne Park	10. Springridge Park		
	11. Swiss Heights Park		
	12. Veterans Tot Lot		
	13. Woodview Park		

There are also a considerable number of school properties that contain outdoor hoops, somewhat alleviating pressure on the municipal supply. School courts are of varying size and quality (which the City cannot directly influence as maintenance is under the control of the school boards), thus their presence is recognized but these courts cannot solely be relied upon to address gap areas.

As shown in Map 6, geographic distribution is fairly strong with the most notable gap located in McLaughlin planning district though these and other gap areas are serviced to a certain extent by school courts subject to the limitations noted above.

Map 6: Distribution of Basketball Courts



Basketball Courts

-  Basketball Courts with an 800m Service Area
-  Asphalt Pads

Full Basketball Courts

1. Bloor and Simcoe Park
2. Columbus Park
3. Connaught Park
4. Farewell Park
5. Fenelon/Venus Park
6. Lakeview (Ted McComb) Park
7. North Oshawa Park
8. Northview Park
9. Stone Street Park
10. Warne Park

Half Basketball Courts

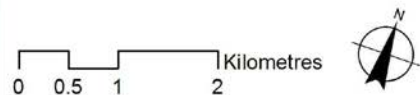
11. Conlin Woods Park
12. Eden Wood Park
13. Grand Ridge Park
14. Kedron Park
15. Kettering Park
16. Lake Vista Park
17. Lakewoods Park
18. Mount Joy Park
19. Niagara Park
20. Springridge Park
21. Swiss Heights Park
22. Veterans Tot Lot
23. Woodview Park

Single Hoops

24. Eastview Park
25. Glen Stewart park
26. MacKenzie Park
27. Mitchell Park
28. Storie Park

Asphalt Pads

4. Farewell Park
29. Brookside Park
30. Chopin Park
31. Cowan Park
32. Radio Park



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Relevant Themes from Consultations

The provision of additional basketball courts was touched on during the Youth Focus Group who identified such facilities as being popular among their peers. In terms of general community opinion, 6% of households participated in outdoor basketball over the past twelve months while 44% identified that they would support additional investments in outdoor basketball courts, a mixed level of support as 26% were opposed to spending on such facilities (possibly attributable to a higher average age of survey respondents and the fact that children under 16 years of age were excluded from the survey sample).

Local and Regional Market Trends

Over the past decade, research has shown a healthy participation in basketball among male youth due to its national appeal (including a large Toronto Raptors fan base in the G.T.A.) and growth in immigrant population from countries with a high interest in basketball.³⁴ The popularity of basketball is also driven by its low barriers to participation since public courts tend to be free and thus costs are largely relegated to the ball and shoes. Compared to other organized sports such as hockey, basketball is an easy to learn, safe and inexpensive to play, and can be played with one person or small groups.

For this reason, basketball courts tend to be fairly popular, particularly in areas with sizeable populations of children and youth. As in Oshawa, municipalities provide outdoor courts in full and half court templates, the latter of which is well suited to smaller neighbourhood parks. The vast majority are constructed with asphalt, with some providing acrylic surface treatments for an added level of quality and aesthetic appeal. Municipalities are also exploring the provision of 'multi-use' courts that can facilitate multiple activities such as basketball, ball hockey, tennis, etc. though not always simultaneously.

Multi-use courts can vary from rudimentary surfaces (e.g., asphalt and concrete) and sizes to high quality sports surfaces (e.g., rubber) with removable equipment such as net posts, boards, and hoops. With no established design standard, multi-use courts can be provided in a variety of shapes and sizes given that these facilities are not programmed and primarily focus on facilitating spontaneous opportunities for active play. Multi-use courts can be provided as rectangular pads in the shape of a basketball court or half court. Some municipalities design multi-use courts large enough to flood in the winter to provide an outdoor skating. Research suggests that the size of a multi-use court may be equivalent to a full basketball court, although this may vary depending upon the desired types of activity.

³⁴ Jessop, A. 2013. How basketball overtook hockey as the most popular youth sport in Canada. Retrieved from <http://www.forbes.com/sites/aliciajessop>.

Including full and half court templates, Oshawa’s service level is one basketball court per 790 youth between the ages of 10 and 19 (who constitute the primary users of such facilities), which is the third highest service level among benchmarked communities. If including the single hoops as part of the supply, the level of service increases to 1 per 650 youth.

Table 32: Benchmarked Municipal Basketball Courts

Municipality	Population (10 to 19)	# of Basketball Courts	Service Level
Ajax	18,555	11	1,687
Barrie	20,822	38	548
Burlington	21,945	22	994
Pickering	14,406	11	1,310
St. Catharines	16,673	21	794
Whitby	19,704	30	657
Average	18,684	22	999
Oshawa	18,186	23	790

Note: Youth (10-19) population derived by applying 2011 Census proportional age structure to 2015 municipal population estimate. For the purposes of comparison, Oshawa’s supply does not include the 5 single hoops since comparator municipalities more heavily focus on full and half court templates.

Utilization

Multi-use courts provide venues to pursue self-scheduled, spontaneous play and are not intended to be programmed for organized use. These courts are primarily used for basketball, although users may engage in a range of other activities requiring the use of a hard surface court such as ball hockey. The City’s basketball courts are intended for self-scheduled, spontaneous play and are thus not programmed for organized use.

Facility Needs Assessment

In determining the provisioning framework for basketball courts, the best indicator of need is a standard that considers the number of youth in Oshawa along with the geographic distribution of facilities since the majority of youth do not have regular access to a personal vehicle. This age-specific standard (considering 10 to 19 year olds) is appropriate for Oshawa because youth are the primary users of basketball and multi-use courts, and the overarching aging population trend in Oshawa renders an all-encompassing per capita standard (based on total population) as being generally ineffective in determining true market demand for these courts.

In Oshawa, targeting one outdoor basketball court per 750 youth is appropriate to reconcile distributional gaps, provide a sustainable level of service to meet future needs, and is similar to the City’s existing level of service (1:790). Application of the standard results in the City’s supply

being responsive to serve needs until it reaches a population of 175,000 (or 21,000 youth), but not factoring in the need to attain appropriate geographic coverage. However, the current surplus that is articulated through the standard speaks to the strong geographic distribution that the City has currently attained to service its residential communities.

Population Threshold Attained	158,341 (current)	175,000	185,000	197,000
Estimated Youth Population (assumption based on 12% of the total population)	19,000	21,000	22,200	23,640
Outdoor Basketball Courts Required (based on a provision target of one basketball court per 750 youth between the ages of 10 and 19)	25	28	30	32
Deficit (based on an existing supply of 28 full courts, half basketball courts, and single hoops)	(3 surplus)	0	2	4

The City will require 4 new outdoor basketball courts, based solely on the quantitative standard, by the time it reaches a total population of 197,000 (or 23,640 youth). While this may seem like a relatively low number given the anticipated amount of residential development, Map 6 shows that the City has proactively developed courts within these communities in advance of future growth with seven outdoor basketball courts already located north of Taunton Road. The proposed implementation strategy is to:

- develop 1 full court at a community park to be located in **Windfields/Samac** (of note, the Windfields Secondary Plan identifies a community park along Thornton Road near Bickle Street) along with 1 half court in a neighbourhood park (possibly at Russett Park or through a new park development); and
- develop 2 half courts in neighbourhood parks to be located in **Kedron**, preferably on either side of Harmony Road (north of Conlin Road).

Site visits also suggest that there are a number of outdoor basketball courts that could benefit from remedial activities. The following are recommended for consideration by the City:

- Within the next five years, resurface half courts at Lake Vista Park, Mitchell Park and Mackenzie Park (the latter of which should also be relocated since it is in close proximity to a residential fence line) due to the cracking, heaving and/or aged state of backboards that was observed.
- Within the next five years, expand the single hoop at Glen Stewart Park into a half court template to facilitate a higher quality playing experience for youth in this community. With the recent removal of the Prestwick Park asphalt pad, an alternative location for a

basketball should be explored to reconcile the geographic gap that exists in the McLaughlin neighbourhood (e.g. at McLaughlin Park).

- After five to ten years, resurface courts at Connaught Park, Northview Park, Veterans Tot Lot and Eastview Park.
- Similarly, the City should explore the feasibility of resurfacing the remaining asphalt pads at Brookside Park, Chopin Park, Cowan Park, and Radio Park to provide a multi-use court experience or repurpose these courts as appropriate if a more suitable use is determined after consulting with the local community.

The remaining outdoor courts are deemed to be in satisfactory condition and thus it is anticipated that rejuvenation or renewal activities could be deferred into the future-term (i.e. over ten years) barring any major issues that might otherwise arise beforehand.

Recommendations

- R36. Construct 4 outdoor basketball and/or multi-use courts, distributed in accordance with residential areas achieving population growth and where required to address underserved areas.
- R37. Remediate outdoor basketball courts at Lake Vista Park, Mackenzie Park and Mitchell Park within the next five years, while the basketball courts at Connaught Park, Eastview Park, Northview Park and Veterans Tot Lot should be remediated within the next ten years.
- R38. Explore the feasibility of converting existing asphalt pads into basketball or multi-use courts, or whether to repurpose these facilities altogether to a use that is more responsive to the needs of the surrounding neighbourhood after engaging in consultations with area residents.

5.17 Board and Bike Parks

Supply

Oshawa provides three skateboard parks. While these facilities are also used by bicycles, scooters and inline skates, it is important to note that the City's skateboard parks were not originally designed for these other uses and use particularly by bicycles is exerting a toll on some of the concrete components (damage from scooters and rollerblades is fairly minimal). The City presently does not provide any dedicated bike parks for BMX or mountain bikers.

The **Donevan skateboard park** is a large concrete bowl type venue containing formed ramps, curbs and rails. It is located immediately adjacent to the Donevan Recreation Complex building.

The **Legends Centre skateboard park** is the most basic of the three skateboard parks that is a cordoned off area located in the west parking lot. Using the parking lot's asphalt surface, this skateboard park contains a couple of modular (i.e. non-permanent) ramps and bleacher seating area.

The **North Oshawa skateboard park** is also a large concrete bowl featuring formed ramps, curbs, steps and rails. It is situated in the northwest corner of the park.

Relevant Themes from Consultations

Input regarding skateboard parks was heard through the Youth Focus Group where participants identified such facilities as being something they envisioned within an 'ideal park'. One written submission was also received requesting that a skateboard park be built in northwest Oshawa, preferably around McLaughlin Secondary School. The household survey recorded 11% participation in skateboarding and BMX, and moderate tolerance for additional skateboard park investments with 44% support and 26% opposition (potentially a result of a higher average age of survey respondents and the fact that youth under 16 years of age did not qualify for the survey).

No input was received regarding dedicated mountain bike or B.M.X. facilities. However, City Staff report that Oshawa experiences a high level of informal and illegal BMX/mountain bike park construction throughout the city, resulting in a considerable amount of Staff resources being devoted to addressing resident complaints, remediating loss of vegetation (sometimes in critical or sensitive ecological areas), and investigating night time parties/fires that sometimes require a police presence to resolve.

Local and Regional Market Trends

The provision of skateboard parks has become increasingly popular in a number of municipalities and although once considered a fad, skateboard parks has demonstrated sustained longevity. Historically, skateboarding was associated with negative youth behaviour, but in fact municipalities recognize these as positive places that provide safe and accessible venues for youth to engage in physical activities while socializing with others that share common interests.

Oshawa's supply translates into a service level of one skateboard park per 6,060 youth between the ages of 10 and 19 (who tend to be the primary users of these facilities), which ranks as the highest level of service among the benchmarked comparators.

Table 33: Benchmarked Municipal Skateboard Parks

Municipality	Population (10 to 19)	No. of Skateboard Parks	Service Level
Ajax	18,555	2	9,278
Barrie	20,822	1	20,822
Burlington	21,945	2	10,973
Pickering	14,406	1	14,406
St. Catharines	16,673	1	16,673
Whitby	19,704	3	6,568
Average	18,684	2	13,120
Oshawa	18,186	3	6,062

Note: Youth (10-19) population derived by applying 2011 Census proportional age structure to 2015 municipal population estimate.

Mountain biking is surging in popularity as a recreational pursuit, providing the thrills and adventure of an extreme sport but is becoming popular enough to be classified as a mainstream activity. Mountain bikers seeking more specialized facilities have begun to create their own facilities throughout the urban area, such as in parks, on private land, the urban core and sometimes on environmentally sensitive land. This has been observed locally such as within the Oshawa Creek valley.

While significant growth is occurring in large, tourist-oriented mountain bike parks such as Whistler B.C., there has also been an increase in smaller municipal parks, such as the R.O.C. in Georgina and Anchor Park in East Gwillimbury. These mountain bike parks provide riders of different ages, genders, socio-demographic backgrounds, and capabilities with a convenient means to enjoy the sport and improve their skills. None of the benchmarked municipalities provide dedicated mountain biking parks.

BMX (Bicycle Motocross) is another bike sport that has witnessed growth since the 1980’s. There are very few municipal BMX tracks located in Ontario that are sanctioned by governing bodies. The municipal role in facilitating BMX opportunities has largely been through integration with skateboard park facilities or smaller scale ‘challenge’ elements integrated into neighbourhood or community-level park designs. None of the other benchmarked municipalities provide competition-level BMX tracks.

Utilization

The City’s skateboard parks are intended for self-scheduled, spontaneous play and are thus not programmed for organized use.

Facility Needs Assessment – Skateboard Parks

As with other youth-oriented facilities intended for drop-in use, geographic distribution and accessibility is an important factor. Oshawa has strategically co-located its skateboard parks within major parks and community facilities that are accessible by transit and/or trail routes. The resulting distribution generally achieves satisfactory north-south coverage with Legends and North Oshawa skateparks serving areas north of Rossland Road, and the Donevan skatepark servicing the south-east residential communities. Relative to other parts of the City, youth in the McLaughlin, Vanier and Lakeview neighbourhoods would have more limited ability to access municipal skateboarding facilities.

The City’s current service level in the range of one skateboard park per 6,000 youth between the ages of 10 and 19 is consistent with standards adopted by other municipalities (usually in the 1 per 5,000 to 6,000 youth range), and forms the basis of the provisioning framework moving forward. This standard applies to ‘major’ skateboard parks characterized by the size and quality embodied through the City’s existing facilities, notably at Donevan and North Oshawa. With the youth population expected to increase by 4,500 persons by the year 2031, the existing supply of skateboard parks is expected to remain sufficient until the overall population reaches somewhere between 185,000 and 197,000 (or over 22,000 youth). At that time, the City should construct a new major skateboard park.

Population Threshold Attained	158,341 (current)	175,000	185,000	197,000
Estimated Youth Population (assumption based on 12% of the total population)	19,000	21,000	22,200	23,640
Skateboard Parks Required (based on a provision target of one skateboard park per 6,000 youth between the ages of 10 and 19)	3.2	3.5	3.7	3.9
Deficit (based on an existing supply of 3 skateboard parks)	0.2	0.5	0.7	0.9

The preferred location for a new major skateboard park would be at a Community or City level park in the Windfields/Columbus planning district. In choosing its ultimate location, the City should consider a number of factors including a strong degree of visibility from the street, proximity to an area with a high concentration of youth, along active transportation or public transportation routes, co-location with other appropriate recreation facilities (community centre sites with a full time staff presence can also lend additional supervision capabilities) or amenities (e.g. where water fountains or benches exist), etc.

Complementary facilities advanced through the P.R.L.C. Assessment for future areas in the northwest (i.e. Samac, Windfields, Columbus) include basketball courts and an aquatics centre (envisioned to also be required as the population reaches 197,000) since such a facility may also integrate a youth space and/or library branch, thereby embodying the City's current philosophy of multi-dimensional, multi-use community centres – tying an outdoor skateboard park with these or other complementary facilities is encouraged. The skateboard park should be designed in consultation with youth and the local skateboarding/board sport community to consider whether the existing bowl-type template is desired or something different (e.g. a 'plaza style' experience that replicates an urban environment).

Given the importance of having well distributed skateboarding opportunities to serve children and youth who rely heavily upon active transportation modes, reconciling existing geographic gaps should be emphasized. In striving to provide opportunities for physical activity in walking/skateboarding distance among these and other neighbourhoods that do not readily have access to a major skateboard park, a cost effective way for the City to address needs on a geographic basis is to develop "skate zones" or "micro" skateboard parks in strategic gap areas

These micro skateboarding areas are characterized by one or two basic features, such as a rail or curb, which tend to be integrated fairly easily within a designated space in a Community or Neighbourhood level park. Notably, they provide venues where beginner to intermediate level users can hone their skills and gain confidence to transition to the City's major skateboard parks. Through the parkland redesign and renewal process, which often applies to parks in established residential areas where skateboarding gaps exist, the City should consider integration of micro skate parks and basic skate zones. While certain planning districts such as McLaughlin and Vanier are not projected to attract significant population growth and are ones where aging trends are prevalent, there will still be children and youth residing in these areas who would benefit from even a basic opportunity to skateboard.

Facility Needs Assessment – Bike Parks

There are no set standards for dirt jumps or mountain bike parks given their specialized nature and the demand for these facilities remains generally untested. In the absence of input received through the P.R.L.C. Assessment's consultations, there is little ability to rationalize investment in a dedicated BMX or terrain park.

That being said, it appears that there is a degree of demand based solely upon anecdotal, unquantified observations of informal mountain bike trails in certain naturalized areas as well as use of the existing skateboard parks by bikes. In reconciling needs of these users, the City should employ three broad strategies:

- Explore ways in which to structurally reinforce the existing skateboard parks to better withstand use from bikes, thereby making efficient use of existing assets and maximizing their longevity;
- Ensure that the major skateboard park proposed in the future northwest residential growth areas, as discussed in preceding paragraphs, is designed in a manner that accommodates the needs of extreme sport enthusiasts beyond simply the skateboarding community; and
- In the event that the City is approached by the BMX and/or mountain bike community, engage in discussions to determine what type of facility would best suit their needs, and subsequently undertake the requisite feasibility and business planning assessments to determine whether in fact dedicated bike parks are required to service current and future needs.

The City should also explore ways in which small-scale mountain biking or BMX elements can be integrated within a neighbourhood or community park design. This would not represent a full-fledged bike park but simply contain a few pieces of equipment (e.g. small boardwalk, planks, dirt hill, etc.) in a small contained area of a park that are suited to developing skills related to balance and riding on natural terrain. Given that the City already devotes considerable staffing and financial resources towards informal BMX/mountain bike path construction in non-compatible areas, it should initiate a feasibility study that engages the public (particularly youth) to determine the need for a BMX/mountain park including discussing elements such as design and potential site.

Recommendations

- R39. Construct one new major skateboard park as the population of youth, between the ages of 10 and 19, reaches 23,000 persons or attaining a minimum total population of 197,000. This facility should be designed in a manner that accommodates the needs of extreme sport enthusiasts beyond the skateboarding community and is preferably co-located with other indoor and/or outdoor youth-focused facilities.
- R40. Integrate beginner level "skate zones" or "micro" skateboard parks, containing one or two basic features, into appropriate neighbourhood-serving parks since the major skateboard parks are expected to meet intermediate to advanced level needs over the long term. Integration of beginner level mountain biking and/or BMX elements should also be integrated where appropriate to do so.
- R41. Initiate a feasibility study involving community engagement, site selection and design processes to investigate whether a need exists for a BMX/mountain bike park.

5.18 Playgrounds

Supply

Oshawa provides 110 playground locations at municipal parks and Community Centres/Arenas throughout the City. Oshawa's playgrounds generally feature senior, junior, and combined age creative play equipment and most are associated with swing sets.

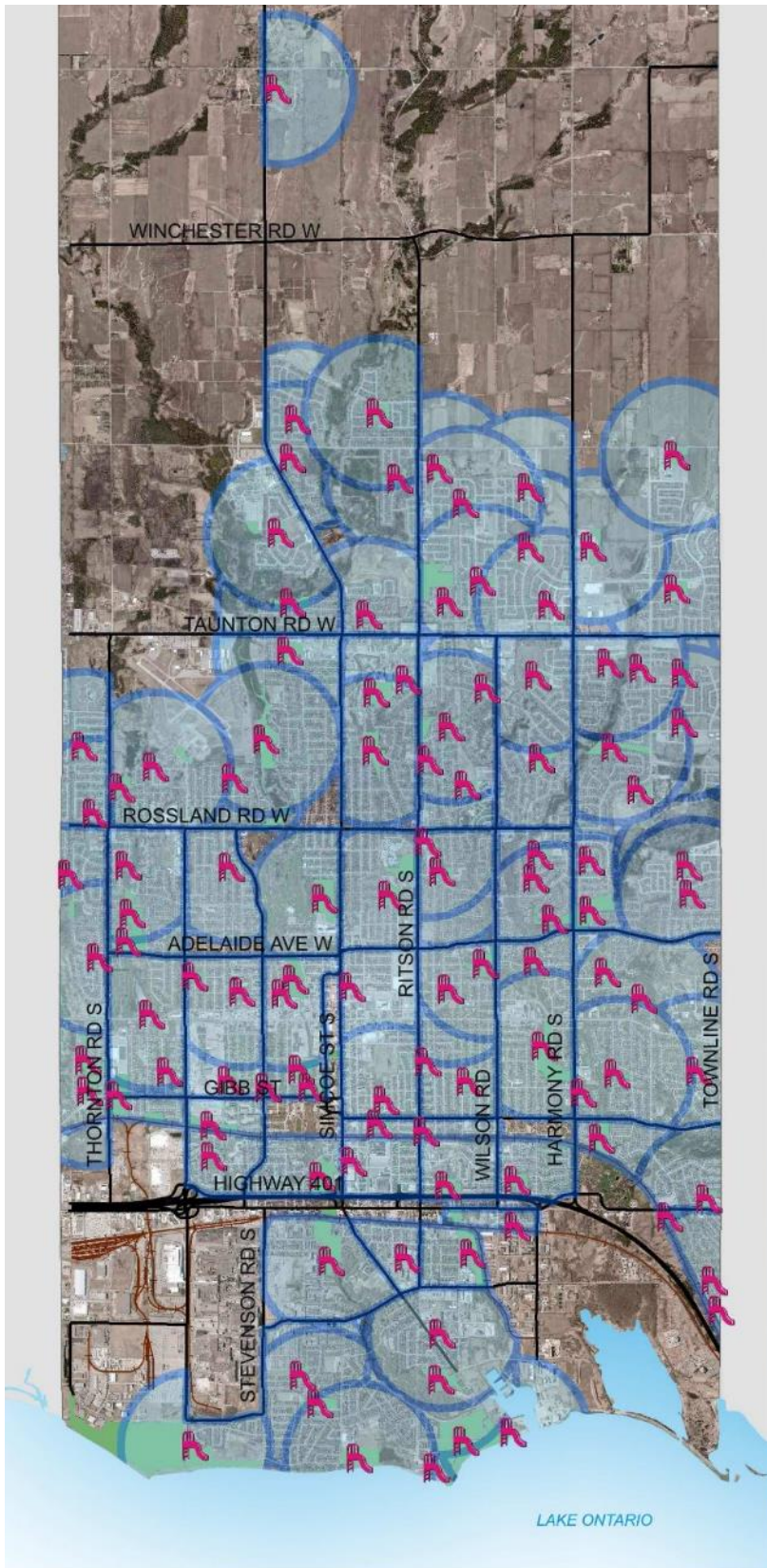
As shown in Map 7, the supply achieves very strong geographic coverage with nearly all residential areas being located within 800 metres of a playground (approximately a ten to twelve minute walk). The strength of the spatial coverage is also strengthened by the fact that private playgrounds exist throughout the City (e.g. through condominiums or apartments, schools, etc.), though these are not included in the P.R.L.C. Assessment's supply since they are typically not accessible to the general public nor does the City have influence regarding their design and maintenance as these are under the purview of private landowners.

Some of the City's playgrounds were installed nearly 20 years ago and annual playground inspections indicate that a number of sites are in fair condition, suggesting that repair and replacement of select playgrounds may be required to ensure that they continue to provide safe and engaging play experiences. Most communities replace their playgrounds when required to address safety of accessibility guidelines, remediate aging or deteriorating components, as part of broader park redevelopment projects, or when capital funding is available or allocated to replacement projects.

Relevant Themes from Consultations

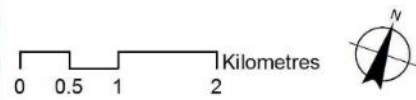
Use of playgrounds was the fourth most popular activity with 40% of households surveyed having done so during the past twelve months. Households also strongly desired additional investments into playgrounds with a 76% level of support, ranking only behind seniors and youth centres. Little input was received through other consultations, although there was discussion among some Community Launch Event attendees regarding greater integration of barrier-free playground components throughout the City in order to allow use by children and caregivers with physical disabilities.

Map 7: Distribution of Playground Locations



Playgrounds

-  Playground locations with an 800m Service Area



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Local and Regional Market Trends

Playgrounds serve as neighbourhood level amenities, which can provide opportunities for early childhood leisure and community interaction. Given this role in childhood development, the importance of playground safety cannot be understated, particularly as safety is closely correlated with the use of playgrounds. Research has shown that playground injuries are most common among hospital visits involving children. It is estimated that approximately 2,500 children age 14 or younger are hospitalized each year due to a serious playground injury, although this does not account for injuries that do not require hospital visits.³⁵ In a survey on playground safety conducted by the British Columbia Injury Research and Prevention Unit, the primary safety concerns that were raised included visibility, depth of playground surfaces (to protect from falls), cleanliness, and use by older youth and adults.³⁶

Guided by the Canadian Standards Association and the Canadian Playground Safety Institute, the design of playgrounds has evolved significantly as municipalities have been replacing traditional template structures to more creative play structures that feature softer surfaces, and creative and cognitive stimuli to provide more unique interactive play experiences. Some playgrounds also feature barrier-free components to enhance inclusivity for children with special needs. Some communities have also been experimenting with adventure playgrounds that offer an expanded opportunity for users to play more freely. This shift in playground design aligns with mounting research, which suggests that children desire more challenging and engaging playground structures, particularly for older children, who often describe playgrounds as too simple.

The supply translates into a service level of one playground per 154 children. Compared to other municipalities, Oshawa provides the highest level of service for playgrounds; however, a greater emphasis is placed on the geographic distribution of playgrounds.

³⁵ Safekids Canada. Child & youth unintentional injury: 10 years in review 1994 – 2003. Retrieved from http://www.mhp.gov.on.ca/en/prevention/injury-prevention/skc_injuries.pdf

³⁶ Ibrahimova A, Wilson D, Piedt S & Pike I. (2013). *Play Spaces for Vulnerable Children and Youth: a Synthesis*. A report prepared by the BC Injury Research and Prevention Unit for the Public Health Agency of Canada. Vancouver, BC.

Table 34: Benchmarked Municipal Playground Locations

Municipality	Population (0 to 9)	# of Playground Locations	Service Level
Ajax	15,670	51	307
Barrie	17,896	95	188
Burlington	19,943	105	190
Pickering	9,695	57	170
St. Catharines	13,402	52	258
Whitby	9,883	51	194
Average	14,415	69	218
Oshawa	16,949	110	154

Note: only reflects the number of locations but does not reflect the number of structures. Excludes private, school board and other non-municipal playgrounds.

Utilization

The City’s playgrounds are intended for self-scheduled, spontaneous play and are thus not programmed for organized use.

Facility Needs Assessment

Maintaining equitable access to playgrounds in Oshawa supports healthy development among children by facilitating leisure opportunities and community interaction. Targeted levels of service in Ontario aim to provide playgrounds within 400 metres to 800 metres of residential areas (a five to twelve minute walk) in order to ensure walkability since these facilities are oriented young children and their caregivers.

In the case of Oshawa, the provisioning framework utilizes a standard of one creative playground within an 800 metre radius of built-up residential areas, without crossing major barriers. This equates to a ten to twelve minute walk with young children, providing residents with reasonable walkable access to these neighbourhood level facilities and allow the City to concentrate on exploring opportunities and devoting resources towards creative playground structures (rather than basic equipment such as simply swings or slides) in emerging growth areas.

While the City regularly inspects its playgrounds for safety, part of the evaluation process should also be to explore potential upgrades to allow for greater accessibility among persons with disabilities and special needs. Site visits conducted as part of this process revealed instances where the playground structure appeared to be conducive for use by children and caregivers with a disability but where there was a barrier to accessing the structure itself. For

example, some playgrounds integrate internal ramps and appear suitably designed for children with disabilities, however, there is no barrier-free entryway from the pathway into the playground (their entry ramps are not flush with the ground). While accessible playgrounds are desirable, such as the one at Lakeview Park, augmenting the ability of neighbourhood-serving playgrounds with accessible components is a cost-effective way to be more inclusive across the entire City. Building upon their role in playground upgrade and new construction plans, the Oshawa Accessibility Advisory Committee should be engaged to assist in determining how playgrounds (and the parks in which they are located) can be designed and funded to be more inclusive to persons with disabilities.

To align safety, inclusivity and other related improvements with funding capabilities and long-range financial planning, the City should create a capital renewal strategy specific to playground structures. This renewal strategy is especially important since the City has historically funded playground improvements within a short period of time, sometimes within the same year. This has resulted in many playgrounds being of similar age and their lifecycle replacements will result in a major capital expense since new creative playground structures can cost upwards of \$50,000 each. At present time, the City has identified playground improvement and remediation projects at Sunnydale, Farewell, Thornton, Bermuda, Kinsmen Valleyview, Lakeview, and Attersely Parks.

A more fiscally sustainable approach would be to redefine the capital renewal strategy so that the City upgrades only a few playgrounds each year rather than having to replace dozens all at once. A playground replacement strategy, developed after a thorough review of the current lifecycle status of all playgrounds, will allow the City to prioritize investments through a rationalized decision-making and planning process that will also distribute replacement costs over a defined period of time. While this may mean that in the short-term the City may have to replace certain playgrounds prior to the end of their safe and useful life, such a strategy will position the City to attain longer-term financial sustainability in the long term.

Recommendations

- R42. Undertake a review of the City's playground replacement policy to define the cost and timeframe associated with replacing aging structures in a financially sustainable manner, while considering needed improvements to facilitate safe, inclusive and interactive play.
- R43. Through the playground inspection and renewal process, evaluate opportunities in which to incorporate barrier-free components for persons with disabilities.



6.0

Library Facility
Provisioning Policy Framework

6.1 Library Supply

Originally founded in 1864, Oshawa Public Libraries offers a broad range of services from four branches: the Robert McLaughlin Branch, the Northview Branch, the Legends Centre Branch, and the Jess Hann Branch. These branches and the Library's website provide access to a broad range of services.

Based upon data presented in Table 35 a number of observations can be made about the services and usage levels of the O.P.L.'s branches:

Robert McLaughlin Branch – the Library's flagship branch – is the largest library and has the largest physical collection of materials. The branch is open 68 hours per week, fewer than the Legends Centre Branch, but has the highest circulation figures of the O.P.L. branches.

Northview Branch was the third busiest branch in the O.P.L. system in 2013 by nearly all measures, although it is noted that the facility was closed for approximately three months for a renovation project. Despite being a larger branch than the Legends Centre, this facility has a slightly smaller collection and significantly lower circulation and program attendance levels.

Legends Centre Branch is located within a multi-use recreation centre and is the busiest branch in the system (with slightly more visits than the Robert McLaughlin Branch in 2013), which is assisted by its extended hours that closely match those of the recreation centre (76 hours per week). In 2013, the branch hosted the greatest number of programs, although program attendance was slightly below that of the Robert McLaughlin Branch.

Jess Hann Branch has the smallest library in the system and is generally the least busy. It is also the only library branch that is located within a private commercial development.

Additional information specific to each branch, including their future capital development strategy, is articulated in Section 6.7.

Table 35: Branch Profile, Oshawa Public Libraries

Facility Profile	McLaughlin	Northview	Legends Centre	Jess Hann	Total
Address	65 Bagot Street	250 Beatrice Street	1661 Harmony Street N.	199 Wentworth Street W.	n/a
Year Constructed	1954	1987	2006	1977	n/a
Size (Sq. Ft.)	62,000	14,500	10,000	7,500	94,000
Program / Activity Room Space	Large multi-purpose room (2,900 ft ²)	Large multi-purpose room (1,500 ft ²)	Program room (365 ft ²)	Shared activity space (750 ft ²)	n/a
Facility Type	Stand-alone Main Branch	Stand-alone	Joint with Recreation Centre	Donated Space in Retail Plaza	n/a
Public Computers	41	17	21	10	89
Public Seating	180	149	118	47	494
Weekly Hours of Operation	68	48	76	48	n/a
Usage Statistics (2013)	McLaughlin	Northview*	Legends Centre	Jess Hann	Total
Collection Size (current, excluding eBooks)	255,901	70,266	72,772	40,842	439,781
Annual Circulation (excluding eBooks)	837,239	247,993	573,503	140,399	1,799,134
Uses of Online Resources	Overdrive/EBSCO/etc. = 82,088 Databases = 41,813				
In-Library Visits (Estimated)	289,380	71,760*	295,308	79,456	735,904
Virtual Visits	-	-	-	-	446,637
Internet Workstation Sessions	39,227	7,160	19,118	6,731	72,236
Programs Held Annually (excluding outreach)	765	363	855	256	2,239
Annual Program Attendance (excluding outreach)	13,977	6,205	11,381	2,919	34,482

* Northview Branch figures were lower than normal due to renovation closure (October to December 2013)

Source: Oshawa Public Libraries, 2015

6.2 Provisioning Framework for Oshawa Public Libraries' Facilities

Given the Library's current provision model, it is anticipated that Oshawa Public Libraries will continue to serve the residents of its varied communities by way of a multi-branch system, with McLaughlin acting as the main branch housing the Library's administrative and technical services. As the City's population grows, renovated and/or expanded branches are likely, and new branches may be considered with sound justification.

To this end, the following core directives guide the library space provisioning framework which are consistent with O.P.L.'s Strategic Plan and the P.R.L.C. Assessment's strategic framework, including the core values of accessibility and quality/innovation.

Oshawa Public Libraries facilities will be:

1. Strategically located so as to maximize access for all residents; visible and accessible locations are a must.
2. Co-located or in proximity to community facilities such as recreation centres, parks, schools, or other public uses, wherever possible, so as to encourage partnerships and synergies.
3. Planned for maximum flexibility so that spaces can be easily reconfigured to accommodate changing requirements over time.
4. Designed and operated with sustainable practices in mind, such as barrier-free designs, energy efficiency, and "green" technologies.
5. Properly maintained and refreshed when necessary to ensure that they remain modern, vibrant, and responsive to needs.

6.3 Library Design & Service Delivery Considerations

Oshawa Public Libraries are safe and inclusive community assets that provide a wide range of benefits to residents of all ages. O.P.L.'s branches are all unique, with one being a stand-alone facility (Northview), two being combined with recreation centres (Legends) or civic campuses (McLaughlin), and another housed in leased space within a strip mall (Jess Hann).

Each of O.P.L.s' four facilities are indicative of their era of construction, with all but the newest (Legends) having been recently renovated. Building design has a considerable impact on function, efficiency, and customer experience. Thus, versatility and accessibility are key attributes when it comes to serving a wide range of needs and the changing role and function of libraries.

An article in the *Library Journal*³⁷ identifies a number of emerging trends from North American libraries that O.P.L. should consider in any future facility renovations or construction:

- Transparency among spaces so patrons can be seen and more easily served
- Reading spaces interspersed within the various collections
- Larger and more varied spaces for children and teens
- Community, meeting, and activity rooms of varied sizes
- Daylight in all areas of the building
- Connections to outdoor space
- Spaces devoted to computer and Internet instruction and online research
- Automated systems and increased staff efficiency
- Flexibility to accommodate future requirements
- The library as a community model for sustainable practice

The same article goes on to identify how today's patrons and staff use modern libraries and the potential implications for space provision:

- Increased number of digital materials reduces space devoted to book collections
- Automated self-checkout affects service desk configurations
- Online catalogue stations are scattered throughout the library rather than centralized
- Wireless Internet access throughout the library lets patrons bring their own devices, decreasing the need for banks of stationary computers
- Automated materials handling systems in larger libraries free up staff and shorten wait times
- Staff are more accessible to patrons
- More extensive programming for children and teens is offered
- Cafés induce informal socializing and an enhanced sense of community
- Community rooms, meeting rooms, and even art galleries have a wider agenda

O.P.L. is able to offer its users a number of these modern amenities and services at its current locations, while other items require additional space or re-working to achieve these desired goals.

³⁷ Gisolfi, Peter. "UpClose: Designing 21st-Century Libraries | Library by Design." *Library Journal*. June 16, 2014. <http://lj.libraryjournal.com>. Accessed December 2014.

Based on discussions with O.P.L. staff and observations of the facilities, most branches share a number of positive attributes, including (but not limited to):

- all branches have been recently renovated (in whole or in part) and/or constructed
- all branches now offer Wi-Fi and RFID/self-service options, which are requirements of a modern library system
- most branches are located in highly visible locations that serve as prominent community sites, with reasonable access from public transit
- facilities generally have good natural lighting
- appropriately-sized service points – many circulation desks have been downsized in response to a new customer-focussed service model that has brought librarians from behind the desks onto the floor where they can actively engage users
- interior signage is adequate (but could be improved)
- parking is generally sufficient for present uses and demands (although paid parking at the Robert McLaughlin Branch during business hours draws complaints)

However, despite recent renovations, some facilities are unable to provide spaces that are often found in contemporary library buildings. For example, many facilities are faced with the following challenges:

- lack of space for:
 - dedicated program rooms
 - computer workstations (O.P.L. was below the benchmark average of 0.6 workstations per 1,000 population)
 - computer labs to support programs and massive open online courses (M.O.O.C.S.)
 - small group and individual study rooms
 - larger group activities, events, or gatherings (which impedes O.P.L.'s efforts to encourage community groups to use the facilities as meeting places)
- although the facilities meet all existing accessibility legislation, some are not fully compliant with emerging barrier-free guidelines (e.g., aisleways are narrow and shelving is higher than ideal) and should be monitored and considered as part of future renovations
- separation of uses and creation of zones for noise attenuation
- increasing demand for electrical outlets due to more users bringing their own devices
- exterior signage is poor in some cases and needs to be improved

In terms of Library usage, circulation levels were on the rise (particularly eBooks and DVDs), while physical visits to O.P.L. facilities were trending downward prior to rebounding in 2013.

The Library's physical and digital collection remains its strength, although strategic de-selection is reducing the number of physical books (mostly outdated and/or unnecessary multiple titles). Library programming is another service that is well used by Oshawa residents, but could be better coordinated with the City, particularly within facilities that are co-managed by the Library and municipality (e.g. Legends Centre).

During this latest economic downturn, it can be argued that Oshawa Public Libraries have become more valuable to the community. It is no secret that, on average, Oshawa has lower median household incomes, levels of educational attainment, and employment rates than many other communities in the Region and Greater Toronto Area. Free Internet and computer access, supporting literacy, and providing information support to the less fortunate are some of O.P.L.'s most important roles. In this regard, O.P.L. has identified the importance of outreach and partnerships and has formed a community engagement team to strengthen service delivery throughout the City.

"We now realize that knowledge and creativity add economic value. We understand that future jobs will place less value on a strong back and more value on a strong mind. Libraries give us the chance to maintain a literate, creative society."

- Ken Roberts. Facing The Future – A Vision Document for British Columbia's Public Libraries. 2012.

While the rapid pace of technological change dominates the discussion around the future of public libraries, equally important are societal trends emphasizing creativity, experience, collaboration, community connectivity, and lifelong learning. While there is uncertainty about the precise services and formats that the library of the future will provide, the future of the library as a safe, inclusive, and accessible institution is as full of promise and opportunity as ever.



6.4 Library System Benchmarking

A library benchmarking assessment was conducted to evaluate the Oshawa Public Libraries system in comparison with public libraries located in Burlington, Oakville, Guelph, St. Catharines, and Whitby. These communities were selected as comparators for their similarities to the Oshawa system in population size, service boundary, operational scope, and/or geographic proximity. The data used in this assessment are obtained from the Canadian Urban Libraries Council's 2012 Canadian Public Library Statistics, and the Ontario Ministry of Tourism, Culture and Sport's 2013 Ontario Public Library Statistics.

Compared to library systems in comparable municipalities, the Oshawa Public Libraries has the highest amount of:

- Holdings per capita
- Full time employed staff per 1,000 people (tying Burlington in this respect)

Oshawa Public Libraries also ranked higher than average in:

- Library space per capita (0.60 sq. ft. per capita vs. an average of 0.55 sq. ft. per capita); only St. Catharines had more
- Number of programs offered per 1,000 people (second to Oakville)
- Annual circulation per capita
- Turnover rate (the average number of times an item circulates in one year)
- Municipal revenue per capita (\$53.59 compared to an average of \$49.13)
- Total expenditures per capita (summation of total operating expenditures and capital expenditures) (\$60.50 compared to an average of \$53.78)

Oshawa Public Libraries has a relatively low ratio of:

- In-person visits per capita
- Internet workstations per 1,000 people
- Materials expenditures per capita
- E-visits per capita

Table 36: Library System Benchmarking, 2013

Library System	Total G.F.A. Per Capita	Physical Locations	Internet Workstations per 1,000	Total staff (FTE) per 1,000
Burlington	0.46 ft ²	7	0.80	0.31
Guelph	0.59 ft ²	6	0.29	0.37
Oakville	0.51 ft ²	6	0.56	0.31
St. Catharines	0.73 ft ²	4	0.56	0.54
Whitby	0.44 ft ²	3	0.62	0.46
Average	0.55	5	0.56	0.48
Oshawa	0.59	4	0.36	0.69

Library System	No. of Library Programs per 1,000	Program Attendance per capita	Holdings ³⁸ per capita	Annual Circulation per capita	Turnover Rate
Burlington	12.33	0.29	2.44	11.98	5.54
Guelph	12.35	0.29	2.64	16.59	7.50
Oakville	15.63	0.37	2.16	11.31	6.07
St. Catharines	9.78	0.13	2.49	8.60	3.97
Whitby	11.16	0.20	2.12	12.65	6.63
Average	12.25	0.26	2.37	12.23	5.94
Oshawa	15.32	0.26	2.38	13.34	6.21

Library System	In-person Visits per capita	E-visits per capita	Municipal Revenue per capita	Material Expenditures per capita	Total Expenditures per capita
Burlington	7.61	5.54	\$54.80	\$5.76	\$62.96
Guelph	7.12	6.23	\$63.49	\$10.24	\$68.29
Oakville	5.89	5.90	\$47.38	\$4.65	\$51.24
St. Catharines	3.20	17.40	\$40.66	\$5.72	\$44.08
Whitby	4.80	4.80	\$39.31	\$4.64	\$42.32
Average	5.73	7.97	\$49.13	\$6.20	\$53.78
Oshawa	4.07	2.62	\$53.59	\$5.10	\$60.50

Source: Canadian Urban Libraries Council, 2012; Ontario Ministry of Tourism, Culture and Sport, 2013

³⁸ Total Volumes Held + Total CD and DVD Copies

6.5 System-Wide Space Requirements

O.P.L.'s facility model consists of a main branch and three community branches. Operating costs generally increase with the number of branches in the library system – the more locations, the higher the cost. Therefore, there is a need to take a rational approach to developing new facilities, ensuring a proper balance between accessibility/distribution and financial efficiency.

There are a number of factors at play when planning for the long-term growth of a library system. O.P.L.'s facilities were designed to accommodate print material and did not fully contemplate the new 'library as place' concept, which values space as a service in its own right. As noted earlier, there are several trends that are placing increased pressures on floor space, including the heightened role of libraries as community hubs, demand for new programs and services, a need for more individual study and collaborative spaces, space demands related to technology, additional space to accommodate barrier-free requirements, improved merchandizing, greater separation between quiet and noisy areas, and more.

At the same time, other trends are freeing up space within libraries, such as automation, the removal of large circulation/reference desks, and a general decline in the size of the physical collection. Despite these examples, trends relating to the modern role and function of public libraries generally suggest larger (not smaller) libraries.

In terms of system-wide needs, the approach of using per capita standards continues to be a reasonable methodology for "master plan level" projections. As a high level assessment tool, an industry guideline of 1.0 square feet of library space per capita was established by the Administrators of Rural and Urban Public Libraries (ARUPLO, 2012). A guideline of 0.6 sf/capita was common in the past; however, this target is being re-examined in many communities as a result of changes in library service delivery. Unfortunately, these simple benchmarks do not convey quality, convenience, or user satisfaction, thus the amount of space required remains largely dependent on the unique needs of the community.

For comparison purposes, a review of selected library master plans from urban municipalities across the Greater Toronto Area suggests that the majority of urban library systems continue to target a level of service of in the range of 0.55 to 0.60 square feet per capita, although many library systems in smaller or more dispersed communities are striving to provide 0.7 to 1.0 square feet per capita (as per the ARUPLO guidelines).

Figure 22: Benchmarked Library Space Provision Guidelines, Greater Toronto Area

Public Library System	Space Provision Target
Mississauga	0.46 ft ² /capita
Ajax	0.55 ft ² /capita
Oakville	0.58 ft ² /capita
Brampton	0.60 ft ² /capita
Markham	0.60 ft ² /capita
Milton	0.60 ft ² /capita
Richmond Hill	0.60 ft ² /capita
Vaughan	0.61 ft ² /capita
Aurora	0.70 ft ² /capita

Source: Monteith Brown Planning Consultants, 2015

O.P.L. is currently providing a total of 94,000 gross square feet across its four branches for an average of 0.59 ft²/capita (based on a population estimate of 158,341), which was slightly higher than the current average of the benchmarked communities (0.55 ft²/capita) identified in Section 6.4, but generally in line with the future planning targets employed by many library systems.

Based on the aforementioned trends and other pressures being placed on O.P.L. branches, it is evident that some additional space and/or reconfiguration is required at present. Although trends suggest a modest decline in the size of the physical collection size over time, the demands for flexible and community space are on the rise and the City's population continues to grow. Using a conservative approach, it is recommended that Oshawa Public Libraries pursue a minimum space provision guideline of 0.60 square feet per capita.

Table 37 provides the minimum space requirements for library provision based on attaining specific population thresholds and the 0.60 square foot per capita standard being employed by this Study. The projection of library space requirements has been articulated based upon if/when the City of Oshawa reaches a certain population threshold (rather than identifying a specific year) for the purposes of the P.R.L.C. Assessment given uncertainty with respect to short-term population forecasts (of note, Regional Official Plan Amendment No. 128 anticipates Oshawa reaching 197,000 persons by the year 2031).

With a current provision level of 0.59 sf/capita and a target of 0.60 sf/capita, the Library is currently in a small shortfall position. However, additional space will be required to serve residential growth in both the short- and long-term. Based on a projected population of 197,000 residents in 2031, O.P.L. will require a total of 118,200 square feet of library space in order to achieve the target of 0.60 square feet per capita; this is 24,200 square feet more than

what is currently provided. Options for providing this additional space (e.g., through expansions and/or new construction) are explored in the following sections.

Table 37: Projection of Library Space Needs based on Recommended Provision Target

Population Threshold Attained	158,341 (current)	175,000	185,000	197,000
Library Space Required (based on a minimum provision target of 0.6 square feet per capita)	95,005 ft ²	105,000 ft ²	111,000 ft ²	118,200 ft ²
Deficit (based on an existing supply of 94,000 square feet of library space)	1,005 ft²	11,000 ft²	17,000 ft²	24,200 ft²

While library facility standards are useful – particularly for growing municipalities that are still able to make use of development charges to fund library construction – a more precise calculation of library space needs based on an examination of proposed functions, fixture requirements, collection size, etc. is recommended when designing or expanding each library branch. Furthermore, while the emphasis is on population, other socio-demographic variables which are known to influence library provision (including ethnicity, education levels, and income) should also be accounted for when designing each new or expanded branch. Branch-specific needs are discussed later in this section.

Recommendations

- L1. A standard of 0.60 square feet per capita remains appropriate as a long-term target for Oshawa Public Libraries’ space needs. Based on a projected population of 197,000 residents in 2031, O.P.L. will require a total of 118,200 square feet of space by this time – an additional 24,200 square feet over current provision levels.

6.6 Library Facility Distribution

Effective space allocation and distribution is essential to this evaluation as there is an expectation that branch libraries be geographically accessible to all Oshawa residents, to the greatest degree possible. With four library branches spread throughout the City, O.P.L. is achieving an accessible distribution of facilities that meet the diverse range of community needs in an efficient and cost-effective manner.

Map 8 illustrates the location of the City's library facilities. A service radius of 1.5 kilometres has been applied to the branch libraries to show conceptual coverage, with a 2.5 kilometre radius applied to the Robert McLaughlin Library Branch due to its greater range of services and collections. The map illustrates an effective north-south distribution of library facilities with minimal overlap. Modest gaps exist along the eastern and western edges of the City, which is an efficient configuration as it reduces overlap with adjacent municipalities.

In terms of the location of future growth, the City's Development Charges Background Study³⁹ contains population forecasts for 2014 to 2024 for 18 unique neighbourhoods in Oshawa. In general terms, growth is shifting northwards in the City and, despite housing growth, small population declines (e.g., 7% or less) are projected for many of the City's established neighbourhoods due to a decline in the number of persons per residential unit.

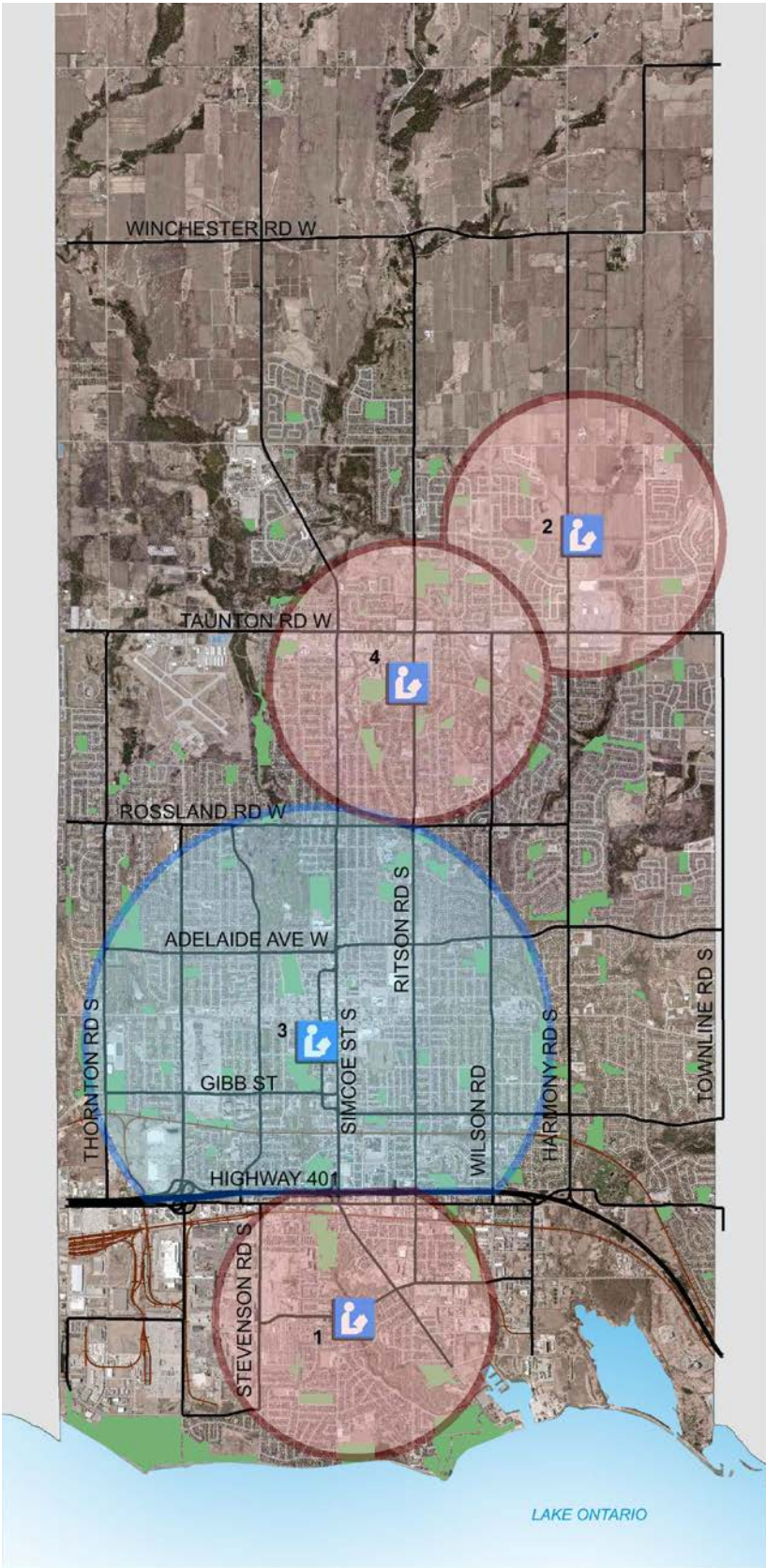
As discussed in Section 3.1, the greatest share of population growth between 2014 and 2024 is forecasted for the area between Taunton Road and Winchester Road (Kedron, Samac, Taunton and Windfields neighbourhoods) where over 17,000 new residents are expected by the year 2024⁴⁰. Modest growth is also forecasted for the Farewell neighbourhood, located south of Highway 401. The projections beyond 2024 are less reliable, but indicate continued growth north of Taunton Road (including the Columbus neighbourhood north of Winchester Road), as well as accelerated residential intensification in the City's core (Central neighbourhood).

The following chart uses the neighbourhood population forecasts from the City's 2014 Development Charges Study to illustrate estimated per capita service levels for each library branch. This is intended to provide high level guidance only as catchment areas are estimated based on proximity and may not be indicative of actual usage levels. The table shows a higher level of space provision per capita for the Robert McLaughlin Branch (0.85 sf/capita in 2014) than for the three remaining branches (average of 0.40 sf/capita in 2014), which is appropriate for a main library that houses City-wide collections, services, and administrative functions. At present, the space per capita figures for the three community branches are remarkably similar (with a low of 0.37 sf/capita at the Legends Centre and a high of 0.43 sf/capita at Jess Hann). However, an examination of population forecasts for 2024 show that, while most service levels will remain relatively stable, the growth in areas surrounding the Legends Centre will reduce the service level for this branch to 0.24 sf/capita.

³⁹ Watson & Associates Economics Ltd. (2014). City of Oshawa Development Charges Background Study.

⁴⁰ It is important to note that, unlike the City-wide population projections noted earlier, the neighbourhood-specific data excludes Census undercount and is likely to be under-estimated as a result.

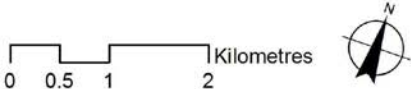
Map 8: Distribution of Library Branches in Oshawa



Oshawa Public Libraries

- Library Branches with a 1.5 km Service Area
- Library Branches with a 2.5 km Service Area

- 1. Jess Hann Branch
- 2. Legends Branch
- 3. McLaughlin Branch
- 4. Northview Branch



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Table 38: Estimated Population and Square Foot per Capita by Library Branch (2014 & 2024)

Year Library Branch	2014		2024	
	Estimated Population of Catchment Area*	Estimated Square Feet of Space per Capita	Estimated Population of Catchment Area*	Estimated Square Feet of Space per Capita
McLaughlin (62,000 ft ²)	73,300	0.85	70,600	0.88
Northview (14,500 ft ²)	37,200	0.39	38,400	0.38
Legends Centre (10,000 sf)	26,900	0.37	42,000	0.24
Jess Hann (7,500 ft ²)	17,500	0.43	18,000	0.42
Total (94,000 ft²)	154,900	0.61	168,900	0.56

*Catchment areas estimated by Monteith Brown Planning Consultants. Figures exclude net Census undercount.

Source of Population Estimates: City of Oshawa Development Charges Background Study, 2014.

In the near term, the Legends Centre Branch is likely to attract greater levels of usage given its proximity to the City's new residential growth areas, as well as the Northview Branch to a lesser degree. O.P.L. data indicates that the Legends Centre Branch is a very busy location at present and substantial population growth in the vicinity is likely to lead to overcrowding and reduced access to services (e.g., programs). **An expansion to the Legends Centre Branch is recommended in the short-term to address the needs of this community.**

As development proceeds north of Conlin Road (most notably in the Windfields and Kedron planning districts, along with Columbus in the longer-term, as forecasted in the Development Charges Study), **there will be a need for the provision of another library branch, ideally located in the Windfields or Columbus planning districts (and combined with another civic / public use) to maximize distribution and accessibility.** Timing of library branch development would be subject to residential growth in this area and the construction of a potential multi-use community centre based upon the indoor recreation facility assessments (namely an aquatics centre, gymnasium, and youth and seniors space), but should be considered once the population reaches between 185,000 and 197,000 persons.

To enhance accessibility and convenience, some library systems are beginning to explore alternate models that go beyond traditional bricks and mortar public library spaces. While integration of libraries into recreation centres remains a highly successful model (and should continue to be pursued in Oshawa), other alternatives such as self-serve kiosks at non-traditional sites (e.g., transit hubs, retail centres, etc.) will be considered more frequently as

time goes by. For example, some libraries along the GO Transit system are exploring opportunities for locating drop-boxes or express library kiosks within or adjacent to GO Stations. O.P.L. should remain open to emerging alternative delivery models that are able to enhance core services and outreach into under-served areas of the community.

Recommendations

- L2. Expansion of the Legends Centre Branch is recommended in the short-term (i.e., before 2020) in order to address current shortfalls and to serve this growing community. An additional 6,000 square feet would increase the Library's floor space to 16,000 square feet, making this a true community branch capable of serving a young and growing area of the City.
- L3. A new branch should be developed when the City reaches between 185,000 and 197,000 population, in order to address longer-term residential growth in North Oshawa. This library should be approximately 18,000 square feet in size (to allow for a larger program room and makerspace/creative elements) and be co-located with another civic or public use, such as a multi-use community centre or community hub. A facility-specific planning study (as proposed through Recommendation R6 for a future indoor aquatics centre) should be undertaken to confirm the library branch size, location, timing, and partnership options.
- L4. Together with the City, Oshawa Public Libraries should monitor projected residential growth patterns to enable future planning, including long-term facility development and/or expansion in areas of residential growth.
- L5. Monitor changing demands for quick-serve off-site options, such as kiosks (e.g., at GO Station) and emerging technologies.



6.7 Branch-specific Space Requirements

Building off the system-wide space needs analysis, the specific opportunities and constraints of each branch are examined in this subsection. While the recommended space provision target discussed in the previous section has been considered for each branch, the unique needs within each area have also been given strong consideration. O.P.L.'s 2012-16 Strategic Plan identified the need for facility improvements to ensure that they are "comfortable, inviting, and accessible" and several capital projects have recently been undertaken, while others remain outstanding.

Robert McLaughlin Branch

The Robert McLaughlin Branch is the Library's main branch and serves the entire population of Oshawa. The Branch is located at 65 Bagot Street, which shares a campus with the Oshawa City Hall and Robert McLaughlin Gallery. Paid parking (during business hours) is available on street and at several surface lots in the vicinity; public transit locations are nearby.

The 62,000 square foot facility has three levels (connected by stairs and an elevator), with the lower level containing the children's department and staff space, the main level containing the library proper (e.g., collections, computers, reading room, McLaughlin room, study and program rooms) and library administration, and the upper level housing Technical Services, the I.T. Department, and Marketing and Graphics. The facility also houses a large auditorium which hosts library programs and is a valuable venue for community events. All centralized services/functions are run from the Robert McLaughlin Branch, including Management, Information Technology, Human Resources, Finance, Administration, Technical Services, Marketing & Communications and Facilities.



The Robert McLaughlin Branch is generally the busiest in the O.P.L. system (although the Legends Centre received more visits in 2013, due largely to its co-location with a recreation centre and its extended hours), accounting for approximately 45% of total circulation and almost 50% of in-house computer use. Located in the downtown core, the branch sees heavy use particularly from city employees and other business people during the lunch hour. Customers from outside of the branch's catchment area regularly visit McLaughlin for the large collections of materials, and the array of specialized services and programs. There is a growing element of transient customers and those with mental health issues using the branch.

The library was initially built in 1954, was expanded in 1977, and underwent renovations in 1995 (Children's), 2000 (the North End), 2003 (the McLaughlin Room), 2008 (HVAC), and 2010 (the South End). The most recent renovations modernized the branch by adding new computer terminals, seating, information desk, and a renovated Teen area, as well as allowing for an internal re-organization of the collection.

Due largely to its era and type of construction, the Robert McLaughlin Branch is not optimally organized to meet the needs of modern library users, although recent renovations have helped. Most noticeably, the facility is only partially barrier-free (internal and external access to the children's department and auditorium are poor, many washrooms are not barrier-free, and the external book drop is not accessible). Space is also at a premium for public computers, print collections (especially popular materials), and study rooms, while the facility lacks a computer or digital training lab. These needs will become more acute as residential intensification occurs within the City's downtown, something that is anticipated within the next decade.

However, expansion opportunities at the Robert McLaughlin Branch are limited. The possibility of adding a third floor has been explored and, while feasible, would likely be costly given the age of the building and complexity of new construction. The appeal of the Robert McLaughlin Branch is in its central location, its unique atmosphere (such as the auditorium, McLaughlin and reading rooms, etc.), and its overall vitality as the largest and most central branch in the system.

To support the role of the Robert McLaughlin Branch as a primary community hub and the high level of usage that this entails, O.P.L. should begin planning for the next phase of facility renewal over the course of the next decade, with a focus on renovating the auditorium, enhancing the children's area, renovating washrooms, adding individual and small group study spaces, ensuring barrier-free access, and making better use of the existing second floor rooftop patio.

Northview Branch

The Northview Branch serves the mid-north end of Oshawa and is located at 250 Beatrice Street East, at the northwest corner of Ritson Road North and Beatrice Street East. To the north of the site is a small park (Northview Park, containing pathways, seating areas, a playground, and basketball court) and to the west is the Northview Community Centre (which is shared between the City, Boys & Girls Club of Durham, Oshawa Senior Citizens Centres, and Oshawa Lawn Bowling Club). The library has a dedicated off-street parking lot and direct access to transit. Modest expansion potential exists to the north of the building.

The Northview Branch serves a wide cross-section of customers: a large number of seniors, families with children and teens, community housing residents, and students and business people who use the new business area. The Oshawa Senior Citizens Centres branch next door offers the opportunity for reciprocal programming and use of space. Despite a larger footprint, the Northview Branch has lower circulation and program attendance levels than the Legends Centre Branch.

The Northview branch initially opened in 1969 as the North Simcoe Branch before moving to its current location in 1987. The 14,500 square foot branch was renovated in 2012 and 2013. The one-floor facility stands out due to its unique exposed wood truss design that – combined with the ample natural light via windows and skylights – creates a warm and comfortable atmosphere. The open concept design provides excellent sightlines, but makes noise attenuation difficult. The facility features a large multi-purpose room with kitchen, as well as accessible washrooms. This branch was recently renovated and appears to be meeting needs, therefore, its continued maintenance is recommended.



Legends Centre Branch

The Legends Centre Branch is located at 1661 Harmony Road North and is part of the Legends Centre, built in 2006. On a square foot basis, this 10,000 square foot branch is the busiest in the O.P.L. system and benefits from its co-location with the recreation centre and extended hours (a true “one stop shopping” experience), as well as its proximity to Maxwell Heights Secondary School.

This library facility is the newest in the O.P.L. system and serves residents in Oshawa’s north end, many of which live in new residential subdivisions, having moved from other parts of Durham and the Greater Toronto Area. In general terms, the area population is educated, informed, and demands good library service. Young families and seniors are the biggest demographic groups using the branch. An analysis of O.P.L. cardholders found that residents of East / North East Oshawa are more likely to be library users than those living in other parts of the City (this area contains 20% of the City’s residents, but 27% of its library users).

The branch contains a well-designed reading room, quiet study areas, computer terminals, and separate children’s and teen areas. The facility has a small program room that is not sufficient for the Library’s growing needs and is lacking individual and small group study rooms. Although the Branch has the largest number of children’s programs offered and attended, the children’s department is disproportionately small for the community it serves – multiple sessions of programs need to be offered to fill the high demand for them. Exterior signage for the library is poor. Potential for facility expansion exists to the east and/or south.

The Legends Centre branch is well used and becoming more so as additional growth occurs in North Oshawa. At 10,000 square feet, this branch is under-sized based on common facility models. As indicated in the previous section, expansion of this branch is required (with a focus on expanding children and teen resources, as well as program space).



Jess Hann Branch

The Jess Hann Branch is located at 199 Wentworth Street West and is part of a commercial plaza (Lake Vista Shopping Centre) in a long-established area of Oshawa. The Library has been in the same location since 1977 and the space is provided rent-free by the Hann family (the lease agreement runs through 2056, with five year renewals), with the Library being responsible for property taxes and certain maintenance costs. A large shared parking lot is located within the plaza with access to public transit.

Jess Hann is the only library branch located south of Highway 401 and is the smallest library in the O.P.L. system, with usage levels that generally correspond to its size. A large number of single parent families, young parents, and older children bring their younger siblings for library visits. Users of the Jess Hann Branch do not typically use other library branches, citing transportation and mobility issues. Library staff focuses on in-house and outreach service, such as delivering weekly programs to the Lakeview Community Housing complex and to families at the South Oshawa Health Centre.



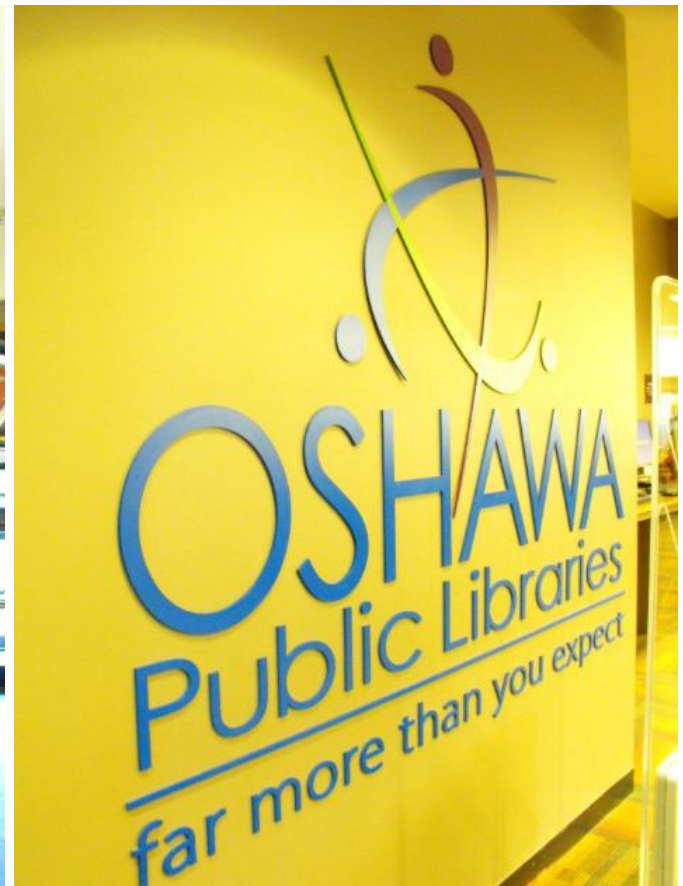
The 7,500 square foot branch was renovated in 2006/07, through which a new reading area with a fireplace, dedicated children's space and computers, Career Centre, and accessible washrooms were added. The facility is well sized for the community, with a spacious and comfortable feel. There is no dedicated programming space at the branch (events are held in the open areas of the library) and exterior signage within the plaza is poor. Expansion opportunities would only be a possibility with an adjacent vacancy.

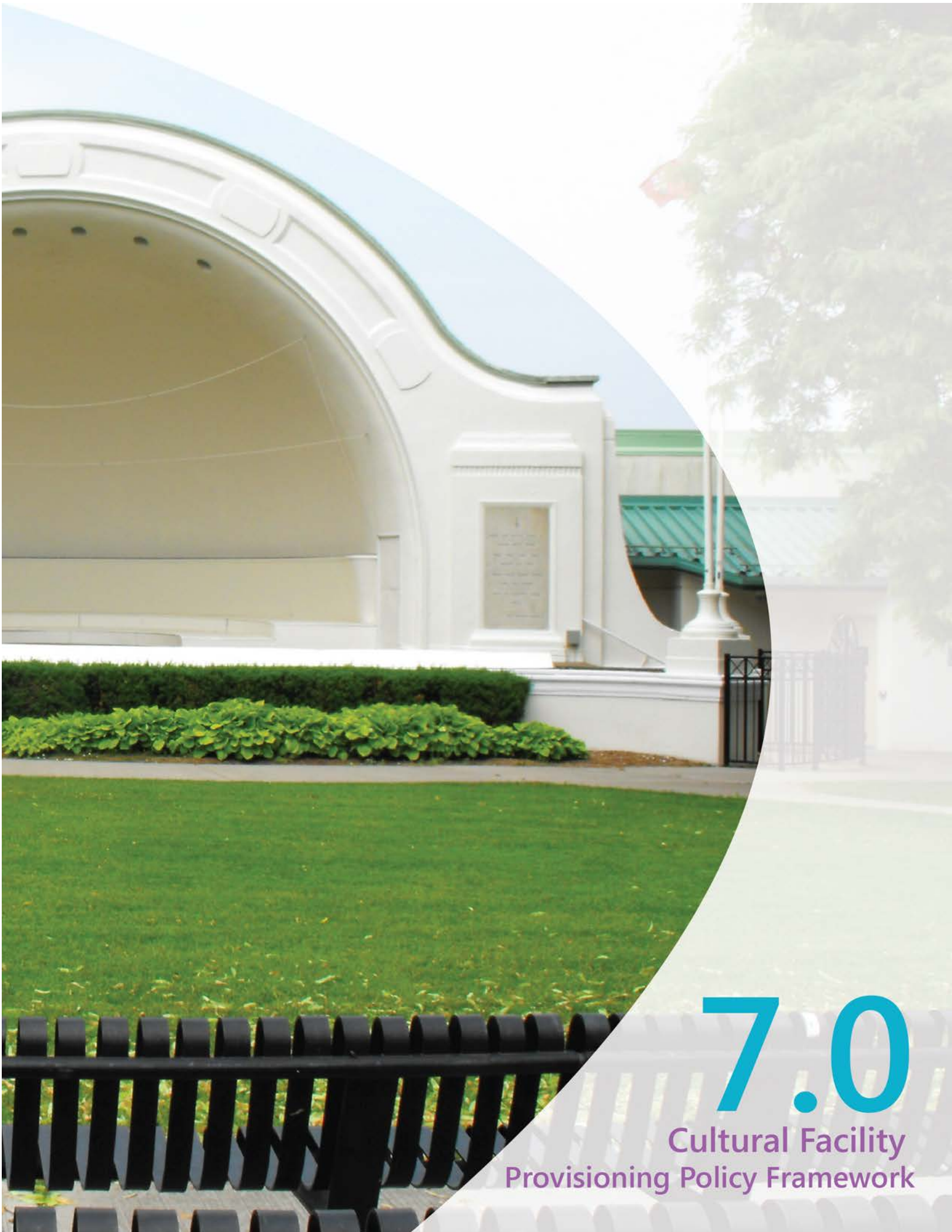
Since this branch was recently renovated and appears to be meeting needs, its continued maintenance is recommended. Notwithstanding this, it remains that the Jess Hann Branch is owned and controlled by a third party (with five-year lease renewals), thus the long-term viability of this location cannot be guaranteed. O.P.L. should be prepared to initiate plans to relocate the branch to a municipally-controlled site should the lease not be renewed (e.g., to

the South Oshawa Community Centre, a model that has proven to be successful at the Legends Centre).

Recommendations

- L6. Begin planning for the next phase of the Robert McLaughlin Library Branch's renewal, to occur over the course of the next decade. A focus should be placed on renovating the auditorium, enhancing the children's area, renovating washrooms, adding individual and small group study spaces, ensuring barrier-free access, and making better use of the existing second floor rooftop patio.
- L7. Pursue expansion of the Legends Centre Branch as articulated in Recommendation L2.
- L8. Coordinate with the City to explore the potential for relocating the Jess Hann Branch to a municipally-controlled site (e.g., South Oshawa Community Centre) should the lease not be renewed. The timing of this action is dependent on the current lease arrangement and is subject to further study and public consultation.





7.0

Cultural Facility
Provisioning Policy Framework

7.1 Culture Counts

In 2014, Oshawa City Council approved 'Culture Counts: Oshawa's Art, Culture and Heritage Plan.'⁴¹ This document provides a framework and a long-term vision that identifies key opportunities and strategies that the City and the culture sector can implement to help Oshawa maintain and build upon its cultural vitality. The Culture Counts plan is a largely service and policy focused document than a facility-based plan, hence the P.R.L.C. Assessment's focus upon municipally-provided physical space for the cultural sector.

Although Culture Counts does not provide a great deal of direction regarding specific facility initiatives/needs to be explored by the City, its extensive investigations surrounding the role of the municipality in delivering cultural experiences and services helps to set the context where 'form follows function.' Two of the six overarching Strategic Directions indirectly speak to the influence of cultural facilities, as follows:

- Strategic Direction #1 - Broaden and Evolve the City's Role in Arts, Culture and Heritage
- Strategic Direction #4 - Create Vibrant Places and Spaces

The following recommendations from Culture Counts have direct applicability in the context of the P.R.L.C. Assessment (though other recommendations may also have a more limited impact on facility directions):

- Maximize use of the General Motors Centre for arts and entertainment purposes (Strategy 2.1).
- Encourage greater collaboration among city museums, heritage groups, archives and the Oshawa Public Library as collections-based heritage institutions (Strategy 4.4).
- Conduct a feasibility study on converting the Arts Resource Centre into a Cultural Hub (Strategy 5.3).
- Maximize the use of Civic spaces for arts, culture and heritage events and showcases (Strategy 5.3).
- Explore the long-term need and business case for a new Performing Arts Centre serving Oshawa and the surrounding region, following the completion of the comprehensive inventory of arts, culture and heritage spaces & facilities (Strategy 5.3).
- Review and update the Oshawa Valley Botanical Gardens Master Plan and Study (Strategy 5.3).

⁴¹ Culture Counts: Oshawa's Arts, Culture and Heritage Plan. Final Plan presented to Community Services Committee. February 6, 2014.

7.2 Major Cultural Facilities in Oshawa

Municipally-Funded Facilities

The City of Oshawa and its cultural community provide a number of facilities that facilitate participation and attendance in cultural activities. The City owns and directly operates the Arts Resource Centre, while providing annual funding to certain designated 'External Agencies' that manage other cultural assets within Oshawa. External Agencies oriented to the cultural sector include the Oshawa Historical Society, Oshawa Senior Citizens Centres, Robert McLaughlin Gallery, and the Parkwood Foundation.

The **Arts Resource Centre (A.R.C.)** is co-located in the core institutional campus with Oshawa City Hall, the Robert McLaughlin Library Branch and the Robert McLaughlin Gallery. As mentioned, the A.R.C. is presently the only dedicated cultural facility directly managed by the City of Oshawa. This 11,500 square foot building was originally constructed in 1950 as a police station, and repurposed to the A.R.C. in 1986. It contains 3 studios (including a pottery studio and a kiln), 2 multi-purpose rooms, an auditorium (200 person capacity), woodworking shop and administrative space for City Staff and three tenants. A review of the City's asset funding reports shows that \$3.8 million in capital investments are required over the next twenty years, the majority of which (\$2.25 million) is required within the next five years for general lifecycle renewal activities.

The **Oshawa Community Museum (O.C.M.)**, located at Lakeside Park, is managed by the Oshawa Historical Society and is open to the public throughout the year. The O.C.M. has three primary structures onsite consisting of the Guy House, the Henry House and the Robinson House that remain on their original foundations (these buildings are owned by the City of Oshawa and leased to the Historical Society) plus an Anniversary Drive Shed that was opened in 2009 as an additional area of exhibition. Managed by an elected board of directors, the Historical Society maintains the O.C.M. as a repository for artifacts and written records of historical interest to Oshawa. With the intent of collecting and showcasing Oshawa's history, the O.C.M. currently contains over 50,000 objects covering social history, science, technology, and indigenous history.

The **Robert McLaughlin Gallery (R.M.G.)** building is owned by the City of Oshawa and leased to the R.M.G. as a non-profit gallery governed by a board of trustees. In addition to annual funding from the City, R.M.G. also receives annual operating grants from senior levels of government, provincial and national agencies, and is proactive in attracting support from the private sector. Designed by noted Canadian architect Arthur Erickson, the R.M.G. is designated as a 'Category A' Gallery meaning it meets requirements to receive works from quality lenders, and have the requisite storage and security measures to keep works safe. Accordingly, the Gallery is recognized at the national level which in turn has

enabled strong collaboration with other communities, public galleries and stakeholders across Canada to showcase high quality exhibitions to local residents. In addition to exhibition space, the R.M.G. has interactive multi-media room, an Art Lab, Imagine Station (family arts room), a Learning Lounge (small library and reading area), an arts and crafts room, gift shop, and a multi-purpose meeting room. The Gallery also contains administrative space along with a secure, climate controlled vault to store collections.

The **Parkwood Estate** is a National Historic Site located in Oshawa, managed by the Parkwood Foundation which is a not-for-profit, registered charitable organization, operated by a volunteer Board of Directors. The Estate comprises 12 acres of manicured lands and the 55 room mansion. While the Foundation's 2015 Business Plan identifies considerable capital renewal efforts will be required, the extent or amount of these costs were not quantified in that report.

In addition to the above noted facilities, the **Memorial Park Bandshell** is another example of a City-owned and maintained facility. The City of Oshawa also delivers broad arts, culture and heritage focused programs at many of its multi-use facilities such the Northview Community Centre, Donevan Recreation Complex, and Legends Centre (South Oshawa Community Centre and Civic Recreation Complex are also used, though primarily for dance programs). The General Motors Centre is home to the Oshawa Sports Hall of Fame and Museum, operated by an independent Board of Governors, which features a substantial collection of artifacts, memorabilia and photographs. Oshawa Public Libraries also provide cultural focused programs out their four library branches (as well as many library-specific and other programs) while the Oshawa Senior Citizens Centres also deliver such cultural offerings at each of their locations as part of their broader program portfolio.

Municipal program delivery spans a broad spectrum of culture, and is generally oriented to beginner to intermediate level skills. Examples of programs delivered through the Community Services Department include crafts, music and dance, digital arts (using computers), pottery, fashion, and photography, to name but a few. These programs serve a broad range of ages though most heavily weighted to children and adults, with fewer programs oriented specifically to youth/teen ages (many of the adult programs have a minimum age of 15 or 16 years).

Community-Based Facilities

In addition to municipally funded facilities and their associated services, there are dozens of community-based providers of cultural space and programming. While not intended to be an exhaustive list, the following facilities are key non-municipal contributors to the cultural sector in Oshawa.

The **Regent Theatre**, owned and operated by U.O.I.T., contains 605 seats, largely used for classroom lectures and for music events after school hours, and is regularly used by the

Durham Region Philharmonic. The interior of the theatre was completely restored and recreated using original techniques (the stage will be resurfaced in 2015). U.O.I.T. manages and rents the space for non-academic uses, relying on private promoters for programming and shows.

The **Oshawa Little Theatre** is a 354 seat venue for the performing arts. Originally constructed for industrial uses over 50 years ago, the building was expanded in the early 1970s that now forms the current theatre and stage. The original building has been retained as a Rehearsal Hall (capacity for 150 persons) and is frequently rented to dance groups. Also in the Theatre is a Green Room and kitchen, orchestra pit, and a basement lounge/change room for the actors. Accessibility within the theatre is limited with the absence of an elevator which restricts access to the basement and second floor, the latter of which houses a costume design room and board room. The Theatre indicates that it would also like to expand the number of accessible seats as their membership base ages. With a loyal base of a few hundred members and subscribers, productions and rentals are presently the Theatre's primary source of revenue.

The **Canadian Automotive Museum** opened in 1963 through conversion of a former car dealership. This 25,000 square foot building presently exhibits 92 vehicles (77 of which are on the floor with the remaining vehicles stored in a rear parking lot), and discussions with representatives indicate that attendance is trending upwards over the past few years with nearly 5,500 visits in 2014. Limitations noted by the Museum include the lack of a multi-purpose room (which constrains programming potential), lack of an elevator limits access to the second floor among persons with certain disabilities, and some structural/mechanical constraints.

The **Ontario Regiment R.C.A.C. Museum** showcases military artefacts and historic vehicles. The Museum, located near the Oshawa Airport, is staffed by volunteers and receives funding from the City. In addition to drop-in visits, the Museum offers group tours largely to schools and community organizations which are guided by their volunteers.

The City's Culture Counts plan undertook an extensive cultural mapping exercise, and **documented over 500 assets ranging from cultural businesses to Oshawa festivals and events**. The Culture Counts plan should be referenced for greater detail about community-based cultural assets in Oshawa as the scope of the P.R.L.C. Assessment primarily focuses upon facilities owned and managed by the City of Oshawa.

7.3 Community Conversations Regarding Culture

As noted in the Culture Counts document, the following consultation themes emerged from its community engagement process:

- Strengthen and Broaden the City's Role and Build Partnerships
- Increase Communications and Collaboration
- Grow Culture-Led Economic Development
- Strengthen Festivals and Events
- Support Continued Downtown Revitalization
- Increase Community Awareness and Promotion
- Strengthen Arts, Culture and Heritage Resources and Facilities
- Celebrate Oshawa's Rich History
- Advance Access, Inclusion and Diversity
- Focus on Youth and Youth Retention
- Change Mindsets and Build Commitment
- Enhance Oshawa's Image⁴²

These themes continued to be generally reflected through the P.R.L.C. Assessment's community engagement process, though articulated more specifically as to how cultural facilities could contribute towards a strengthened and sustainable local cultural sector. 68% of households participating in the random sample survey reported attending a festival or event during the past twelve months, making it one of the most popular pursuits, while other popular activities included attending a live theatre or performance, visiting a museum, visiting an art gallery, participating in a local history activity, and participating in community art activities.

In addition, the P.R.L.C. Assessment's focus groups revealed opinions about local cultural facilities. At the Culture Focus Group (which included representatives from older adult organization as well), much of the discussion centred upon leveraging strengths of existing cultural assets particularly in parkland such as the Memorial Park bandshell, defining special event roles in parks such as along the waterfront, and showcasing galleries and museums. Affordability of spaces was frequently highlighted with some in attendance having the view that there are sufficient cultural facilities in the City but groups have trouble affording rental rates.

The point was also raised that if the Arts Resource Centre has capacity to diversify and attract a greater degree of usage, then focus should be placed on doing so rather than having the City devote resources to constructing and operating new dedicated cultural facilities. This could be

⁴² Culture Counts: Oshawa's Arts, Culture and Heritage Plan. Final Plan presented to Community Services Committee. February 6, 2014.

supplemented by positioning this (or another cultural facility) as an 'artist incubator' where artists could live, work, exhibit, perform, sell, etc.

At the Youth Focus Group, participants stated that the 'ideal' culture space would include integration of informal cultural spaces within indoor and outdoor areas that are conducive to practice and casual use, including areas for to pursue acoustic and electronic music activities (e.g. performance, recording, etc.), developing media centres to facilitate cultural expression that are supported by instructional and educational services, and promoting available opportunities in the performing arts to a greater extent.



7.4 Local and Regional Trends

Across the province, cultural services provided by municipalities tends to be planned, delivered and promoted through multiple departments ranging from recreation and community services, libraries, economic development, and tourism. This is due to the wide ranging interests and services accommodated through the cultural sector. In Oshawa, Culture Counts resulted in a strengthening of the responsiveness of the Recreation and Cultural Services Branch through the creation of a dedicated staff person, interdepartmental staff team, a cross-sectoral community cultural leadership group, and a greater emphasis being placed upon dialogue with arts, culture and heritage sector representatives.

Through the development and implementation of Culture Counts, the City of Oshawa has taken a more active role in the way culture is managed and delivered. The delivery of cultural program portfolio through Arts Resource Centre and multi-use community centres, along with the distribution of funding through grants (notably to external agencies such as the R.M.G. and Parkwood) is a good example of the City's commitment to direct cultural service provision and is something to be lauded as a progressive best practice. Trends and best practices in other municipalities also reflect growing levels of support through cultural investment programs, formation of arts councils and other arm's length organizations to arts groups, institutions and individuals.

Municipalities also indirectly support the delivery of arts and culture. The City's efforts in marketing and communicating opportunities provided internally and by community-based cultural providers has been steadily increasing, largely through social media, continued implementation of Culture Counts, and through the Leisure Guide. Some municipalities have integrated funding tools and tax incentives through the land development process (e.g. percentage contributions towards public art, use of Ontario Planning Act density bonusing provisions) and community improvement plans and programs (e.g. Heritage Tax Relief for property owners).

While Oshawa and many municipalities in Ontario have embraced cultural planning at a macro level, it is still important to recognize that annual or 'one-time' investments in specific cultural initiatives, programs and facilities contribute tremendous value as these are an integral part of nurturing a community's cultural sustainability. In fact, the existence of the Arts Resource Centre predates Culture Counts and is a great example of how municipal investment at the time has contributed towards creating the strong foundation upon which future cultural facility planning can be built. The A.R.C. has been a symbol of the City's current commitment to the cultural sector, serving as a dedicated venue through which the community has access to a multitude of programming offered by the City, partners, and the facility's tenants.

Usage of Municipally-Funded Facilities

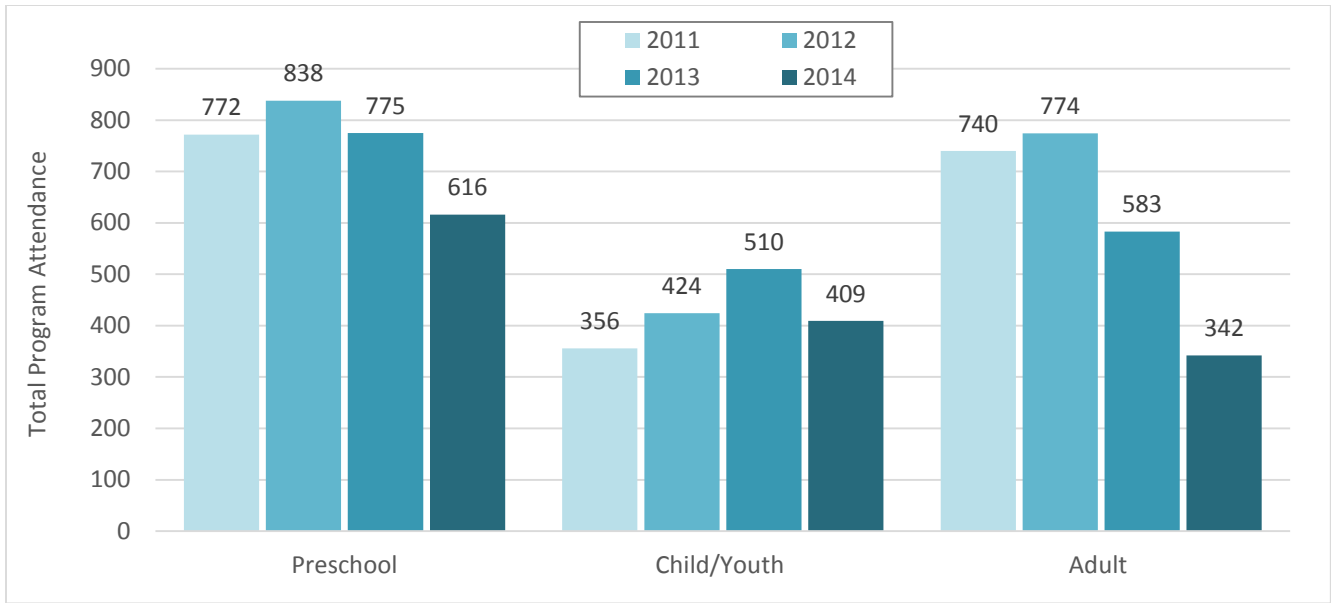
Arts Resource Centre is the City's centralized source of arts and culture program delivery, though as mentioned outreach programming is also delivered through various multi-use community centres. The A.R.C. is identified in the Culture Counts plan as the preferred location through which to create a 'hub' for the arts and cultural sector although does not specify the intent or function of such a hub. The City presently has three tenants (the Durham Shoestring Performers, Friends of the Second Marsh and the Oshawa Folk Arts Council). In 2014, nearly 3,400 hours were booked or rented within the A.R.C.'s program rooms and studios that represented a decline of approximately 115 hours from 2011. The auditorium and green room accounted for the majority of total bookings (over 2,000 hours or 60%), followed by Studio #3 and Studio #4 (1,000 hours) that collectively were used 1,000 hours. Bookings of the Pottery Studio (200 hours) and Studio #2 (110 hours) were fairly nominal in relation to the other areas.

The City of Oshawa has been augmenting its programming portfolio specific to arts, culture and heritage in recent years. There is a broad selection of arts and cultural programs, documented within Oshawa's Leisure Guide, spanning creative and visual arts such as painting, crafts, dance, drama, music, theatre, etc. In 2014, nearly 1,700 residents registered in these programs, the vast majority (80%) in drama, dance and music programs. Figure 23 and Figure 24 illustrate four year registration trends by age group, whereby it appears that the number of annual registrants has been waning with the exception of adult participation in arts, culture and heritage programs and possibly child/youth participation in performing arts (for the latter, 2014 registration declined back to normal levels after peaking the year before).

Aggregate program fill rates have also been trending downwards, though there is considerable variability by program type and target age group. Preschool programming had the greatest fill rate in 2014 at 80% for performing arts and 53% for arts, culture and heritage programs. Conversely, adult programs had the lowest fill rates at 44% for both performing arts and arts, culture and heritage programs.

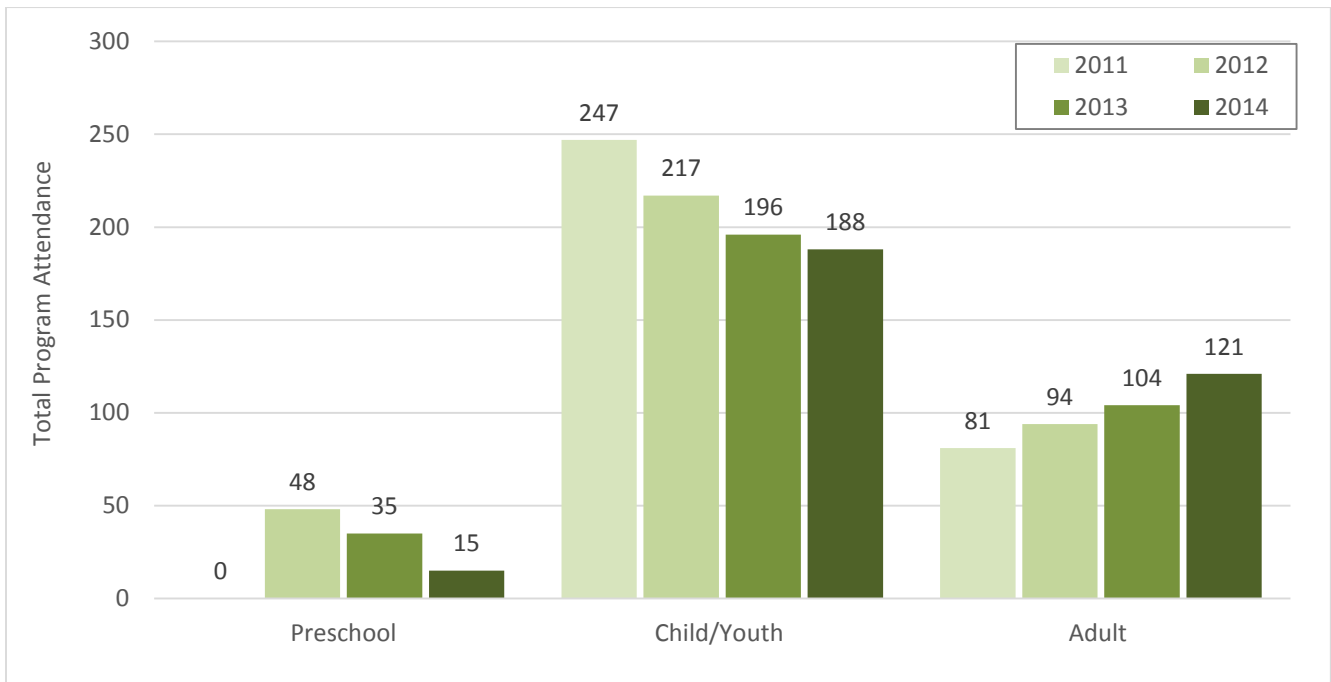
As the City is developing its arts and culture programming portfolio, decreasing registration or fill rates should not necessarily be viewed as cause for concern. City Staff are essentially testing the market to determine which programs the community is embracing versus which ones there is less interest in. Over time, it is expected that registration and fill rates will stabilize once a stronger appreciation of market demands is gleaned.

Figure 23: Attendance in Municipal Drama, Dance and Music Programs, 2011-2014



Source: City of Oshawa, 2015

Figure 24: Attendance in Municipal Art Programs, 2011-2014



Note: Preschool program data was not available for 2011

Source: City of Oshawa, 2015

Beyond its primary mandate as a museum, the Oshawa Community Museum accommodates rental requests for meeting space and teas. The Oshawa Historical Society also facilitates use of the garden areas for musical performances and active living programming, such as yoga and

Zumba, which are appealing in the Museum's picturesque waterfront park setting. In addition, the Historical Society runs school camps and lectures though note that their ability to continue to do so is being impacted by a lack of a suitably sized meeting space (their one multi-use room in the Henry House can only accommodate a maximum of 25 persons at a time). The O.C.M.'s 2015 Business Plan reports an 11% increase in attendance over the previous year.

The Robert McLaughlin Gallery, beyond its primary mandate as a gallery, facilitates use of certain rooms by local artists and the general public through the Art Lab that allows visitors to observe an artist creating their works (and subsequently view finished pieces in an adjacent exhibition room), and The Lookout (which is a meeting room). It also runs programs out of a community-focused craft studio. According to the R.M.G.'s 2015 Business Plan:

- Attendance figures for 2014 reached 22,583 visitors, and the Gallery toured almost 4,000 students from public and private schools in Oshawa and the rest of Durham.
- The Gallery has strategically increased participation and loyalty among younger audiences. Traditional membership numbers have increased dramatically by 97% since the inception of its Strategic Plan in 2011.
- Increasing online presence with 21,900 Website Users (10% increase over Year 2) and 2,122 Facebook Fans (50% increase over Year 2).
- 2775 participants in art classes and workshops.
- The Gallery recorded 4,516 volunteers' hours in Year 3 of its Strategic Plan (generally spanning 2014), reflecting a 4% increase over the prior year.⁴³

Parkwood Estate is used for a wide range of uses spanning heritage preservation and conservation, education (including a partnership with Durham College to run horticultural programs in the greenhouses and the exterior grounds), community rentals and weddings, and is often used by the television and film industry for filming. In 2014, the Parkwood Foundation prepared an Operating and Strategic Review that highlighted a significant decline in operating capacity, which must be reversed if Parkwood is to remain in business and accessible to the public. Moreover, the Review identified an increasing need for specialized capital reinvestment due the Estate's quality and significance. The Foundations strategic goal of increasing attendance was not accomplished overall, which they attributed largely due to a lack of dedicated marketing resources and summer filming (which closes the Estate to the public). The Parkwood Foundation has been operating in a deficit situation since 2013 and expects to continue to do so in 2015 due to anticipated declines in rental revenues, food and retail services.⁴⁴

⁴³ The Robert McLaughlin Gallery. 2015 Business Plan (prepared for the City of Oshawa 2015 Budget)

⁴⁴ Parkwood Foundation. 2015 Business Plan (prepared for the City of Oshawa 2015 Budget)

7.5 Cultural Facility Needs

A Centralized Cultural Campus

One of the most notable facility-specific recommendations arising from Culture Counts pertains to the possibility of converting the Arts Resource Centre into a 'cultural hub.' What exactly such a hub would entail is not defined through Culture Counts. It can be ascertained that this broadly describes a place for multiple users to administer, deliver programs and showcase their works to residents representing a broad range of ages, interests and backgrounds. Culture Counts identified downtown Oshawa as being an emerging 'creative hub' and that there are critical pieces of cultural infrastructure that support downtown revitalization efforts, of which the A.R.C. is understood to be one such piece. Other notable downtown cultural assets include the central library (Robert McLaughlin Library Branch), the R.M.G., Canadian Automotive Museum, Regent Theatre, the U.O.I.T. downtown campus, etc.

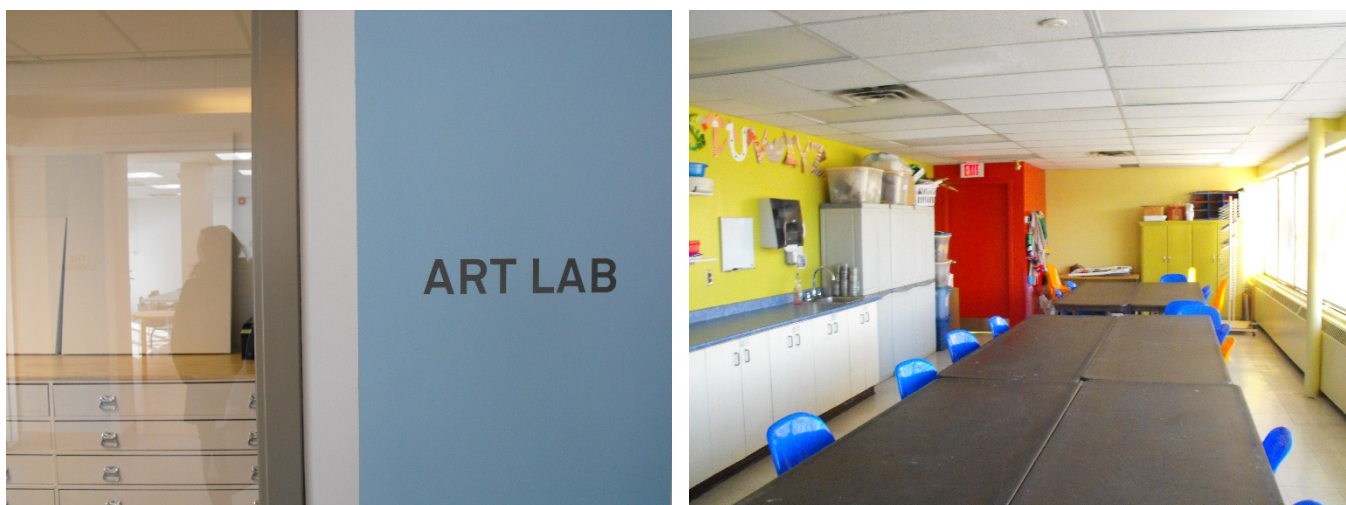
There is sound logic behind the direction to diversify the types of use at the A.R.C. It is already situated within a de facto 'cultural campus' located in the downtown creative hub, located within 400 metres (approximately a five minute walk) of the following cultural assets:

- Oshawa Public Libraries' Robert McLaughlin branch and Oshawa Senior Citizens Centre's John Street branch, both which also deliver a number of programs and services geared to cultural interests;
- The Robert McLaughlin Gallery, a major local and regional cultural institution that also delivers cultural programming – other cultural institutions include the Canadian Automotive Museum and The LivingRoom Community Art Studio;
- Memorial Park, one of the City's event venues with its associated bandshell and horticultural displays, along with Brick by Brick Park and the Joseph Kolodzie Trail which provide exposure to natural heritage – a ten to fifteen minute walk north along the trail or Centre Street would encompass the Oshawa Valley Botanical Gardens and Parkwood Estate, which are also important elements of the cultural landscape;
- City Hall, which is an important institutional centre that integrates public art and accommodates cultural uses through Civic Square; and
- A number of buildings that are architecturally unique and/or historically significant such as the Masonic Hall, St. George's Anglican Church, the Islamic Centre of Oshawa and other structures reflective of the Oshawa's built or cultural heritage.

Based solely upon its location the A.R.C. has the opportunity to renew itself as a major municipal component of the downtown creative hub, and also service residents across the entire City which would have the added benefit of attracting greater number of people to Oshawa's downtown. The 'creative cities' phenomenon has demonstrated that the presence of

cultural assets, particularly when grouped together, is attractive to the 'creative class' and can be a powerful economic development tool. Oshawa's downtown and the 'cultural campus' in which the A.R.C. is situated contains public art, cultural institutions, and natural areas together in which create a critical mass that also benefit from the creative industries, eateries and retail services downtown. On this basis, a refocused A.R.C. has the potential to not only be a cultural incubator but also be an economic development attractor as the City's workforce continues its diversification.

With three studios, an auditorium, workshop and administrative areas, the A.R.C. is well suited to facilitating a broad range of visual and performing arts activities while also has the potential to be incubator space for grassroots organizations looking for meeting space, exhibition or performance areas, etc. There are many best practices in developing cultural facility hubs, of which the A.R.C. is one of the pioneering facilities that integrated such best practices of the time (and continues to provide a level of service not always found in communities of similar size). Cultural facilities geared to the grassroots are often rooted in a community development philosophy of developing internal capacity and organizational sustainability.



Examples of multi-dimensional, community and stakeholder focused cultural facilities in Canada include The Banff Centre (Alberta) which offers multi-disciplinary programs to over 8,000 artists, leaders, and researchers annually; the 215 Centre for Social Innovation in Toronto whose focus is on supporting the business needs of creative organizations; the Roundhouse Community Arts and Recreation Centre in Vancouver; Artscape which is a not-for-profit urban development organization focused upon 'creative placemaking' using a social enterprise model to guide projects in various communities; the Tett Centre in Kingston, a waterfront arts hub based in a heritage building providing space largely oriented to capacity building for artists; and the Queen Elizabeth Community and Cultural Centre in Oakville, a multi-use community facility whose cultural components are geared to visual, performing and media arts in addition to museum and gallery space.

While the scale and level of investment attributable to some of these examples may not be applicable in the Oshawa context, their operating philosophies as incubators and multi-use centres for cultural activity are consistent with the creative hub approach. Examples of the services and programs that can be facilitated through places such as these include:

- Studio and workshop space along with performance and exhibition areas;
- Communal office spaces, meeting rooms, multi-media resources, etc. that allow groups to access spaces required for professional activities;
- A focus on diverse program delivery, outreach, research and education, collaboration and networking; and/or
- Artist residencies that encourage collaboration with the community and share collective expertise to empower other creative individuals.

Presently, the A.R.C. provides space dedicated to three major tenants while also serving as the centralized point of municipal cultural program delivery. In its current form, it is challenging for the City to expand rentals to other visual and performing groups due to program and storage requirements of the municipality and the three tenants. As part of the ongoing implementation of Culture Counts and the P.R.L.C. Assessment, it is recommended that the City undertake a comprehensive planning process in consultation with the cultural sector and general public.

Through such a process, the desired outcomes would be to: create a vision for the A.R.C.; explore ways in which to make the facility better suited to serving a broader range of grassroots organizations that need space for their organizational, programming and other requirements; seek potential partnerships in support of community and economic development objectives; and understanding the potential costs of transitioning the A.R.C. to a new model in relation to benefits that it may bring in terms of downtown revitalization and bolstering the number of creative industries operating in the City.

Recommendations

- C1. As part of the ongoing implementation of the Culture Counts Plan, undertake a comprehensive consultation and visioning exercise with local arts, culture and heritage representatives to define how to better position the Arts Resource Centre to be a premier, multi-dimensional hub for the incubation and development of Oshawa's creative and cultural sector. An alternative location should be considered in the event that it is not feasible to convert the Arts Resource Centre for such use. Based on the outcomes of this exercise, undertake subsequent business planning to explore partnerships that may be secured and understand the potential costs of implementing the vision.

Recommendations

- C2. Initiate the recommendation from the Culture Counts Plan to “Explore the long-term need and business case for a new Performing Arts Centre serving Oshawa and the surrounding region, following the completion of the comprehensive inventory of arts, culture and heritage spaces and facilities” to determine if such a facility forms part of the ‘cultural campus’ concept advanced in the P.R.L.C. Assessment.

Continued Support for External Agencies

Whereas the proposed repositioning of the A.R.C. is aimed to provide greater support to grassroots organizations, the City’s practice of supporting its External Agencies is valuable to well established organizations that are responsible for the upkeep and programming of major cultural institutions in the City.

The **Robert McLaughlin Gallery** is a premier facility in the province and its presence is a great benefit to Oshawa in terms of its ability to attract high quality exhibitions that are on par with other major facilities in the country, and the Gallery’s ongoing commitment to nurturing the local cultural sector through its programmable studio, workshops and library space. From a facility perspective, there are no recommendations associated with the existing R.M.G. apart from ensuring the facility continues to provide a high quality experience for its visitors. A key point of emphasis emerging from discussions with the R.M.G. was finding ways to better attract and/or service residents in the new growth communities to the north. In this respect, the City should engage the R.M.G. to explore ways in which to bolster marketing and awareness efforts recognizing that the R.M.G. is a central piece to the ‘centralized cultural campus’ vision advanced earlier in this Section.



Building upon the Gallery's emphasis of increasing its reach to attract new audiences, the City should investigate ways through which works of art could be showcased through other civic spaces such as a future community centre and library branch as recommended in the Windfields/Columbus planning district, and/or as part of the proposed Legends Centre library branch expansion. Using an 'outreach' philosophy, temporary or permanent exhibits could be installed in these communal spaces and potentially peak interest and raise awareness regarding the downtown gallery. Integration of public art within communal civic spaces does not necessarily have to be solely relegated to the R.M.G. or the City's public art collection, but could also be focused towards grassroots cultural groups and/or individual artists, though having the R.M.G. provide oversight, or input at a minimum, would certainly be beneficial given their status as an External Agency and the tremendous cultural expertise that exists within that organization.

The **Oshawa Community Museum (O.C.M.)** is also viewed as an opportunity through which a greater degree of cultural programming can be offered. Its strategic location in Lakeview Park and along the Waterfront Trail provides considerable exposure and often receives rental requests for meeting space and teas that supplements its core interpretive and educational activities. At present time, however, the O.C.M. has space constraints particularly when it comes to program delivery for large groups (the Verna Conant Room is the largest programmable space with a capacity for only 25 persons), storage, and the fact there are no public washrooms (visitors must use the washrooms located a short distance away in the park).

The Oshawa Historical Society, who is the External Agency responsible for operating the O.C.M., oversaw the preparation of a feasibility study in 1996. Beyond service directions proposed (largely focusing on programs and preserving local history), the study proposed a physical development concept that recommended, among other things:

- Providing improved environmental conditions for display areas within the historic houses;
- Establishing a Museum 'precinct' with the park to make it more visible to visitors;
- Developing an 8,200 square foot visitor orientation facility that provides an archives and consolidated collection storage areas meeting accepted museum and environmental standards;
- Developing an orientation exhibit that tells the overall story of Oshawa.⁴⁵

By and large, the O.C.M. has implemented many of the recommendations from the 1996 although the visitor orientation facility was not pursued largely due to a focus on improving

⁴⁵ Sears & Russell Consultants Limited. Feasibility Study for the Oshawa Sydenham Museum: Final Report. April 1996.

the existing buildings. However, with O.C.M. noting increasing demands for program and storage space, they believe that a new building would reconcile these needs.

The decision whether to construct a visitors' centre at the O.C.M. is directly related to the ultimate function proposed for Lakeview Park and the rest of the Oshawa waterfront. A visitors' centre has the potential to increase the demands for parking, which is already constrained at Lakeview Park, and could carry a multi-million dollar capital cost along with associated annual operating costs. However, a visitors' centre also has the potential to be complementary to any plans to reposition the park to be more of a passive use and event space. The preparation of a Master Plan has been recommended for Lakeview Park, consistent with directions from the City's Waterfront Master Plan, and should thus consider if/how a visitor centre fits within the preferred park concept.

With respect to the **Parkwood Estate**, no facility recommendations oriented to expansion or new facility development are proposed. Rather, the focus should be placed upon maintaining the user experience through service delivery and where renewal/restoration works are required according to capital plans.

Recommendations

- C3. Investigate opportunities to build and display the City of Oshawa's public art collection, as well as opportunities to expand exhibition and cultural programming space for other collecting institutions or artists groups, through the provision of multi-use space located within expanded or newly constructed community centres. The intent of such space is to provide exhibition space that acts as a satellite location for municipal and community-based cultural providers in order to expand their audience through greater marketing, awareness and exposure.
- C4. Through the proposed waterfront master planning process for Lakeview Park (see Recommendation P9), prepare a concept that illustrates how a visitor centre, designed for use by the City of Oshawa and the Oshawa Community Museum, could fit within the site.

Special Event and Festival Space

Municipalities often provide indoor and outdoor spaces that are conducive to delivering special events and festivals that are reflective of the community's history, interests, diversity and identity. The contributions of special events and festivals to quality of life in the community are many, and include (but are not limited to):

- creating a sense of local pride through community building, place-making, and provision of quality experiences;
- offering a greater variety of leisure-time activities for residents to pursue within the City;
- generating economic multipliers, particularly with events increasingly being marketed outside of communities to draw tourists to capitalize on the success of established local events thus forming an important element of broader tourism strategies; and
- encouraging social interaction by encouraging residents to leave their homes, and providing venues where new residents to the City can come to understand what makes their new home so unique (and interact with established residents).

The City of Oshawa and its community partners provide many high quality festivals and special events. The Peony Festival at the Oshawa Valley Botanical Gardens is one of the premier events in the province, while other major events include Oshawa Fiesta Week and Canada Day celebrations at Lakeview Park, all of which attract thousands of residents and visitors. Other unique events include Culture Days, Culture Squared at Civic Square, and the Concerts in the Park series and Christmas Tree lighting at Memorial Park to name but a few.



These events and casual cultural uses all benefit from the City's parks system that provides scenic, inspirational and opportune locations for cultural activity. Future park designs, particularly at the Community and City Park level, should continue to consider integration of cultural infrastructure and amenities. For example, spaces such as outdoor amphitheatres, stages, arts venues, dance areas, etc. can accommodate programmed and non-programmed usage, and could effectively complement the City's natural areas.

Similarly, park renewal and rejuvenation processes should also consider how cultural usage could be stimulated. For example, the proposed waterfront master planning process would consider any required improvements for cultural uses at Lakeview Park, Harbour lands, etc.

depending upon the ultimate vision/function determined by that waterfront planning process. Additionally, improvements to the Memorial Park Bandshell should be considered given its age (the building was originally constructed in 1942 with an addition in 2005) and the importance of the facility in meeting the needs of the many cultural events and festivals taking place within the park. In addition to functioning as a band shell with an outdoor stage, the building houses an interior practice room, classroom, storage area and is accessible for persons with disabilities. The City identifies capital renewal costs are presently estimated at \$1.6 million over the next twenty years.

Ensuring appropriate servicing exists within appropriate parks (e.g. electricity, water) can also be useful for encouraging cultural uses to take place within public green spaces. In this regard, continued engagement of cultural groups would be appropriate during the parks planning and design phase in order to understand how individual parks may better facilitate organized and unstructured cultural activity. Encouraging community-based programming in its parks (such as art classes, dance programs, youth programs, Art in the Park, etc.), will also serve to increase awareness of the City's parks and trails system, offer interesting experiences, and can provide a dual benefit of promoting physical activity and cultural expression.

Recommendations

- C5. Planning and design processes for park development and renewal projects should consider integration of appropriate cultural infrastructure and amenities that can facilitate a range of structured and spontaneous cultural activities and events.
- C6. Carry out the necessary capital renewal activities for the Memorial Park Bandshell so that the park continues to be a prominent destination for cultural events and festivals in the Oshawa downtown and effectively addresses the requirements of its users.



8.0

Implementation Strategy

Successful implementation of the P.R.L.C. Assessment requires the City and Oshawa Public Libraries to continually assess and confirm directions and priorities. Recommendations advanced herein may also require other actions and efforts to be undertaken including (but not limited to) reconfirming timing and need for facilities, creating supplementary policies to guide allocation and effective utilization, investigating opportunities for partnerships, exploring traditional and non-traditional funding sources, etc. This Section provides guidance with respect to implementing the P.R.L.C. Assessment's various recommendations.

8.1 Facility Development Triggers

Through community consultations and a review of facilities, the P.R.L.C. Assessment analyzed needs associated with a variety of parks, recreation, library and culture facilities in the City of Oshawa. The P.R.L.C. Assessment, along with its service levels and recommendations, should be viewed as a point of departure through which further assessments should take place through internal Staff efforts. Accordingly, City and Library Staff should consider a number of factors to confirm needs as stated herein prior to constructing recommended facilities. This process should involve an examination into (but not be limited to):

- local/regional/provincial trends pertaining to usage and popularity of the activity/facility;
- local demand for the activity/facility and any known constraints;
- examples of delivery models in other municipalities;
- the ability of existing facilities to accommodate the proposed service;
- potential risks and liability to the City of Oshawa/Oshawa Public Libraries in providing new facilities or services;
- the feasibility of the City or Library to reasonably and cost-effectively provide the service/facility as a core level of service (includes a determination of capital and operating costs, cost recovery thresholds and funding sources, etc.);
- whether the request can be adequately addressed in partnership with a community-based provider; and/or
- the willingness and ability of the requesting partner organization(s) to deliver the service, if provided with appropriate municipal supports (see Section 8.3).

For facilities that currently do not have sufficient demand to warrant a specific recommendation in the P.R.L.C. Assessment, the City and Library must be prepared to respond to future requests. Such demands may 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 City/Library should evaluate the need for these pursuits contingent

upon the level of community requests and sound business planning practices. The above noted criteria should be used as a guide to rationalizing entry into new levels of service.

Recommendations

IS1. Requests for facilities not falling under the spectrum of the City's and/or Library's core service delivery mandate should be investigated on their individual merits after considering a number of criteria including, but not limited to, the City's/Library's role and ability to cost-effectively deliver a needed service, its ability to jointly deliver the service through partnership, and if it has the resources available to deliver the service.

8.2 Effective Facility Allocation

Consistent with best practices, the City of Oshawa has developed allocation policies that govern how its facilities are scheduled for rentals, programs and general community use. The primary benefit of having an allocation policy in place is that it provides a consistent framework to guide the equitable allocation of facility use times to various users. This is important for capital intensive facilities that are few in number but for which demand is high.

The City presently has allocation policies for arenas and outdoor sports fields. Most allocation policies, including those in the City of Oshawa, assign priority of use first to municipal programs reflecting the fact that facilities are owned and operated by the municipality. Youth and affiliated organizations (the latter of which meet prescribed municipal criteria and/or are major service providers) are often the next level of priority followed by adult users. Many allocation policies in the G.T.A. assign a lower level of priority access to non-residents recognizing that local facilities are sometimes used by persons living beyond the municipality's boundary (non-taxpayers), while some allocation policies provide commercial users with the lowest priority recognizing their interests are focused more towards the individual benefit compared to the broader public good.

Oshawa's Ice Allocation Policy has been reviewed and is consistent with philosophies contained in leading communities. Through consultations, some arena users indicated that the existing policy is not sufficiently flexible in allowing them to book additional ice time beyond their determined allocation, something that should be explored in greater detail when the ice allocation policy is reviewed (best done every five years). Similarly, the City's Outdoor Field Management Policy is also consistent with other corporate documents and there is no indication that it is not meeting the needs of sports field users.

Allocation policies can also be developed for other facilities, particularly when there are multiple users competing for access to space at preferred times. In Oshawa, there does not appear to be a need to define new allocation policies based on present market characteristics. For example, there are a few municipalities that have Aquatics Allocation Policies but such a policy is likely not needed in Oshawa since the Oshawa Aquatics Club is the primary non-municipal programmer and their allocation is not affected to any great degree by other community organizations. While the Aquatics Club does face challenges in accessing enough time at the City's lone 25 metre, six lane pool at Donevan Recreation Complex, the Club can secure lane times at the Civic Recreation Complex (although it is a yard pool) and the hybrid pools at Legends Centre and South Oshawa Community Centre. Should demands persist or increase, the City could potentially shift its internal programming from Donevan to other locations during prime time thereby freeing up times for the Aquatic Club, negating the need to define a formal allocation policy.

Best practice dictates that allocation policies, as with any other guiding document, be periodically reviewed to ensure relevancy to future circumstances. It is common for trends, participation rates, user profiles and program demands to evolve over time and thus reviews of allocation policies should be undertaken on a regular basis.

Recommendations

- IS2. Review existing facility allocation practices every five years or as required based on circumstance, with a continued focus on tracking participation of resident and non-resident membership and usage to inform future parks, recreation, library, and culture facility assessments.

8.3 Delivering Collaborative Services

Evaluating Partnership Opportunities

The most effective parks, recreation, library and culture systems tend to be those having a robust range of providers, whether they are public, private, non-profit or volunteer entities. Recognizing that no one party can be "everything to everybody", combining and coordinating municipal resources with those of other parties is an excellent way to ensure a broad spectrum of parks, recreation, library and culture facilities and services are available to the community.

In the face of diminishing per capita budgets, streamlined services, or smaller departmental workforces, municipalities are exploring non-traditional partnerships in order to satisfy the public's expectations for quality services. The use of partnerships in a municipal setting is intended to efficiently increase the number of residents participating in quality parks,

recreation, library and culture experiences by working with complementary organizations, agencies and institutions.

The City of Oshawa and Oshawa Public Libraries both have excellent working agreements with each other and external third parties including local school boards in the joint planning of parks, community centres and school sites (thereby maximizing open spaces, sharing parking lots, etc.). This bodes well for the future as school boards play a critically important role in establishing quality of life opportunities in conjunction with the City, Library and other public bodies. For example, effective collaboration with schools can advance principles of healthy and walkable communities in conjunction with municipal planning and parks departments. They also can contribute land and other resources to the overall facility provision model for both indoor and outdoor opportunities, particularly in the creation of community hubs. The City of Oshawa collaborated with the Durham District School Board to form a partnership for joint use of G.L. Roberts School and the South Oshawa Community Centre. Halton Region school boards serve as another example whereby: a secondary school has been co-located with a community centre and branch library (Burlington); schools have collaborated with a municipality for the construction and maintenance of artificial turf fields (Milton); and a surplus school has been repurposed into a municipally operated recreation and cultural hub (Oakville).

Although not always defined through a formal written agreement, the City and Library have also established relationships with organizations such as the Region of Durham, Boys and Girls Club, Y.M.C.A., Scouts Canada, various External Agencies, and local non-profits and service providers. There may be opportunities to formalize such relationships and pursue new ones where it makes sense to do so. Increasing the number of partnerships to address specific priorities and use of space will further the benefits to the community and will be required in the future as well. An agreed to partnership framework and seeking partnerships based on the greatest need will focus staff efforts.

Table 39: Common Partnerships in a Municipal Parks, Recreation, Library and Culture Setting

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.	Typically community groups abide by an allocation 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.

Partnership Types	Description	Formalized Relationship
Complementary Institutions and Agencies	Working more effectively with school boards, hospitals and other agencies such as the Y.M.C.A. 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 sand services and reduce duplication.	Requires a service level agreement or a reciprocal agreement that spells out the rights, obligations and deliverables of each agency.
Private Service Providers	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.	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.

Partnerships must be carefully evaluated as each opportunity presents unique circumstances and outcomes. A municipality's first responsibility is to ensure that a partnership creates a net benefit to its residents, in a manner that is consistent with government philosophies and ethics. Therefore, specifications and requirements for all partnership arrangements must ensure that a partner will respect and align with the Department's vision, mandate, values, strategic priorities and service standards. Each partnership must be considered with the following guiding principles in mind, at a minimum:

- a) The outcome of the partnership is aligned with the municipal values, mandate and priorities;
- b) There is an articulated need for the proposed service in the community;
- c) The financial and liability risks to the municipality is shared or reduced;
- d) The proponent is best equipped and qualified to deliver the service through identified efficiencies, and the ability to reach an identified segment of the population;
- e) The quality of the program or service provided through the partnership meets municipal quality assurance and risk management requirements and complies with legislation;
- f) Unsolicited for-profit partnership proposals are dealt with transparently and through a competitive process as identified in City and Library procurement processes;
- g) Accountabilities and responsibilities can be clearly defined and complied with; and

- h) Annual reporting requirements capture participation numbers, expenditure reduction or revenues enhancement and are clearly alignment with departmental objectives.

Having a standardized framework for partnerships mitigates unforeseen risk and creates a level of transparency through which demonstrated criteria are met. This ensures an equal playing field while often minimizing chances whereby a partner with an unsustainable operating model leaves the City or Library responsible for operating a facility it did not originally intend to. Of course, not all partnerships are created equal in scope or scale and thus the City and Library must also continue to ensure that its community development model continues to thrive with smaller organizations.

There is merit in proactively seeking out new partnerships that will address rounding out identified service gaps and maximizing the use of facilities. The City of Toronto has identified partnership and sponsorship opportunities and has offered these opportunities in a transparent way through the procurement policy. A children's garden has been developed and is partially operated through the publisher of a popular children's book series. The partnership serves to forward the municipal mandate with respect to play being accessible to all while promoting literacy. The City of Mississauga has formed a sponsorship with a refreshment company to provide funding for a no cost children's summer drop in program. The program has been targeted in at risk areas to start and has operated successfully for two summers to date. These are both examples where service gaps have been addressed in a creative way with little cost to the municipality.

Since partnerships can increase the capacity of the City and Library to deliver quality programs and services, they are an integral part of the delivery system. Continued discussions should centre on how each organization can promote each organization's work and their respective contribution to the quality of life in Oshawa. Annual reporting can demonstrate linkages to similar priorities, innovative partnership arrangements, outcomes and participation numbers as well as volunteer hours. The Community Services Department and Oshawa Public Libraries are encouraged to continue upon their excellent efforts to engage the community and proactively seek out partnerships in the key priority areas for programs and services.

Recommendations

- IS3. Using criteria identified in the P.R.L.C. Assessment as a guide, establish a partnership framework that can be consistently and transparently applied to evaluate the merits of entering into a partnership agreement with a suitable third party to efficiently improve activity choices to residents in a financially responsible manner.

Recommendations

IS4. The various Divisions/Units falling within the Community Services Department and Oshawa Public Libraries should jointly identify service gaps and offer a summary of partnership opportunities transparently utilizing the procurement policy.

Role of Volunteers

The City of Oshawa has an active volunteer force that augments program and service delivery. Volunteers are the backbone of a community-based programming and service delivery. A number of recommendations advanced through the P.R.L.C. Assessment are based upon continued engagement of volunteers for successful implementation. For example, volunteer contributions are viewed as a critical part of developing additional or expanded off-leash areas, community gardens and horticultural displays, conservation projects at Second Marsh, and provision of outdoor ice rinks. For these and other efforts to be successful, volunteer management strategies focusing on recruitment, retention and recognition will be necessary to ensure continuity among volunteer providers.

In the absence of such efforts, there is a possibility that volunteer numbers could erode based upon lack of volunteer succession (e.g. if the primary volunteer or volunteers move to another community, retire, etc.) or volunteer burn-out. Using horticultural/floral gardens as an example, many partnerships of this nature involve gardening clubs, ratepayers or neighbourhood associations, or business improvement associations that have the requisite financial or volunteer resources to devote towards civic beautification. Should a partner no longer be able to financially contribute towards upkeep, or should a volunteer with sole experience/interest in gardening move on, the City would be left with the responsibility of devoting its own resources towards ongoing maintenance (or make the decision to remove a civic beautification feature). This would have City staffing implications which should be considered as a contingency when committing to such arrangements.

In the unfortunate event that volunteers are not able to carry on with the implementation or delivery of specific facilities recommended through the P.R.L.C. Assessment, the City and/or Library will be faced with a difficult decision as alluded to in the preceding example. Either a facility or service will need to be assumed by another volunteer organization(s) provided that they can demonstrate the required expertise and capability to take on operations, or the City or Library will need to make the decision to either assume operations itself (and thus also assume any operating costs related to staffing and other overheads) or divest itself of the asset/facility entirely. However, through formalizing volunteer recruitment, retention and recognition efforts along with continuing their spirit of community development, the City/Library will be in a better position to avoid such scenarios.

The use of technology is also serving to increase volunteerism in communities in Ontario. A volunteerism portal on the municipal website identifies all volunteerism opportunities within the municipal operations and those of its related stakeholders. Potential volunteers identify their respective skill sets, the amount and type of volunteering that they are interested in. The software program matches volunteers with opportunities that would match their skill sets. Some programs assist with basic policy review and training elements. Volunteers track their hours thus giving the municipality some useful data on the number of volunteers and the hours served annually. This approach assists with recognition of volunteers and keeping them connected to the needs of the broader community.

Recommendations

- IS5. Building upon the City's and Library's existing efforts and resources devoted to local volunteers, engage volunteer groups in the creation of an updated Volunteer Management Strategy. This Strategy should consider principles of the partnership framework proposed through Recommendation IS3 to confirm whether a volunteer-based approach is in the interest of all parties as well as identify contingency options (e.g. staffing or financial resources) for the City/Library should volunteer participation cease in the future, while also discussing ways in which to bolster volunteer recruitment, retention and recognition efforts.
- IS6. Consider the use of technology in the recruitment, training and recognition of volunteers to increase service delivery.

8.4 Site Selection Criteria for Major Parks and Facilities

In order to determine an appropriate location for a new multi-use community centre and a multi-field venue(s) to relocate sports fields from Lakeview Park, Eastview Park, Alexandra Park, etc. (if required, pending approval and implementation of park-specific master plans), the establishment of site selection criteria is necessary. A site must be strategically located where it is compatible with surrounding land uses, maximizes financial efficiency, is accessible to the population, and so forth.

Nineteen criteria are provided upon which the suitability of potential sites for all major community and library complexes are to be evaluated. In the context of the P.R.L.C. Assessment, this applies to the proposed multi-use community centre and a possible multi-field venue as part of a Community Park(s), but not necessarily individual or neighbourhood-serving facilities such as single sports fields or hard surface courts. In addition, these criteria are not necessarily to be considered of equal weighting as some elements are more crucial to the

success of the site than others. They are intended to provide a point of departure subject to modification as the City and Library sees fit.

Table 40: Sample Site Selection Criteria

<p>Location</p> <ol style="list-style-type: none"> 1. The site is within reasonable proximity to the population to be served. 2. The site location contributes to a reasonable and equitable distribution of similar services within the municipality. 3. The site provides the City or Library with a central location within the area to be served that can create efficiencies for its services.
<p>Access</p> <ol style="list-style-type: none"> 4. The site is located along an arterial road or a collector road near an arterial road. 5. The site is located in the vicinity of the active transportation network (e.g. trail, sidewalk, or walkway with lighting), has easy access to public transit, and is not impacted by any major barriers that would limit accessibility (natural, physical, social, ethnic, etc.).
<p>Focal Point Potential & Visibility</p> <ol style="list-style-type: none"> 6. The site is located at or has potential to be a community focal point and is at a highly visible location, enabling it to enhance the "sense of community".
<p>Site Development Potential</p> <ol style="list-style-type: none"> 7. The site area, shape, topography and building envelope are sufficient for the proposed use, provide a reasonable level of flexibility in design, and offer opportunities for complementary amenities. 8. The site is able to accommodate sufficient on-site parking for both patrons and staff and is accessible for buses and delivery vehicles. 9. The site possesses reasonable long-term expansion potential.
<p>Community Compatibility</p> <ol style="list-style-type: none"> 10. The site is located adjacent to compatible land uses (e.g., recreational, medium to high density residential, institutional, commercial, etc.) and away from non-compatible land uses (e.g., industrial, outside urban settlement area). 11. The site has the ability to encourage and/or enhance appropriate development in the area or to complement municipal revitalization goals.

Known Constraints

12. The site is not restricted by easement/man-made obstructions, does not require site decommissioning, and has appropriate soil conditions.
13. The site does not require the elimination of necessary parkland, parking, or other vital land use.

Security / Safety

14. The conditions of the site and surrounding area do not pose any unnecessary safety risk to facility users due to traffic patterns, crime rate, adjacent uses, environmental factors, etc.

Planning Approval Status

15. The site complies with Official Plan policies and Zoning By-law regulations.

Site Availability & Costs

16. The site is owned by the City/Library, or the site is currently for sale.
17. The site is ready for development or could be made ready within a period of one year of when the facility is needed.
18. Site acquisition and development costs (including servicing and site works) are expected to be within the budget set for the project.

Partnership Potential

19. The site has the potential to attract and accommodate other agencies interested in sharing space (within reason). This may also result in potential economies of scale in construction and/or operation.

Considering such criteria, as an example, the proposed multi-use community centre would likely be a logical fit within or adjacent to the proposed Windfields Community Park or Kedron Community Park. The same principle applies for these parks when considering multi-sports field venue(s) given that the future Community Parks will be major focal points in the City's Part II Plan areas that are serviced and capable of accommodating intensive levels of use. Other locations may be considered provided they are strategic, cost-effective and viable. For example, should the City decide that the Airport's South Field and Thornton Road North lands are no longer preferred for residential development (as currently envisioned), these parcels could be explored as sites for future park, recreation, library and/or cultural facilities.

Recommendations

- IS7. Evaluate potential sites for the proposed multi-use community centre and multi-sports field parks based upon application of a wide range of site selection criteria, including those advanced in the P.R.L.C. Assessment.

8.5 Cost Implications

Capital Implications

Capital cost estimates are provided through the Implementation Schedule in Section 8.10 to inform annual and long-range budgeting exercises. Costs are provided in 2015 dollars.

Construction costs should be considered as preliminary, high level order of magnitude estimates (which are subject to considerable variability compared to the final actual cost) and reflect cost of facility construction only. Costs associated with land purchase, site preparation and servicing, stormwater management, park development (e.g. passive open space, tree planting, playgrounds, pathways, etc.), parking, equipment, design fees, contingencies, etc. are all **excluded** from figures contained herein and thus must be factored in over and above the preliminary construction estimates. These preliminary estimates must be reviewed/reconfirmed prior to implementation through appropriate facility design or business planning processes.

The total estimated capital cost of implementing the P.R.L.C. Assessment, exclusive of the factors noted above, is estimated at \$47,498,000 over the course of the next sixteen years. Table 41 summarizes the capital cost of implementation as presented in the tables contained in Section 8.10. A considerable portion of the P.R.L.C. Assessment's capital costs are eligible as Development Charge funded items (to a maximum of 90% of eligible growth-related projects).

The capital cost associated with the multi-use community centre, proposed at a population threshold of 185,000 (around the year 2026), is estimated at \$38.5 million and constitutes the majority of costs (79%) associated with the P.R.L.C. Assessment's recommendations. Since the community centre is a Development Charges eligible item, its impact to the existing tax base can be considerably minimized. The proposed Legends Centre expansion is estimated at \$4.5 million, accounting for a further 10% of total implementation costs and thus these two projects represent 89% of the overall costs. Therefore, the remaining 90+ recommendations contained within the P.R.L.C. Assessment are expected to generate fairly nominal capital requirements collectively although many will require City/Library staff time.

Table 41: Summary of Capital Costs Associated with P.R.L.C. Assessment Recommendations

P.R.L.C. Assessment Section	175,000 Pop. (2015 to 2020)	185,000 Pop. (2021 to 2025)	197,000 Pop. (2026 to 2031)	Total Estimated Capital Cost
4.0 - Parks	← ←	Not Applicable**	→ →	n/a
5.0 - Recreation Facilities	\$2,385,000	\$34,445,000	\$2,275,000	\$39,105,000
6.0 - Library Facilities	\$3,100,000	\$5,500,000*	T.B.D.	\$8,600,000
7.0 - Culture Facilities	← ←	Not Applicable**	→ →	n/a
8.0 - Implementation	nil	\$175,000	nil	\$175,000
Total	\$5,485,000	\$40,120,000	\$2,275,000	\$47,880,000

* Estimated library portion of proposed multi-use community centre excluding fees, contingencies, soft costs, etc.

** Recommendations contained in these sections do not have a capital cost directly attributable to them but outcomes of their implementation may lead to subsequent capital expenditures

Preliminary capital budget impact estimates should be interpreted cautiously as they are high level estimates that will be subject to ongoing revisions to account for inflationary increases and other cost escalations. Capital costs will be refined and presented through the City's Development Charge Background Study and annual civic budgets. Projects in this P.R.L.C. Assessment's recommendations will be advanced initially according to their targeted timeline but may be adjusted in future to better match the City's actual growth rates and capital maintenance condition assessments. Doing so will provide the City and Oshawa Public Libraries with greater clarity and accuracy as operating costs are highly variable due to changes in the rates of labour, utilities, materials, etc. Likewise, the capital cost of construction is subject to annual inflation rates that historically exceed the Consumer Price Index.

Potential Capital Funding Sources

Development Charges

Development Charges (D.C.'s) are collected for new development and applied towards the projects identified in the City's Development Charge Background Study.⁴⁶ The Development Charge Background Study addresses the additional capital assets required in order for the City and Library to maintain its service levels as Oshawa's population increases.

Development Charges are collected based on the Province of Ontario's Development

⁴⁶ City of Oshawa. 2014 Development Charges Background Study. Prepared July 3, 2014.

Charge Act (1997), though it should be noted that components of the Act are currently under review and changes are expected to be passed in the future through Bill 73.

Any growth related projects identified in the P.R.L.C. Assessment that are also in the Development Charge Background Study are eligible to be partially financed from D.C.'s. Based on legislation no project can be financed entirely by D.C.'s. Certain Parks, Recreation and Library capital projects can be eligible for up to 90% of D.C. funding, while the remaining portion may have a tax impact as it must be funded through other sources. The percentage of D.C. eligibility include D.C. Act exemptions (i.e. parkland purchases), replacement portions of facilities (i.e. capital maintenance), historical service level deficiencies (currently under legislative review), or excess capacity as a result of early construction of facilities. It should be noted that the Development Charge Act does not permit the collection of D.C.s for cultural, entertainment and tourism facilities, thus such funding would have to come from other sources even if required to service growth-related needs – for example, it is expected that a proposed Visitor's Centre for the Oshawa Community Museum or any redevelopment of the Arts Resource Centre would be ineligible to receive D.C. funding.

The timing of growth and development in Oshawa directly impacts the City's ability to collect sufficient D.C.s to finance the capital projects included in the D.C. Background Study. As a result, City/Library Staff and Officials may adjust timing of the projects during the annual budget cycle to better match expected need in the community. Should projects not be deferred as required, it would potentially result in the City financing through additional long-term debt. Since the City's 2014 D.C. Background Study predates the P.R.L.C. Assessment, the City should review the D.C. Background Study to ensure that eligible growth-related facilities identified herein are factored into any growth-related funding forecasts.

Recommendations

- IS8. Undertake a review of the City of Oshawa Development Charges Background Study to determine the degree to which growth related parks, recreation and library facility needs identified in the P.R.L.C. Assessment can be funded through development charges and the amount remaining to be funded through other sources. Through this review, investigate opportunities to reopen the Development Charges By-Law to start collecting charges for future parks, recreation and library facility projects.

Municipal Reserves

On occasion, municipalities may decide to set aside monies accrued from tax dollars or other revenue sources for special projects, such as the development or expansion of a specific facility or park. Lifecycle or maintenance reserves are primarily contributions from the municipality. Through capital forecasting, the City is able to plan and submit funding plans for lifecycle and maintenance needs and is thus in a position to estimate renewal costs over time.

Lifecycle reserves proactively enable a municipality to fund the maintenance and state-of-good-repair of existing facilities, and have a contingency should unexpected maintenance be required for a facility. For the latter, an added benefit is that a major repair does not significantly impact one annual budget since a municipality is putting away small contributions for many years prior. Utilization and continued contributions to reserves and reserve funds represents sound and sustainable fiscal planning, and allows the City to efficiently allocate capital costs over asset lifecycles.

Partnerships

As described in Section 8.3, to facilitate the implementation of the program, Oshawa may consider engaging in partnerships with the private sector, non-profit sector or other levels of government to develop various facilities and services. Detailed feasibility studies and the development and use of agreements will be required to ensure the partnerships yield the desired results, building off the partnership evaluation criteria ultimately established.

Grants

In the past, some major municipal capital projects have received financial support from senior levels of government. Presently, there are no known provincial or federal infrastructure programs specifically for the development or renovation of major parks, recreation, library and cultural facilities. The federal government recently launched the 'Canada 150 Community Infrastructure Program' which provides funding towards the renovation and expansion (i.e. no new construction) of many facilities falling under the scope of the P.R.L.C. Assessment, through which the Northview Community Centre has qualified for a new roof.

Should a new grant program be launched, the presence of an approved long range planning strategy (such as the P.R.L.C. Assessment, a master plan, etc.) is often a requirement to securing funding.

Parkland Cash-in-lieu

The Planning Act establishes a framework for the dedication of parkland and possible alternatives, with the implementation policies identified through local official plans. The

conveyance of cash-in-lieu of parkland generated by development or redevelopment is an example of an alternative under the Act. At the municipality's discretion, the cash-in-lieu may be used for land acquisition or for the erecting or repair of buildings and other uses defined by the Act. It should also be noted that similar to the Development Charge Act, the Planning Act is currently undergoing legislative review (through proposed Bill 71).

Fundraising and Sponsorships

Occasionally assistance is provided from the community towards the construction and/or operation of parks and facilities. It can be an effective way to help provide services and spaces that are desired by residents, however this has been a decreasing source of revenue for the City for a number of years. This is consistent with trends in other municipalities since there is fierce competition among many interests for a household's charitable dollars.

User Fees & Surcharges

User fees and surcharges are a way to direct some of the operating and capital costs of the facility away from the general taxpayer, and onto the users who directly benefit from them. User and rental fees vary considerably based on the type of activity / facility in question. For example, rentals by far comprise the bulk of the operating revenue stream for an arena, but are much less consequential for lower use spaces such as meeting rooms. Nevertheless, increases in user fees, can be used to offset the costs associated with operating budget pressures / increases. This important source of revenue, however, is often difficult to increase (beyond inflationary levels), and over time has been a decreasing source of revenue when compared to the total operating costs of the facilities.

Cooperation between Municipal Neighbours

The physical focus of this Assessment set the boundaries within the borders of Oshawa, however given the City's proximity to Whitby and Clarington, cooperation between municipalities to coordinate effective delivery of future recreation, library and cultural services may be beneficial for the City's taxpayers. In certain parts of Oshawa, residents do not appear concerned about municipal boundaries as long as their access to and enjoyment of a recreational experience is unencumbered by local politics.

Throughout Ontario, municipalities benefit from various types of cooperation, including joint services agreements that allow cost-efficient access to facilities by residents in another municipality. There are, however, few examples involving the joint development/funding of facilities to accommodate the needs of two or more jurisdictions. This is largely due to the intricacies of achieving mutually beneficial agreements such as reaching consensus on capital and operating commitments, in which municipality a facility is ultimately located, public opinion about tax funding supporting a facility located external to one's own community, management and staffing, etc.

Long Term Debt Financing

In the case where alternate sources of funding are unavailable at the time of construction, major capital expenditures can be financed through long term debt. In the long run this is a more expensive funding alternative due to interest charges and could impact the municipality's borrowing rate and capacity, however this could be a beneficial financing alternative as it lessens the immediate impact to the taxpayer and municipal reserves. Long term debt spreads the initially large capital costs over a number of years, allowing future users who benefit from the facility to contribute to these costs.

Typically the amortization period chosen is tied to the anticipated useful life of the capital project. The City has anticipated in the D.C. Background Study that a number of growth related facility projects would need to be financed through long term debt for cash flow purposes. Any major projects identified in the P.R.L.C. Assessment that are not identified in the D.C. Background Study could possibly increase the City's need for additional Long Term Debt financing and resultant tax increase to address the annual repayments.

Operating Implications

The P.R.L.C. Assessment's operating costs and impacts on future operating budgets are expected to be comparable to current rates (except for the new multi-use community centre, which is discussed in the next paragraph). As facility developments are tied to future growth and therefore revenue from future assessment growth is assumed to yield similar net operating subsidies for recommendations relating to park acquisition and associated facility such as sports fields, playgrounds, hard surface courts, etc.

The proposed multi-use community centre represents the P.R.L.C. Assessment's most significant operating cost implication to the municipal budget. The feasibility study recommended when the population approaches 185,000 will provide the most accurate estimate of operating cost implications given that the facility is expected to be required at least ten years from now. That operating budget would be able to consider the specific design characteristics envisioned for the facility after reconfirming the P.R.L.C. Assessment's recommendations, including size and number of pool tanks, the programming portfolio that is best suited to the configuration of individual facility components, future labour rates and collective bargaining agreements, future overheads based on utility rates at that time, etc.

Notwithstanding the foregoing, the operating budgets of the Donevan Recreation Complex and Legends Centre were considered to provide a high level overview of operating costs. Their collective facility components are envisioned to be fairly similar to the proposed multi-use community centre with the inclusion of the pool, gymnasium, multi-purpose program space, seniors centre, etc. with the notable exception of the arena. In 2014, Donevan Recreation Complex required a \$745,000 operating subsidy while Legends Centre required a \$1.3 million

operating subsidy (excluding the arena units in each). As the proposed community centre would be larger than Donevan but smaller than Legends Centre, the operating costs would likely fall within this range. As mentioned, the preparation of a comprehensive operating budget is best defined through a future process when a feasibility study and architectural concept have been prepared closer to the anticipated ten year implementation period.

Municipal governments rely largely on property taxes, user fees and intergovernmental grants for revenue to offset their operating costs of their facilities (e.g. staffing, overheads, facility maintenance and renewal, etc.). An important operational element for all facilities within the parks, recreation, library and culture system is the need to ensure sufficient operating capital is reinvested back into the facilities themselves to ensure a high quality user experience and achieve sustainable facility renewal practices.

8.6 Potential Organizational Implications

The P.R.L.C. Assessment calls for an increase in the number of some facilities and amenities needed to provide services in a timely manner as the City increases in population. The study also calls for consideration for increased learning and focus on service delivery with respect to partnerships, volunteerism, participation by an increasingly diverse population, etc. The skills and competencies of staff, community-driven service providers, volunteers and committees must also be considered in the service delivery mix. Highly effective municipal administrations place emphasis on ensuring that the structure is appropriate for expected growth in facilities and further that there is the capacity to deliver services most effectively.

The P.R.L.C. Assessment addresses potential organizational implications as a result of projecting future facility needs, and as identified through the City/Library Staff workshops and public engagement strategies. The input has been summarized into four key areas of focus to ensure that staff are working even more collaboratively and effectively in serving the public. As discussed in Sections 2.6 and 2.7, staff workshops were held in support of the development of the P.R.L.C. Assessment. The workshops served to capture staff input on the current strengths and challenges within facilities and the delivery of service. City and Library Staff were asked to identify ways of improving capacity and their ability to deliver exceptional service in the context of facility provision. Key Themes centred on:

- Staff Capacity
- Supporting a Culture of Change and Innovation
- Internal Collaboration and Engagement
- Organizational Flow and Design

The following summarizes suggested strategies that address noted organizational implications of a changing community and the expansion and right sizing of facilities.

Staff Capacity

Being best prepared for the current and future challenges surrounding service delivery requires a thoughtful approach to staff development and training. There are current training programs available to staff to aid in their development and these are effective to address individual needs for professional development. As well, staff attend training sessions and forums made available through professional organizations respective to their field of expertise (culture, recreation, parks, libraries, leadership etc.).

In terms of future impacts and development as a result of the P.R.L.C. Assessment, Oshawa brings with it unique challenges within the community and training will address these common needs for staff from the various disciplines at all levels. The P.R.L.C. Assessment will influence areas where further capacity is needed in either policy or practise and include at a minimum including diverse populations, conflict resolution and de-escalation, building community capacity, strengthening neighbourhoods, creating efficiencies through the use of technology, partnerships, volunteerism, etc. Developing a multi-year training and development program to address common service delivery challenges will address common areas identified to better serve the public.

Retaining talented staff and encouraging all staff to continuously improve their skills and competencies is best completed in a formalized program(s). This ensures that the option is available to all staff and that staff have the capacity to compete for future positions created either through retirements or an increase in the number of facilities. Succession strategies can take many forms including staff being offered expanded roles, special projects, job shadowing opportunities and further training and development. The City of Oshawa has implemented a significant number of programs to manage talent and address the changing workforce demographic. Programs include:

- The Emerging Leaders Program
- The Essentials of Advancing Managerial Success
- Stimulating Employee Motivation
- Leading Change from the Middle
- Leadership Excellence and Development School
- Sessions on the Changing Demographic in the Workforce

These initiatives reflect a Corporate Leadership Team that recognizes the importance of change management, changing demographics in the workforce, efficiencies, effectiveness and maximizing and retaining staff talent.

Recommendations

IS9. Develop a multi-year training and development program to identify and address opportunities relating to delivering effective parks, recreation, library and cultural services to the community. Topics include, but are not limited to, engaging diverse populations, strengthening neighbourhoods, use of technology, and effective collaboration.

Supporting a Culture of Change and Innovation

The growth of the community and subsequent facility/amenity additions require continued focus on evolving needs, strengthened community engagement and utilizing facilities and parks at near capacity with high satisfaction levels. Creating and supporting a culture of innovation will prompt and support **all** City/Library Staff to think about things differently by posing the question “how can our work be more efficient and effective?” The notion is to build and strengthen a culture of continued improvement. Greater efficiencies will address either the cost to deliver service and effectiveness by improving user satisfaction. While it is a requirement of all staff to bring forward ideas for efficiencies, setting the stage for innovation and focusing creative energies on priorities and specific challenges will bring about these needed changes. Innovation is not necessarily focussed on doing new things, but doing things in new, more streamlined and effective ways.

Setting and supporting an innovative culture has more to do with learning about innovation and embracing a refreshed culture with a focus on priorities. It is about shared leadership within all levels of the organization, and knowing that some staff are innovators while others are better at implementation. Observations gleaned through the staff workshops suggest that there is a readiness within the staff team to embrace this approach.

Innovation in the context of the parks, recreation, library, and culture system may drive increased participation and facility use, and/or methods or business processes that are improved from the way that it was done in the past. The use of technology may play a significant role and typically focusses on ease of awareness, access and use by the public. Excellence in leading innovation, has everything to do with how the leadership of the department/library creates a corporate culture where innovation and creativity is taught, encouraged and recognized within all levels of the organization.

Internal Collaboration and Engagement

Staff indicated that there is an opportunity to become more engaged to solve common challenges within parks, recreation, libraries and culture. Shared challenges such as including

more diverse populations, increasing community partnerships and expanding volunteerism have all been identified in the P.R.L.C. Assessment consultations as examples, and should be most effectively addressed as a broader collective thus saving individual work teams time and resources. Staff would welcome more opportunities to be engaged in working in cross functional teams to discuss and develop policies and practical ways of improving service delivery to the community. The key elements of collaboration would initially include defining and prioritizing critical issues as part of the annual planning process. Effective collaboration depends on:

- Placing clear parameters on the collaborative exercise;
- Defining clear scope and accountability;
- Developing a team based on needed skills and backgrounds;
- Including staff members who will contribute and learn from the experience;
- Looking to other jurisdictions for research and promising practises;
- Understanding the group development process and discussing values and behaviours of high performing teams;
- Developing a work plan that shares the responsibilities in a timely and achievable way; and
- Ensuring that there is an evaluation phase upon work completion to improve upon internal collaboration in the future.

Organizational Flow and Design

The organizational design of parks, recreation, library and culture units all reflect a functional model with the required staff skills and competencies to deliver a particular type of service. Each organization has a central core of staff to deliver common organizational needs to all of the staff teams within the department. Staff expertise centres on particular knowledge on the delivery of parks, recreation, libraries, and culture with support staff in customer service, facility maintenance, and administration. This service and community centred organizational design is common in most Ontario municipalities for parks, recreation, libraries and culture. Larger municipalities add an element based on geography by dividing the community into service areas or districts.

Organizational design principles are reflected with respect to work flow, the customer, spans of control and the levels within the organization. The organizational structure of the Community Services Department and Oshawa Public Libraries allows for growth in the number of parks, facilities and amenities that will be required in the future. It will be important over the course of the next few years to review service standards in each of the work units and respective staffing standards in the delivery of service. This would include:

- Defining the work and the scope of the work performed. For example, Parks Operations would define the length of trail system, the work involved in maintaining it, the service

standard as to how often the system is maintained and to what extent. The most effective maintenance approach would be identified along with the human, fiscal and physical assets needed to maintain the system.

- The staffing standards would be identified to address the number of staff hours needed annually to maintain the trail system (continuing with the Parks Operations example) to the predetermined standard.
- The work to address future staffing as result of growth would be defensible in that the most effective approach to development and maintenance would have been identified.

This work will ensure that resources are equitably distributed and the scope of the positions and the number of direct reports is manageable. This work will be required in all divisions that will experience an increase in facilities and the number of amenities.

Recommendations

IS10. In anticipation of population growth and required adjustments to facilities provisioning frameworks, form cross-functional staff teams to explore ways to optimize service delivery processes through periodic reviews of staffing and service standards, customer service practices, use of technology, etc.

8.7 Monitoring and Performance Measurement

By having the best information possible, the City and Library will be putting themselves in a position to make informed decisions with respect to the planning and management of its parks, recreation, library and culture system. The information contained in the following pages, is derived through ongoing monitoring and is a critical component in making the P.R.L.C. Assessment a “liveable” document.

Trend Tracking

This P.R.L.C. Assessment represents a point of departure through which ongoing trend tracking and monitoring is an essential first step to ensuring recommendations remain relevant in the context of future circumstances. The City of Oshawa undertakes long-term growth planning for the community as a whole. The directions of the P.R.L.C. Assessment are driven in part by the historical and projected population growth trends for the community. Implications of historical growth patterns and socio-demographic characteristics are fairly easily contemplated, however, future demographic variables may be different than envisioned in the present day. Case in point are deviations between the Regional Official Plan Amendment 128 projections for the present year compared to the actual population of the City (which has led to the P.R.L.C.

Assessment identifying needs based upon population thresholds instead of identifying specific years for implementation). As a result, ongoing monitoring of community demographics and growth patterns in relation to the assessments contained in this P.R.L.C. Assessment is crucial.

Both the Community Services Department and Oshawa Public Libraries collect a great deal of information regarding the performance of their facilities and programs. For example, CLASS/ACTIVE Net software provides City Staff with a range of statistics which can be used to scrutinize performance and efficiencies over time. Building on the capabilities of this software and creating new databases for information will be of great assistance to the City and Library as they manage the recreation, library and cultural facility system.

The City's information tracking system is largely relegated to internal operations. Moving forward, continued engagement with external users will be an essential part of planning and management of facilities. Users should continue to be consulted to determine the trends, needs and capacity issues affecting them, recognizing that the long-term sustainability of community organizations to deliver services is critical to the local system. As an example, the City should continue to collect registration information from major users of municipal facilities to assist in facility and parks planning and guide decision-making beyond facility allocation and booking processes (and in fact require groups who do not presently submit annual registration data to do so in order to access municipal facilities at affiliated rates).

Professional Development

Through continued professional development and appropriate allocation of staff time to research, Community Services Department and Oshawa Public Libraries Staff should also have the opportunity to remain apprised of emerging trends and best practices in their respective fields. The tracking of trends external to Oshawa (e.g. throughout the G.T.A., as well as provincially and nationally) can provide Staff with ideas to anticipate local implications or bring efficiencies into their day-to-day operations. Through the Staff Workshops conducted through the P.R.L.C. Assessment, many Staff expressed an eagerness to further enhance their skill set and identified a greater desire for training and professional development courses to attain such a goal, further highlighting the commitment of both Community Services and Library Staff to deliver high quality, cost-effective services to Oshawa residents.

Monitoring Local and Regional Facility Supplies

Through the P.R.L.C. Assessment planning process, it became evident that different City Departments and Divisions utilize different sets of inventory data. This is common in many municipalities, particularly larger ones, since one Department may classify assets (e.g. a park or sports field) simply based on one or two characteristics (e.g. size, dimensions) while another Department may classify that same asset based on its programming and functionality. As a legacy project to this P.R.L.C. Assessment, the City is encouraged to continue to maintain

regular interdepartmental dialogue to maintain a 'master' inventory of parks and facilities so that future planning processes benefit from the considerable efforts that Staff have expended time to create the common inventory that was used for this project.

In addition, the process revealed that many parks and facilities attract a fair amount of regional usage. For arenas and sports fields as examples, local user groups attract a fair degree of non-residents due in part to the quality of programming delivered by local organizations and the ability of municipal facilities to accommodate outside users to supplement use by Oshawa residents. It is safe to presume that a portion of local residents travel to other facilities in Durham Region (most likely to Whitby and Clarington). Given the seemingly mobile nature of users throughout the Region, City and O.P.L. Staff should work with their counterparts in adjacent and other area municipalities to ensure that they are aware of the potential impact of planned facilities, closures, changes in allocation policies, etc. upon Oshawa's existing and future facilities. For example, an arena development in an adjacent community could reduce the total number of users in Oshawa should non-residents transition back to their home community, and may result in the number of unused time slots growing even further. On the other hand, a facility closure in an adjacent community could lead to growing demands being placed on a similar facility in Oshawa.

Recommendations

- IS11. Trend tracking and monitoring efforts should be undertaken and applied in the context of the P.R.L.C. Assessment's recommendations to ensure relevancy to future circumstances. Such efforts include, at a minimum, regularly engaging sport facility users, allocating appropriate staff resources to research and data collection tasks, and application of performance measurement metrics.
- IS12. Regularly communicate with staff in area municipalities (including Whitby and Clarington, at a minimum) to remain apprised of any planned regional facility developments, closures or policy adjustments that have the potential to affect usage occurring within Oshawa's facilities.
- IS13. Create an inter-departmental team with a mandate to regularly review, maintain and update the City's inventory database of parks, recreation, library and cultural facility assets that can be applied with consistency throughout the municipality.
- IS14. Assign resources specifically dedicated towards monitoring unstructured usage of parks and park facilities including, but not limited to, trails, off-leash areas, hard surface courts and splash pads, as appropriate to inform future facility development decisions.

Performance Measures

Measuring performance can bring substantial benefits to any organization in the form of greater efficiency, effectiveness and accountability. Setting and measuring against annual targets keeps all staff focussed on playing their part in achieving the targets. Further achieving and/or exceeding targets gives the staff team cause to celebrate their collective success and strengthen a sense of pride in the public service. Measuring performance is an ongoing process of determining how well or how poorly a program, service or initiative is being delivered and or perceived. It involves the continuous collection of data and progress made towards achieving pre-established targets, goals or outcomes. Performance indicators, or measures, are developed as standards for assessing the extent to which goals or outcomes are achieved, alongside already established expectations of desired levels of performance.

Libraries in Ontario are very good at tracking inputs and outputs and two organizations distribute this data for comparative and planning purposes. Traditional output measures tracked by nearly all public libraries in Ontario include and are not be limited to the following, often measured on a per capita basis:

- Active cardholders / New cardholders
- Library visits
- Circulation
- Program attendance and programs offered
- Wireless sessions
- Staffing
- Operating expenditures
- Weekly hours of operation
- Titles/volumes held
- Information requests
- Workstation users
- Virtual visits
- Significance of City contribution

Some libraries are starting to explore measures focussed on outcomes, impacts, value, and quality that examine items such as:

- Economic Impact
- Early Childhood Literacy
- Civic Engagement
- Digital Inclusion
- Workforce Development
- Reading Encouragement
- Education/Lifelong Learning

The City's Recreation and Culture Services Division measures use of facilities and reports annually on:

- Annual Registration Numbers – per session and per program area (Swimming, Skating, Fitness, Camp, etc.)
- Annual Registration Revenue – per session and per program area
- Annual Membership Sales – Level 1 and Level 2
- Annual Drop In visits – Public Swimming, Public Skating, Fieldhouse and Gymnasium (by facility)

- Utilization Rates for Arenas (by facility, split into Prime/non-Prime, Affiliated Users)
- Utilization Rates for Meeting Rooms (by facility)
- Attendance at free Playground Program (summer program only)

This data serves to measure the outputs of the service units, is valuable and is well utilized by management and frontline staff. A more rounded set of performance measures will also supply inputs, efficiency and effectiveness measures.

The use of benchmarks with other communities comes with its challenges; there are many differing factors that can influence results such as demographics, subsidy levels, service provision mandates, etc. The real measure is to compare performance year after year within Oshawa's own parks, recreation, library and culture services to evaluate how effectively the City, Library and their respective partners have addressed internal goals to provide efficient and effective program and services.

A performance measurement framework is recommended as an effective tool for monitoring, capturing, and reporting information on the key goals identified in this plan. The intent is that the performance management framework will be used to evaluate, motivate, budget, celebrate, communicate, recognize, learn and improve service delivery. The following framework suggests measures to articulate baseline operational requirements. The suggested framework measures:

- a) **Inputs** – the resources that are allocated to provide the facility and respective services such as staffing and budget allotments.
- b) **Outputs** – the direct return on the investment of human, physical and fiscal resources.
- c) **Efficiencies** – the operational cost per unit of service provided such as cost per swim program, cost per camp session, cost per library visit etc. This data will allow staff to find further efficiencies to reduce unit costs.
- d) **Effectiveness** – Understanding user and patron satisfaction is a significant measure in the provision of public services. This data needs to be understood by all staff and continually addressed and improved upon.

The performance measurement framework should be put in place while developing methods of demonstrating the return on investment in parks, recreation, libraries and culture to individuals and the community as a whole. For example, the following questions could be asked:

- How does a healthy tree canopy reduce the carbon footprint?
- How does literacy increase one's life chances in terms of employment?
- How does increased physical activity reduce the investment in healthcare costs?
- What is the return on youth engagement in terms of completing education, reducing harmful behaviours and drug use?
- What is the economic impact of sport tourism in Oshawa?

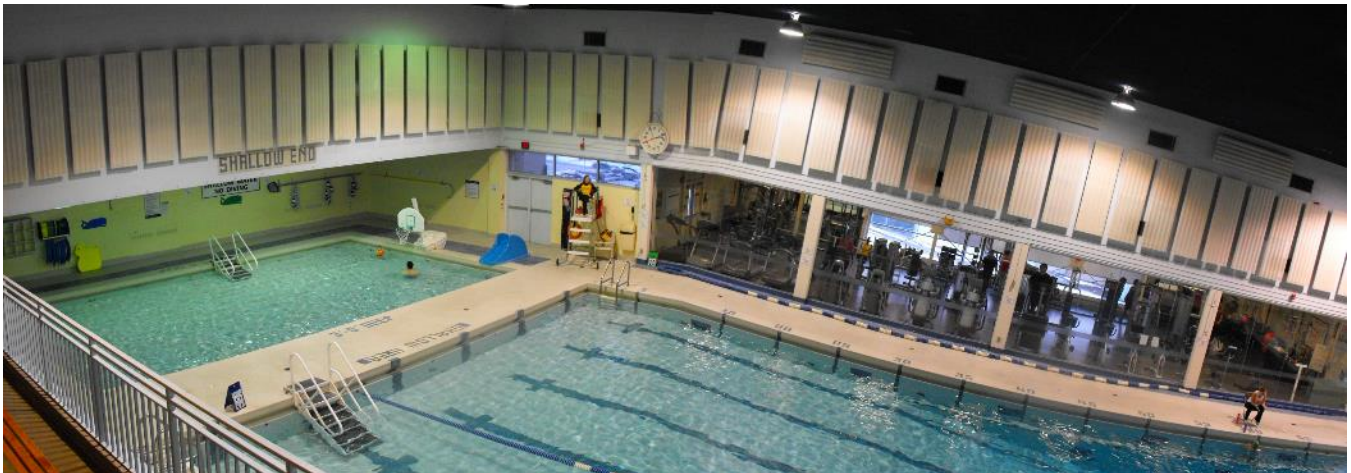
The answers to these questions and others can demonstrate to the public that the investment in parks, recreation, libraries and culture are good and sound investments.

Table 42: Suggested Baseline Performance Measures

Performance Measure Category	Measures	Description
Inputs	<ol style="list-style-type: none"> 1. Gross Operating Budget 2. Net Operating Budget 3. Staffing in Full-Time Equivalents 4. Investment per capita in each of facility and program types, parks, culture, libraries and programs/camps etc. 	This data provides an overview of the municipal investment in parks, recreation and culture.
Outputs	<ol style="list-style-type: none"> 1. Number of hours of community spaces and programs available for use 2. Capacity and fill-rates of facilities and programs 3. Percentage of time used to serve varying age groups and abilities 4. Number of users of the facilities 	This information compares the return on the investment year to year. This data responds to the question: How have these outputs increased/ improved through staff and stakeholder efforts?
Efficiencies	<ol style="list-style-type: none"> 1. Operational cost per hour /per facility, operation and program type. 2. Percent of cost recovery as a result of enhancements 3. Facility use as a result of outreach and promotion 4. Efficiencies (reduced costs) 5. Value of volunteer hours annually 6. Value of partnerships and sponsorships 	This data will demonstrate what has been done to become more efficient. How have expenditures been reduced through efficiencies and revenues been enhanced by increasing the use of facilities and participation in programs.
Effectiveness	<ol style="list-style-type: none"> 1. User and visitor satisfaction levels 	User and visitor satisfaction levels can indicate what staff are doing well and what can be done to improve the user’s experience.

Recommendations

- IS15. Building on existing municipal and library processes, develop and implement a more comprehensive performance measurement framework as part of the annual planning and evaluation process. The intent is to determine strengths and opportunities in facility and program operations while providing opportunity to compare year-over-year results and report out annually to Council, the public and stakeholders.
- IS16. Develop outcome measures over time to quantify, where possible, the return on the investment in parks, recreation, libraries and culture to individuals, respective age cohorts and the community as a whole.



8.8 Review of the P.R.L.C. Assessment

The P.R.L.C. Assessment has produced a comprehensive document projecting facility needs in the City of Oshawa until the year 2031. The data and recommendations contained herein will be used to inform corporate, departmental, library, and unit plans into the foreseeable future. It is important that the information continue to be relevant, timely and aligned with evolving trends, future directions and other strategic initiatives. Keeping the public and stakeholders updated on the status of the P.R.L.C. Assessment and noting any changing conditions that may impact the study's recommendations can be achieved through continued emphasis on communications, utilizing the document to inform plans and noting any changing conditions that may impact facility development.

Informed Public and Stakeholders

The P.R.L.C. Assessment impacts the provision of services to the community and stakeholder groups who volunteer their time to add to the positive outcomes of involvement in leisure

activities. The investment in capital budget will be significant over the course of the implementation of the recommendations. It is therefore critically important for the community to be well informed of the recommendations in the Assessment, the staging of the recommendations and any changes to the implementation of the P.R.L.C. Assessment. Stakeholders often have input into changing conditions in their sport or activity that may impact design or operations of capital improvements.

A portal on the City and Library websites is suggested to provide a summary of the plan, annual opportunities for input into capital plans and opportunities to pose queries to staff in an open forum. An annual report will update the public and stakeholders as to what was achieved in the last year and what is planned for the next. This action holds Council, Library Board and staff accountable and transparent in addressing the priorities in the P.R.L.C. Assessment while at the same time weighing the myriad of City wide capital priorities.

Informed Staff

All levels of City and Library staff would benefit from participating in an overview of the P.R.L.C. Assessment's recommendation, timing, etc. as well as input into annual capital planning. Staff are often first to observe changing conditions within facilities and can offer firsthand knowledge of changes that would increase customer satisfaction. While it is difficult to involve all staff all of the time, a portal on the intranet would ensure that staff are fully updated, can offer input into draft plans and comment on changing conditions within facilities. The advantage at the facility level gives staff the ability to be fully informed on asset development to answer patron queries.

Systematic Review – Every 5 Years

The P.R.L.C. Assessment serves to inform multi-year and annual planning and evaluation of capital, fiscal and operational priorities. The document reflects current conditions with respect to facility use, trends, demographics, development and projects for the future as best as possible. The recommendations reflect a significant capital investment, will have annual budgetary implications and must be an actual reflection of the current state as much as is possible. Conditions may change such as development, demographics and facility usage and it will be important to schedule a thorough review of the P.R.L.C. Assessment in five years' time.

Recommendations

IS17. Prepare an update to the P.R.L.C. Assessment every five years.

Recommendations

IS18. Prepare and publish an annual Progress Report that, at a minimum, articulates progress being made on implementing the P.R.L.C. Assessment and can be shared with City Council and the Oshawa Public Library Board, City and Library Staff, local stakeholders and the general public.

8.9 Implementation Schedule Components

An Implementation Schedule for the P.R.L.C. Assessment is presented in Section 8.10. It is comprised of a number of parts that will assist the City and Library in carrying out the P.R.L.C. Assessment's recommendations including:

- The recommendation itself;
- The Project Lead responsible for implementing the recommendation;
- The estimated timing;
- The estimated capital cost; and
- Potential funding sources to finance capital development.

The Implementation Schedule is presented in the following format, with subsequent pages describing the intent of each component in greater detail.

Recommendation	Project Lead	Estimated Timing	Estimated Costs	Potential Capital Funding Sources
Recommendation Number and Text	Municipal Department or Division	Short, Medium or Long-Term	Capital Estimates and Operating Implications, where applicable	Funding Source, where applicable

i) Project Lead

Identifies the lead responsible (e.g., Department, Division, Library, etc.) for leading and overseeing implementation of the recommendation, noting that certain recommendations will require inter-departmental coordination to ensure effective outcomes. Identified Project Leads for recommendations are subject to change as the City and Library sees fit depending on municipal resources, workloads, changes in departmental or divisional mandates, etc.

ii) Estimated Timing

Timing is often, but not always, synonymous with priority – the sooner the recommendation should be implemented, the higher the priority. The timing of recommendations are organized into the following categories:

- Short-Term (2015 to 2020)
- Medium-Term (2021 to 2025)
- Long-Term (2026 to 2031)

Attention to medium and long-term recommendations is generally required when short term actions have been initiated/completed or when suitable partners have been identified for funding. Timing, however, is also contingent upon a number of other factors and should be revisited annually prior to the City's and Library's capital and operating budget development exercises. In addition to funding availability, factors that might change timing or priority from year to year may include:

- capital lifecycle and considerations of safety;
- legislation and mandated requirements;
- changes to service standards;
- public input and community interests;
- emerging trends and changes in usage;
- participation of partners; and
- socio-demographic changes and growth forecasts, including attaining the population thresholds as assumed in this document.

iii) Estimated Capital Costs of Implementation

Section 8.5 provides a detailed account of capital implications associated with the P.R.L.C. Assessment, supporting this component of the Implementation Schedule.

iv) Estimated Capital Costs of Implementation

Section 8.5 provides a listing of potential funding sources that can be used to fund the cost of implementing the P.R.L.C. Assessment's recommendations (note: it is not intended to be an exhaustive list).

8.10 Implementation Schedule

Parks Implementation Plan

Table 43: Implementation Plan for the Parks Provisioning Policy Framework

Recommendation	Project Lead	Estimated Timing	Estimated Costs	Potential Capital Funding Sources
<p>P1. At the time of the next Official Plan Review, revise the parkland classification contained in Section 2.6.2.2 to add Urban Parkette (or similar terminology) to denote open spaces primarily in areas of infill and intensification where achieving the Official Plan’s minimum size for Neighbourhood Park is not possible. Also to be added is a Linear Park typology to define areas used as connecting links between other forms of parkland or major community destinations.</p>	<p>Planning Services</p>	<p>During next O.P. Review</p>	<p>Staff Time</p>	<p>Not applicable</p>
<p>P2. Undertake a review of the City’s park design guidelines, as well as through plans of subdivision, as they pertain to the integration of vehicular parking lots within Neighbourhood Parks in order to balance the provision of useable green space with any parking-related impacts on surrounding residential areas.</p>	<p>Planning Services</p>	<p>2015-2020</p>	<p>Staff Time</p>	<p>Not applicable</p>

Facilities that Inspire an Active and Creative Community

Recommendation	Project Lead	Estimated Timing	Estimated Costs	Potential Capital Funding Sources
P3. At the time of the next Official Plan Review, revise the parkland classification system contained in Section 2.6.2.2 to target a level of service of 1.5 hectares per 1,000 population for Neighbourhood Parks /Urban Parkettes (combined), 0.5 hectares per 1,000 population for Community Parks, and 1.0 hectares per 1,000 population for City/Regional Parks (combined), thereby targeting an overall parkland provision level of 3.0 hectares per 1,000 population.	Planning Services	During next O.P. Review	Staff Time	Not applicable
P4. Supplement parkland acquisition policies prescribed in Section 2.6.3.1 of the Oshawa Official Plan with other appropriate means of acquisition, particularly with an emphasis towards securing suitably sized and quality tableland parcels oriented to active recreational and cultural uses.	Planning Services	2015-2020	To be determined through annual capital budgeting	To be determined
P5. Based upon the parkland service levels proposed in Recommendation P3, Oshawa will require an additional 106 hectares of parkland upon reaching a population of 197,000.	Planning Services	Ongoing to 2031	To be determined through annual capital budgeting	To be determined

Facilities that Inspire an Active and Creative Community

Recommendation	Project Lead	Estimated Timing	Estimated Costs	Potential Capital Funding Sources
<p>P6. Of the total parkland requirement articulated in Recommendation P5, a minimum of 86 hectares are required in the form of developable tablelands capable of accommodating active recreational and cultural facilities.</p>	<p>Parks Operations and Planning Services</p>	<p>Ongoing to 2031</p>	<p>To be determined through annual capital budgeting</p>	<p>To be determined</p>
<p>P7. Subject to any required community consultations and/or refinements to the Draft Preferred Concept of the Waterfront Master Plan, implement the directions of that Master Plan as appropriate as it pertains to its six precincts.</p>	<p>Parks Operations and Planning Services</p>	<p>Ongoing to 2031</p>	<p>To be determined through ongoing implementation of the Waterfront Master Plan</p>	<p>To be determined</p>
<p>P8. Through Recommendation P7, proceed with the City of Oshawa Waterfront Master Plan (once finalized) draft preferred option regarding Lakefront West Park including exploring the feasibility of integrating additional sports fields (potentially a minimum of two ball diamonds and one rectangular field as per Recommendations R22 and R28) in the parcel of land southwest of Phillip Murray Avenue and Stevenson Road, and rejuvenating the existing concession and change room pavilion.</p>	<p>Parks Operations and Planning Services</p>	<p>2015-2020</p>	<p>To be determined through ongoing implementation of the Waterfront Master Plan</p>	<p>To be determined</p>

Facilities that Inspire an Active and Creative Community

Recommendation	Project Lead	Estimated Timing	Estimated Costs	Potential Capital Funding Sources
<p>P9. Through Recommendation P7, proceed with the City of Oshawa Waterfront Master Plan (2011) direction to “Prepare Master Plan for Lakeview Park and Lakewoods Park and prepare an implementation strategy.” This initiative should be undertaken concurrently with a Master Plan and visioning exercise for the Oshawa Harbour given the inherent synergies between these waterfront park parcels.</p>	<p>Parks Operations and Planning Services</p>	<p>2015-2020</p>	<p>To be determined through ongoing implementation of the Waterfront Master Plan</p>	<p>To be determined</p>
<p>P10. Reinforce the importance of Second Marsh and McLaughlin Bay Wildlife Area through continued commitments to conservation and partnerships with organizations such as (but not limited to) the Central Lake Ontario Conservation Authority, Friends of Second Marsh and Ducks Unlimited to assist with physical, functional and program-related improvements.</p>	<p>Parks Operations</p>	<p>Ongoing to 2031</p>	<p>Staff Time and project-specific</p>	<p>Not applicable</p>
<p>P11. In consultation with residents, volunteers and local horticultural organizations, determine the suitability of existing and future City of Oshawa parks in which to integrate additional community gardens on a case-by-case basis. Provision of these gardens should largely be contingent upon community volunteers contributing resources to their management, upkeep and general operation based on the City’s current Policies and Procedures.</p>	<p>Parks Operations</p>	<p>Ongoing to 2031</p>	<p>Staff Time and project-specific</p>	<p>Not applicable</p>

Facilities that Inspire an Active and Creative Community

Recommendation	Project Lead	Estimated Timing	Estimated Costs	Potential Capital Funding Sources
P12. Continue to implement the Oshawa Valley Botanical Garden Master Plan, although adjusting key priorities as necessary in order to further objectives of the P.R.L.C. Assessment and other municipal initiatives. Such efforts include, but are not limited to, aligning with downtown revitalization initiatives, exploring potential synergies within the envisaged 'Cultural Campus' (see Recommendation C1), and complementing future use/re-use(s) ultimately determined for Children's Arena and the Parkwood Estate.	Parks Operations	Ongoing to 2031	To be determined through ongoing implementation of the O.V.B.G. Master Plan	To be determined
P13. Prepare an inter-departmental business plan to align corporate objectives and define resource requirements associated with current and future integration of horticultural displays on municipal lands.	Parks Operations & Recreation and Culture Services	2015-2020	Staff Time	Not applicable
P14. Secure a second off-leash park to balance geographic distribution, provided that the City's partnership-based operating model is maintained through an agreement with a third party such as ODAWG.	Parks Operations	2015-2020	To be determined based on chosen site and design	To be determined

Facilities that Inspire an Active and Creative Community

Recommendation	Project Lead	Estimated Timing	Estimated Costs	Potential Capital Funding Sources
P15. Undertake an ecological study and/or management plan for Harmony Valley Park to determine whether the existing off-leash area can be expanded without adversely compromising the ecological integrity of the park, and that sufficient vehicular parking can be accommodated to support any capacity added through expansion.	Parks Operations	2021-2025	Staff Time	Not applicable
P16. Augment the system of trails and pathways by implementing the Active Transportation Master Plan and developing a Trails and Pathways Renewal Strategy, the latter which prioritizes resurfacing and other required remediation activities according to short, medium and long-term priorities.	Parks Operations	2015-2020	Staff Time and as determined through ongoing implementation of the A.T.M.P.	To be determined

Parks Cost Summary	
Sub-Total Capital Costs – 2015 to 2020	To be determined
Sub-Total Capital Costs – 2021 to 2025	To be determined
Sub-Total Capital Costs – 2026 to 2031	To be determined
Total Estimated Capital Cost of Implementation	To be determined

Facilities that Inspire an Active and Creative Community

Recreation Facilities Implementation Plan

Table 44: Implementation Plan for the Recreation Facility Provisioning Policy Framework

Recommendation	Project Lead	Estimated Timing	Estimated Costs	Potential Capital Funding Sources
R1. Target an arena supply of 7 ice pads plus the G.M. Centre and Campus Ice Centre ice pads.	Recreation and Culture Services	Ongoing to 2031	As determined through annual budgeting	Tax Base
R2. Arena usage and financial performance should continue to be monitored on an annual basis in relation to population growth, particularly with respect to the number of children and youth in the City. A particular focus will need to be placed on how the arenas respond to any adjustments to the supply of ice pads in the short-term.	Recreation and Culture Services	Ongoing to 2031	Staff Time	Not applicable
R3. After five years has elapsed, the City should review its arena provision strategy to confirm whether the 7 Category 1 ice pads and 4 Category 2 ice pads remains the appropriate long term provision target.	Recreation and Culture Services	2020	Staff Time or Consulting Fees (\$50,000) if independent verification required	Not applicable

Facilities that Inspire an Active and Creative Community

Recommendation	Project Lead	Estimated Timing	Estimated Costs	Potential Capital Funding Sources
R4. Engage the Oshawa Central Council of Neighbourhood Associations (O.C.C.N.A.) and any other interested residents to explore whether interest exists in establishing a community rink volunteer program whereby residents are responsible for ongoing maintenance and supervision of outdoor natural ice rinks to serve individual communities within Oshawa.	Recreation and Culture Services	2015-2020	Staff Time	Not applicable
R5. Continue City practice of draining stormwater management facilities prior to the winter for the purposes of ensuring resident safety.	Parks Operations	Ongoing to 2031	Not applicable	Not applicable
R6. Construct a new multi-use community centre containing an indoor aquatics facility, pending confirmation through a feasibility study and business plan that is initiated in advance at the time Oshawa reaches a minimum population of 185,000 persons.	Recreation and Culture Services	2021-2025	\$33,000,000 (excludes cost of the branch library which is assigned under Recommendation L3)	Development Charges Rental Surcharge Fundraising Sponsorship Tax Base

Facilities that Inspire an Active and Creative Community

Recommendation	Project Lead	Estimated Timing	Estimated Costs	Potential Capital Funding Sources
<p>R7. Operate the Camp Samac Outdoor Pool, with capital investments relegated to basic health and safety improvements, until the time at which a new indoor aquatic centre opens to the public (see Recommendation R6). However, should major capital contributions be required to remediate structural and mechanical components of the Camp Samac Outdoor Pool, such investments should only be done if a long-term lease and/or joint funding agreement can be secured with Scouts Canada.</p>	Recreation and Culture Services	2015-2025	To be determined	User/Program Fees Tax Base
<p>R8. Initiate a community consultation exercise with area residents to determine the feasibility of repurposing Rotary Pool to a major splash pad (potentially tying into the Oshawa Valley Botanical Gardens Master Plan concept), or whether to undertake the requisite capital lifecycle renewal activities for Rotary Pool.</p>	Recreation and Culture Services	2015-2020	Staff Time	Not applicable
<p>R9. Undertake a business plan, economic analysis and architectural concept in the event that Rotary Pool is retained as an outdoor swimming venue (see Recommendation R8) in order to explore the feasibility of reconfiguring the pool to accommodate greater programming potential and waterplay elements to create a destination-type pool.</p>	Recreation and Culture Services	2015-2020	Consulting and Design Fees (\$25,000)	Tax Base

Facilities that Inspire an Active and Creative Community

Recommendation	Project Lead	Estimated Timing	Estimated Costs	Potential Capital Funding Sources
R10. Construct one new major splash pad after the population reaches 185,000.	Recreation and Culture Services	2026-2031	\$350,000	Development Charges Tax Base
R11. Upgrade the Lakeview Park splash pad to a major splash pad provided this complements the vision associated with the Master Plan proposed for the park (also see Recommendation P9).	Recreation and Culture Services	To be determined	\$250,000	Tax Base
R12. Upgrade all splash pads to a minimum design standard reflective of a minor splash pad template (major splash pads should continue to be provided in key destination areas).	Recreation and Culture Services	2015-2025	\$225,000 (3 @ \$75,000)	Tax Base Fundraising
R13. Construction of new gymnasiums should only be considered at the time of new multi-use community centre construction, pending confirmation through the feasibility study and business plan (also refer to Recommendation R6).	Recreation and Culture Services	2021-2025	Refer to Recommendation R6	Refer to Recommendation R6

Facilities that Inspire an Active and Creative Community

Recommendation	Project Lead	Estimated Timing	Estimated Costs	Potential Capital Funding Sources
R14. Construction of a new fitness centre, aerobics studio and/or indoor walking track should be considered at the time of new multi-use community centre construction, pending confirmation through the feasibility study and business plan that is to be initiated at the time Oshawa reaches a minimum population of 185,000 persons (also refer to Recommendation R6).	Recreation and Culture Services	2021-2025	Refer to Recommendation R6	Refer to Recommendation R6
R15. Resurface the existing internal pathway at Brick Valley Park that connects the outdoor fitness equipment, as the pathway is exhibiting signs of deterioration that may deter use of the fitness circuit.	Parks Operations	2015-2020	To be determined	Tax Base
R16. Select one new or redeveloped park in which to integrate a fitness circuit containing outdoor fitness equipment.	Parks Operations and Recreation and Culture Services	2021-2025	\$40,000	Development Charges Fundraising Sponsorship Tax Base
R17. A new youth centre should be considered at the time of new multi-use community centre construction, using an integrated model in remaining consistent with the City's current practices.	Recreation and Culture Services	2021-2025	Refer to Recommendation R6	Refer to Recommendation R6

Facilities that Inspire an Active and Creative Community

Recommendation	Project Lead	Estimated Timing	Estimated Costs	Potential Capital Funding Sources
R18. An expansion to the Legends Centre seniors centre should be undertaken in tandem with the proposed expansion to the Library branch at that facility (also refer to Recommendation L2).	Recreation and Culture Services	2015-2020	\$1,500,000 (excluding contingencies, fees, soft costs, etc.)	Development Charges Fundraising Sponsorship Tax Base
R19. Construction of a new older adult and seniors' centre should be considered at the time of new multi-use community centre construction, contingent upon sound business planning and market research (as advanced in Recommendation R6) that determines the needs of the older adult segment and the ability of a future community centre to accommodate such space.	Recreation and Culture Services	2021-2025	Refer to Recommendation R6	Refer to Recommendation R6
R20. Multi-purpose program and meeting rooms, capable of accommodating suitable municipal programs and community rental opportunities, should be considered at the time of new multi-use community centre construction and/or explored as part of private land development projects in areas of intensification.	Recreation and Culture Services	2021-2025 (community centre) Ongoing for other projects	To be determined	To be determined

Facilities that Inspire an Active and Creative Community

Recommendation	Project Lead	Estimated Timing	Estimated Costs	Potential Capital Funding Sources
R21. Target an effective supply of 68 rectangular fields (unlit capacity equivalents) upon reaching a population of 197,000, thereby requiring an additional 8.0 unlit field equivalents to be constructed.	Planning Services	2015-2020 (2 fields) 2021-2025 (3 fields) 2026-2031 (3 fields)	\$2,050,000 (assumes 3 lit @ \$350,000 per field plus 5 unlit @ \$200,000 per field)	Development Charges Tax Base
R22. One of the rectangular fields proposed in Recommendation R21 should be constructed as a lit multi-use sports field with uprights capable of accommodating field sports beyond soccer.	Parks Operations	2015-2020	Refer to Recommendation R21	Refer to Recommendation R21
R23. Review and revise the Rectangular Field Inventory used for allocation purposes to establish field sizing, goal sizes and classification based on the provincial sport regulations.	Parks Operations and Recreation and Culture Services	2015-2020	Staff Time	Not applicable
R24. Implement a temporary field closure/resting period program for Class A and B fields to accommodate recovery from intensive permitting requirements or major events in a manner that balances revenue with field maintenance costs.	Parks Operations	2015-2020	Not applicable	Not applicable

Facilities that Inspire an Active and Creative Community

Recommendation	Project Lead	Estimated Timing	Estimated Costs	Potential Capital Funding Sources
R25. Continue to implement appropriate strategies pertaining to rectangular fields as identified in the City of Oshawa Sports Field Study in concert with this P.R.L.C. Assessment.	Parks Operations	Ongoing to 2031	To be determined	To be determined
R26. Ongoing monitoring of the Civic Recreation Complex indoor field house, along with market assessments of how private sector indoor turf providers are servicing the adult market, should be required to determine whether additional municipal investments are warranted in the longer term.	Recreation and Culture Services	Ongoing to 2031	Staff Time	Not applicable

Facilities that Inspire an Active and Creative Community

Recommendation	Project Lead	Estimated Timing	Estimated Costs	Potential Capital Funding Sources
<p>R27. In lieu of new diamond construction, undertake selected upgrades pertaining to turf, lighting, play-out dimensions and/or supporting facilities for appropriate diamonds as a means to ensure the supply is responsive to the profile of ball diamond users including converting a minimum of two existing diamonds for use by hardball. Such improvements should be implemented in consultation with Baseball Oshawa, other ball groups, area residents and other stakeholders, where appropriate. Using a similar process, repurpose underutilized or undersized ball diamonds that are no longer deemed to be responsive to the needs of organized ball users including (but not limited to) those at Bathe Park, Brookside Park, Corbett’s Park, Galahad Park, Kingside Park, and Sunnyside Park. Repurposed diamonds could retain a backstop for spontaneous play or be converted into another use that would be better suited to the needs of park users in surrounding areas. Actions undertaken should have regard for appropriate strategies pertaining to ball diamonds as identified in the City of Oshawa Sports Field Study.</p>	<p>Parks Operations and Recreation and Culture Services</p>	<p>Baseball Oshawa Consultation (2015) Conversions to Hardball (2016) Diamond Improvements (2016-2021) Diamond Repurposing (2016-2021)</p>	<p>To be determined based on individual actions ultimately undertaken</p>	<p>To be determined</p>

Facilities that Inspire an Active and Creative Community

Recommendation	Project Lead	Estimated Timing	Estimated Costs	Potential Capital Funding Sources
<p>R28. Prepare a facility fit diagram for the north-east portion of Lakefront Park West in order to determine how many ball diamonds and/or rectangular sports fields (see Recommendation R22 for the latter) can be accommodated in this open space. Pending this outcome as well as confirmation by the proposed Lakeview Park Master Plan, relocate all of the ball diamonds located at Lakeview Park to Lakefront West Park with any outstanding diamonds considered within a future Community Park located in the north (also refer to Recommendations P8 and P9).</p>	<p>Parks Operations</p>	<p>2015-2020</p>	<p>Relocation costs to be determined based on field mix (Assume capital development costs @ \$500,000 per lit diamond and \$300,000 per unlit diamond)</p>	<p>Development Charges (assuming growth-related) Tax Base</p>
<p>R29. Reconfirm the vision and preferred concept for the 1994 Alexandra Park Master Plan Study, in consultation with area residents and local ball organizations, to determine whether to retain, reconfigure or relocate any or all ball diamonds at that site. A similar exercise should be undertaken for Eastview Park in consultation with the Eastview Boys and Girls Club and other stakeholders.</p>	<p>Parks Operations</p>	<p>2015-2020</p>	<p>Staff Time</p>	<p>Not applicable</p>
<p>R30. Conduct necessary capital improvements to Kinsmen Memorial Stadium ranging from addressing accessibility to strategic aesthetic and functional improvements aimed at modernizing the facility and align with downtown revitalization efforts.</p>	<p>Parks Operations</p>	<p>2021-2026</p>	<p>To be determined</p>	<p>User Surcharge Sponsorship Fundraising Tax Base</p>

Facilities that Inspire an Active and Creative Community

Recommendation	Project Lead	Estimated Timing	Estimated Costs	Potential Capital Funding Sources
R31. Construct a total of 15 outdoor tennis courts, distributed in accordance with residential areas achieving population growth and where required to address underserved areas. Provision of new courts, particularly in established residential areas, should be subject to ongoing review by City Staff and community consultations to ensure that the City does not overbuild its outdoor supply.	Parks Operations	2015-2020 (2 courts) 2021-2025 (6 courts) 2026-2031 (7 courts)	\$990,000 (Assumes 4 lit @ \$110,000 per court and 11 unlit @ \$50,000 per court)	Development Charges Tax Base
R32. Remediate tennis courts at Kingside Park within the next five years, while engaging the community surrounding Radio Park and Brookside Park to determine whether to rejuvenate or repurpose their respective tennis courts.	Parks Operations	2015-2020	\$35,000 (Kingside Park only)	Tax Base
R33. Future needs for outdoor pickleball courts should be accommodated within existing tennis courts as per the City's current model.	Parks Operations	2026-2031	Not applicable	Not applicable

Facilities that Inspire an Active and Creative Community

Recommendation	Project Lead	Estimated Timing	Estimated Costs	Potential Capital Funding Sources
<p>R34. Seek ways in which to maximize use of the Civic Recreation Complex indoor courts, including accommodating a greater number of program and rental opportunities during daytimes and weekends. Given the success of the current operating agreement and available capacity at the Civic Recreation Complex, municipal investment in a second indoor tennis facility is not required unless a third party can satisfactorily demonstrate, through its own business plan and feasibility study, such investment is a sound, sustainable, and would not otherwise be detrimental to existing municipal operations.</p>	<p>Recreation and Culture Services</p>	<p>Ongoing to 2031</p>	<p>Not applicable</p>	<p>Not applicable</p>
<p>R35. In the event that additional indoor tennis courts may be rationalized based upon growth in player numbers or displacement from private courts, the ability to include additional tennis courts in the air-supported structure at the Civic Recreation Complex should be considered as an option.</p>	<p>Recreation and Culture Services</p>	<p>Ongoing to 2031</p>	<p>To be determined based on future design concept</p>	<p>Development Charges User Surcharge Sponsorship Fundraising Tax Base</p>

Facilities that Inspire an Active and Creative Community

Recommendation	Project Lead	Estimated Timing	Estimated Costs	Potential Capital Funding Sources
R36. Construct 4 outdoor basketball and/or multi-use courts, distributed in accordance with residential areas achieving population growth and where required to address underserved areas.	Parks Operations	2021-2025 (2 courts) 2026-2031 (2 courts)	\$170,000 (Assumes 2 full courts @ \$50,000 per court and 2 half courts @ \$35,000 per court)	Development Charges Tax Base
R37. Remediate outdoor basketball courts at Lake Vista Park, Mackenzie Park and Mitchell Park within the next five years, while the basketball courts at Connaught Park, Eastview Park, Northview Park and Veterans Tot Lot should be remediated within the next ten years.	Parks Operations	2021-2025 (3 courts) 2026-2031 (4 courts)	\$70,000 (7 courts @ \$10,000 per court)	Tax Base
R38. Explore the feasibility of converting existing asphalt pads into basketball or multi-use courts, or whether to repurpose these facilities altogether to a use that is more responsive to the needs of the surrounding neighbourhood after engaging in consultations with area residents.	Parks Operations	2015-2020	To be determined based on options chosen for each pad	To be determined

Facilities that Inspire an Active and Creative Community

Recommendation	Project Lead	Estimated Timing	Estimated Costs	Potential Capital Funding Sources
<p>R39. Construct one new major skateboard park as the population of youth, between the ages of 10 and 19, reaches 23,000 persons or attaining a minimum total population of 197,000. This facility should be designed in a manner that accommodates the needs of extreme sport enthusiasts beyond the skateboarding community and is preferably co-located with other indoor and/or outdoor youth-focused facilities.</p>	<p>Recreation and Culture Services</p>	<p>2026-2031</p>	<p>\$400,000</p>	<p>Development Charges Fundraising Tax Base</p>
<p>R40. Integrate beginner level “skate zones” or “micro” skateboard parks, containing one or two basic features, into appropriate neighbourhood-serving parks since the major skateboard parks are expected to meet intermediate to advanced level needs over the long term.</p>	<p>Recreation and Culture Services</p>	<p>Ongoing to 2031</p>	<p>Variable depending upon size, scale and materials used</p>	<p>Development Charges Tax Base</p>
<p>R41. Initiate a feasibility study involving community engagement, site selection and design processes to investigate whether a need exists for a BMX/mountain bike park.</p>	<p>Recreation and Culture Services</p>	<p>2015-2020</p>	<p>Staff Time</p>	<p>Not applicable</p>

Facilities that Inspire an Active and Creative Community

Recommendation	Project Lead	Estimated Timing	Estimated Costs	Potential Capital Funding Sources
R42. Undertake a review of the City's playground replacement policy to define the cost and timeframe associated with replacing aging structures in a financially sustainable manner, while considering needed improvements to facilitate safe, inclusive and interactive play.	Parks Operations	2015-2020	Staff Time	Not applicable
R43. Through the playground inspection and renewal process, evaluate opportunities in which to incorporate barrier-free components for persons with disabilities.	Parks Operations	Ongoing to 2031	To be determined based on inspections	To be determined

Recreation Facility Cost Summary	
Sub-Total Capital Costs – 2015 to 2020	\$2,385,000
Sub-Total Capital Costs – 2021 to 2025	\$34,445,000
Sub-Total Capital Costs – 2026 to 2031	\$1,875,000
Total Estimated Capital Cost of Implementation	\$38,705,000

Facilities that Inspire an Active and Creative Community

Library Facilities Implementation Plan

Table 45: Implementation Plan for the Library Facility Provisioning Policy Framework

Recommendation	Project Lead	Estimated Timing	Estimated Costs	Potential Capital Funding Sources
L1. A standard of 0.60 square feet per capita remains appropriate as a long-term target for Oshawa Public Libraries' space needs. Based on a projected population of 197,000 residents in 2031, O.P.L. will require a total of 118,200 square feet of space by this time – an additional 24,200 square feet over current provision levels.	Oshawa Public Libraries	Ongoing to 2031	Not applicable	Not applicable
L2. Expansion of the Legends Centre Branch is recommended in the short-term (i.e., before 2020) in order to address current shortfalls and to serve this growing community. An additional 6,000 square feet would increase the Library's floor space to 16,000 square feet, making this a true community branch capable of serving a young and growing area of the City.	Oshawa Public Libraries	2015-2020	\$3,100,000 (excluding contingencies, fees, soft costs, etc.)	Development Charges Fundraising Sponsorship Tax Base
L3. A new branch should be developed when the City reaches between 185,000 and 197,000 population, in order to address longer-term residential growth in North Oshawa. This library should be approximately 18,000 square feet in size (to allow for a larger program room and makerspace/creative elements) and be co-located with another civic or public use, such as a multi-use community centre or community hub. A facility-specific planning study (as proposed through Recommendation R6 for a future indoor aquatics centre) should be undertaken to confirm the library branch size, location, timing, and partnership options.	Oshawa Public Libraries	2021-2025	\$5,500,000 (Refer to Recommendation R6 - library portion of community centre excluding contingencies, fees, soft costs, etc.)	Refer to Recommendation R6

Facilities that Inspire an Active and Creative Community

Recommendation	Project Lead	Estimated Timing	Estimated Costs	Potential Capital Funding Sources
L4. Together with the City, Oshawa Public Libraries should monitor projected residential growth patterns to enable future planning, including long-term facility development and/or expansion in areas of residential growth.	Oshawa Public Libraries	Ongoing to 2031	Staff Time	Not applicable
L5. Monitor changing demands for quick-serve off-site options, such as kiosks (e.g., at GO Station) and emerging technologies.	Oshawa Public Libraries	Ongoing to 2031	Staff Time	Not applicable
L6. Begin planning for the next phase of the Robert McLaughlin Library Branch's renewal, to occur over the course of the next decade. A focus should be placed on renovating the auditorium, enhancing the children's area, renovating washrooms, adding individual and small group study spaces, ensuring barrier-free access, and making better use of the existing second floor rooftop patio.	Oshawa Public Libraries	2015-2026	To be determined through future design concept	Development Charges (assuming growth-related) Fundraising Sponsorship Tax Base
L7. Pursue expansion of the Legends Centre Branch as articulated in Recommendation L2.	Oshawa Public Libraries	2015-2020	Refer to Recommendation L2	Refer to Recommendation L2

Facilities that Inspire an Active and Creative Community

Recommendation	Project Lead	Estimated Timing	Estimated Costs	Potential Capital Funding Sources
L8. Coordinate with the City to explore the potential for relocating the Jess Hann Branch to a municipally-controlled site (e.g., South Oshawa Community Centre) should the lease not be renewed. The timing of this action is dependent on the current lease arrangement and is subject to further study and public consultation.	Oshawa Public Libraries		To be determined through future design concept if lease is not renewed	Development Charges (assuming growth-related) Fundraising Sponsorship Tax Base

Library Facility Cost Summary	
Sub-Total Capital Costs – 2015 to 2020	\$3,100,000
Sub-Total Capital Costs – 2021 to 2025	\$5,500,000
Sub-Total Capital Costs – 2026 to 2031	To be determined
Total Estimated Capital Cost of Implementation	\$8,600,000

Facilities that Inspire an Active and Creative Community

Cultural Facilities Implementation Plan

Table 46: Implementation Plan for the Cultural Facility Provisioning Policy Framework

Recommendations	Project Lead	Estimated Timing	Estimated Costs	Potential Capital Funding Sources
C1. As part of the ongoing implementation of the Culture Counts Plan, undertake a comprehensive consultation and visioning exercise with local arts, culture and heritage representatives to define how to better position the Arts Resource Centre to be a premier, multi-dimensional hub for the incubation and development of Oshawa’s creative and cultural sector. An alternative location should be considered in the event that it is not feasible to convert the Arts Resource Centre for such use. Based on the outcomes of this exercise, undertake subsequent business planning to explore partnerships that may be secured and understand the potential costs of implementing the vision.	Recreation and Culture Services	2015-2020	Staff Time to consult and prepare business plan	Not applicable
C2. Initiate the recommendation from the Culture Counts Plan to “Explore the long-term need and business case for a new Performing Arts Centre serving Oshawa and the surrounding region, following the completion of the comprehensive inventory of arts, culture and heritage spaces and facilities” to determine if such a facility forms part of the ‘cultural campus’ concept advanced in the P.R.L.C. Assessment.	Recreation and Culture Services	2020	Staff Time or Consulting Fees if independent verification required	Not applicable (if led internally)

Facilities that Inspire an Active and Creative Community

Recommendations	Project Lead	Estimated Timing	Estimated Costs	Potential Capital Funding Sources
C3. Investigate opportunities to build and display the City of Oshawa's public art collection, as well as opportunities to expand exhibition and cultural programming space for other collecting institutions or artists groups, through the provision of multi-use space located within expanded or newly constructed community centres. The intent of such space is to provide exhibition space that acts as a satellite location for municipal and community-based cultural providers in order to expand their audience through greater marketing, awareness and exposure.	Recreation and Culture Services	2015-2020	Staff Time	Not applicable
C4. Through the proposed waterfront master planning process for Lakeview Park (see Recommendation P9), prepare a concept that illustrates how a visitor centre, designed for use by the City of Oshawa and the Oshawa Community Museum, could fit within the site.	Recreation and Culture Services	To be determined	To be determined through ongoing implementation of the Waterfront Master Plan	To be determined
C5. Planning and design processes for park development and renewal projects should consider integration of appropriate cultural infrastructure and amenities that can facilitate a range of structured and spontaneous cultural activities and events.	Recreation and Culture Services	Ongoing to 2031	To be determined based on future design concepts	Sponsorship Fundraising Tax Base

Facilities that Inspire an Active and Creative Community

Recommendations	Project Lead	Estimated Timing	Estimated Costs	Potential Capital Funding Sources
C6. Carry out the necessary capital renewal activities for the Memorial Park Bandshell so that the park continues to be a prominent destination for cultural events and festivals in the Oshawa downtown and effectively addresses the requirements of its users.	Recreation and Culture Services	Ongoing to 2031	According to existing capital forecast	Sponsorship Fundraising Tax Base

Note: cultural facility provision and associated service delivery should be guided by the principles articulated in Culture Counts: Oshawa's Arts, Culture and Heritage Plan.

Culture Facility Cost Summary	
Sub-Total Capital Costs – 2015 to 2020	To be determined
Sub-Total Capital Costs – 2021 to 2025	To be determined
Sub-Total Capital Costs – 2026 to 2031	To be determined
Total Estimated Capital Cost of Implementation	To be determined

Facilities that Inspire an Active and Creative Community

Implementation Strategies Plan

Table 47: Implementation Plan for the Implementation-Related Strategies

Recommendations	Project Lead	Estimated Timing	Estimated Costs	Potential Capital Funding Sources
IS1. Requests for facilities not falling under the spectrum of the City's and/or Library's core service delivery mandate should be investigated on their individual merits after considering a number of criteria including, but not limited to, the City's/Library's role and ability to cost-effectively deliver a needed service, its ability to jointly deliver the service through partnership, and if it has the resources available to deliver the service.	All Departments and Divisions	Ongoing to 2031	To be determined through case-specific analyses	To be determined through case-specific analyses
IS2. Review existing facility allocation practices every five years or as required based on circumstance, with a continued focus on tracking participation of resident and non-resident membership and usage to inform future parks, recreation, library, and culture facility assessments.	Recreation and Culture Services	Ongoing to 2031	Staff Time	Not applicable
IS3. Using criteria identified in the P.R.L.C. Assessment as a guide, establish a partnership framework that can be consistently and transparently applied to evaluate the merits of entering into a partnership agreement with a suitable third party to efficiently improve activity choices to residents in a financially responsible manner.	All Departments and Divisions	2015-2020	Staff Time	Not applicable

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Recommendations	Project Lead	Estimated Timing	Estimated Costs	Potential Capital Funding Sources
<p>IS4. The various Divisions/Units falling within the Community Services Department and Oshawa Public Libraries should jointly identify service gaps and offer a summary of partnership opportunities transparently utilizing the procurement policy.</p>	<p>All Departments and Divisions</p>	<p>Ongoing to 2031</p>	<p>Staff Time</p>	<p>Not applicable</p>
<p>IS5. Building upon the City's and Library's existing efforts and resources devoted to local volunteers, engage volunteer groups in the creation of an updated Volunteer Management Strategy. This Strategy should consider principles of the partnership framework proposed through Recommendation IS3 to confirm whether a volunteer-based approach is in the interest of all parties as well as identify contingency options (e.g. staffing or financial resources) for the City/Library should volunteer participation cease in the future, while also discussing ways in which to bolster volunteer recruitment, retention and recognition efforts.</p>	<p>All Departments and Divisions</p>	<p>2015-2020</p>	<p>Staff Time</p>	<p>Not applicable</p>
<p>IS6. Consider the use of technology in the recruitment, training and recognition of volunteers to increase service delivery.</p>	<p>All Departments and Divisions</p>	<p>Ongoing to 2031</p>	<p>Variable depending upon type(s) of tools</p>	<p>To be determined</p>

Facilities that Inspire an Active and Creative Community

Recommendations	Project Lead	Estimated Timing	Estimated Costs	Potential Capital Funding Sources
IS7. Evaluate potential sites for the proposed multi-use community centre and multi-sports field parks based upon application of a wide range of site selection criteria, including those advanced in the P.R.L.C. Assessment.	Planning Services	2015-2020	Staff Time	Not applicable
IS8. Undertake a review of the City of Oshawa Development Charges Background Study to determine the degree to which growth related parks, recreation and library facility needs identified in the P.R.L.C. Assessment can be funded through development charges and the amount remaining to be funded through other sources.	Planning Services (with input from Community Services and Oshawa Public Libraries)	2015-2020	Staff Time	Not applicable
IS9. Develop a multi-year training and development program to identify and address opportunities relating to delivering effective parks, recreation, library and cultural services to the community. Topics include, but are not limited to, engaging diverse populations, strengthening neighbourhoods, use of technology, and effective collaboration.	All Departments and Divisions	Ongoing to 2031	Staff Time	Not applicable

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Recommendations	Project Lead	Estimated Timing	Estimated Costs	Potential Capital Funding Sources
IS10. In anticipation of population growth and required adjustments to facilities provisioning frameworks, form cross-functional staff teams to explore ways to optimize service delivery processes through periodic reviews of staffing and service standards, customer service practices, use of technology, etc.	All Departments and Divisions	Ongoing to 2031	Staff Time	Not applicable
IS11. Trend tracking and monitoring efforts should be undertaken and applied in the context of the P.R.L.C. Assessment's recommendations to ensure relevancy to future circumstances. Such efforts include, at a minimum, regularly engaging sport facility users, allocating appropriate staff resources to research and data collection tasks, and application of performance measurement metrics.	All Departments and Divisions	Ongoing to 2031	Staff Time	Not applicable
IS12. Regularly communicate with staff in area municipalities (including Whitby and Clarington, at a minimum) to remain apprised of any planned regional facility developments, closures or policy adjustments that have the potential to affect usage occurring within Oshawa's facilities.	All Departments and Divisions	Ongoing to 2031	Staff Time	Not applicable

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Recommendations	Project Lead	Estimated Timing	Estimated Costs	Potential Capital Funding Sources
IS13. Create an inter-departmental team with a mandate to regularly review, maintain and update the City's inventory database of parks, recreation, library and cultural facility assets that can be applied with consistency throughout the municipality.	Recreation and Culture Services and Parks Operations	Ongoing to 2031	Staff Time	Not applicable
IS14. Assign resources specifically dedicated towards monitoring unstructured usage of parks and park facilities including, but not limited to, trails, off-leash areas, hard surface courts and splash pads, as appropriate to inform future facility development decisions.	Parks Operations	Ongoing to 2031	Staff Time	Not applicable
IS15. Building on existing municipal and library processes, develop and implement a more comprehensive performance measurement framework as part of the annual planning and evaluation process. The intent is to determine strengths and opportunities in facility and program operations while providing opportunity to compare year-over-year results and report out annually to Council, the public and stakeholders.	All Departments and Divisions	Ongoing to 2031	Staff Time	Not applicable
IS16. Develop outcome measures over time to quantify, where possible, the return on the investment in parks, recreation, libraries and culture to individuals, respective age cohorts and the community as a whole.	All Departments and Divisions	Ongoing to 2031	Staff Time	Not applicable

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Recommendations	Project Lead	Estimated Timing	Estimated Costs	Potential Capital Funding Sources
IS17. Prepare an update to the P.R.L.C. Assessment every five years.	Recreation and Culture Services	2021-2025	Consulting Fees (\$175,000)	Development Charges Tax Base
IS18. Prepare and publish an annual Progress Report that, at a minimum, articulates progress being made on implementing the P.R.L.C. Assessment and can be shared with City Council and the Oshawa Public Library Board, City and Library Staff, local stakeholders and the general public.	All Departments and Divisions (with assistance from Corporate Communications)	Ongoing to 2031	Staff Time	Not applicable

Implementation Strategy Cost Summary	
Sub-Total Capital Costs – 2015 to 2020	To be determined
Sub-Total Capital Costs – 2021 to 2025	\$175,000
Sub-Total Capital Costs – 2026 to 2031	To be determined
Total Estimated Capital Cost of Implementation	\$175,000

Facilities that Inspire an Active and Creative Community

8.11 Proposed Timeline

