



Town of Whitby

Sports Facility Strategy

June 2015



Monteith ♦ Brown
planning consultants



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June 3, 2015

Prepared by:



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planning consultants

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List of Acronyms

C.P.R.O.S.	Culture, Parks, Recreation and Open Space Strategic Master Plan
C.R.C	Whitby Civic Recreation Complex
G.T.A.	Greater Toronto Area
I.P.S.C.	Iroquois Park Sports Centre
R.R.S.C.	Rossland Road Soccer Complex

Acknowledgments

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Section 1 Introduction

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1.1 The Benefits of Sport

The Canadian Sport Policy, released by the Government of Canada in 2012, states that the provision of high quality, intentionally designed sport programming can contribute to the following broad societal outcomes.

- **Excellence:** Canadians excel in sport to the extent of their abilities, and excellence is embraced as an aspiration worthy of pursuit in all facets of delivery and practice.
- **Enhanced education and skill development:** Canadians gain physical literacy and sport skills that allow them to participate, compete and excel in sport, deriving personal pleasure and pride in their accomplishments, and skills that can be transferred to other fields of practice.
- **Improved health and wellness:** Canadians participate in sport activities in a manner that strengthens their personal development, provides enjoyment and relaxation, reduces stress, improves physical and mental health, physical fitness and general well-being, and enables them to live more productive and rewarding lives.
- **Increased civic pride, engagement and cohesion:** Canadians feel proud, united and connected to their communities through participation in, and hosting of, sport activities, events and major games.
- **Increased economic development and prosperity:** Canadians improve their standard of living and economic well-being through sport; communities benefit from healthier citizens and the reduction of health care costs; and the sport and tourism sectors benefit from legacies of hosting of local, regional, national and international sport events.

The Town of Whitby has a long history of supporting community sport. The Town has invested significant resources into its sport infrastructure and provides world-class recreation experiences to its residents and visitors, while also developing a wide variety of community-level sport facilities (and programming) that serve neighbourhoods throughout Whitby.





1.2 Purpose of the Sports Facility Strategy

A comprehensive strategy is required to guide the planning and management of the Town’s sports facilities towards the year 2031, as Whitby approaches a forecasted population of 193,000 residents. In addition to planning for the growing population (which impacts the capacity of the recreation system to meet needs), it is important to consider other socio-demographic variables that influence utilization of sports facilities such as evolving age structure, incomes, cultural diversity, persons with disabilities, etc. to ensure that local sport infrastructure is optimally positioned to respond to both traditional and emerging preferences for physical activity.

The scope of the Sports Facility Strategy assesses indoor and outdoor sports and recreation facilities such as:

- Arenas, indoor aquatic centres, indoor turf facilities, gymnasias and fitness centres;
- Sports fields including soccer fields, ball diamonds, and multi-use fields;
- Hard surface courts (e.g., tennis and multi-purpose courts) and skateboard parks;
- Lawn-bowling and bocce facilities; and
- Emerging sport and leisure facilities that are congruent with the Town’s mandate and the direction of CPROS Strategic Direction for Facilities #006, including activities that may be accommodated within existing recreational facilities.



1.3 Sports Facility Strategy Organization

The Sports Facility Strategy is organized as follows:

Section 1: Introduction

Describes the Strategy's purpose, methodology, and organization.

Section 2: A Vision for Whitby's Sports Facilities

Provides the strategic framework, including a vision and goal statements, to guide the Strategy.

Section 3: Action Plan for Indoor Sports Facilities

Contains assessments and establishes recommendations for guiding the development of indoor sports facilities in Whitby.

Section 4: Action Plan for Outdoor Sports Facilities

Contains assessments and establishes recommendations for guiding the development of outdoor sports facilities in Whitby.

Section 5: Implementation and Funding Plan

Provides a strategy for implementing the recommendations and their funding implications.

1.4 Methodology

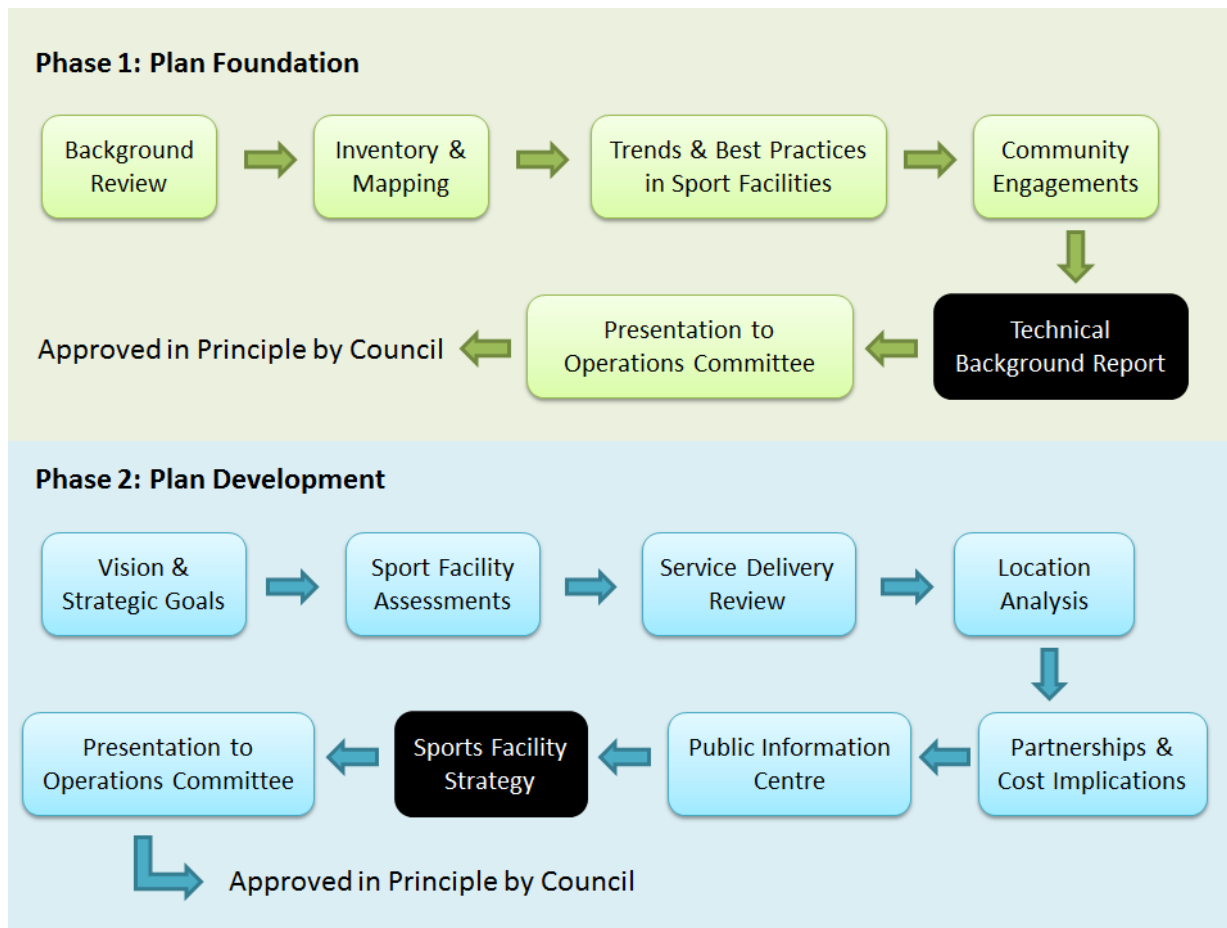
The preparation of the Sports Facility Strategy flows through two distinct phases as depicted in Figure 1. The Strategy's foundational elements were developed based upon comprehensive research and consultation efforts that culminated in a Technical Background Report that was used to support the assessments and development of recommendations carried out in the second phase.

The Sports Facility Strategy was developed with facility service level targets that are built upon local demographics, trends and consultations with the community and municipal representatives. Attaining the service target thresholds (i.e. the market or population based facility standards identified through this document) represent a point of departure for the Town of Whitby to consider further justification and priority of additional investment in certain sports facilities. As such, the Town should consider a number of criteria (e.g. current market conditions, availability of funding, preparation of tertiary land use plans, etc.) in planning the development of new sports facilities. The Sports Facility Strategy also contains a number of facility distribution maps that illustrate service radii. These maps should not be used to construe actual market catchment areas as certain facilities are designed to serve the entire Town (e.g. arenas, pools, major sports fields, etc.); instead, service radii are solely intended to represent a certain drive or walk time to reach facilities in any given area.



In addition, findings from the Sports Facility Strategy may be re-evaluated based upon future planning assessments such as comprehensive reviews or updates of documents such as the Town of Whitby Strategic Plan, Official Plan or population estimates developed by the Town or Region of Durham and the Culture, Parks, Recreation and Open Space Strategic Master Plan (C.P.R.O.S.). An update to C.P.R.O.S. presumably would once again employ a comprehensive consultation programme, and revisit facility needs and service delivery practices in relation to future market conditions. Accordingly, such an update has the potential to refocus approaches contained in the Sports Facility Strategy.

Figure 1: Sports Facility Strategy Planning Process



1.5 Highlights from the Technical Background Report

The Terms of Reference for the Sports Facility Strategy required the preparation of a Technical Background Report that compiles the findings of works prepared through Phase 1. The information contained within the Technical Background Report is used to support the outcomes and recommendations of the Sports Facility Strategy. The Technical Background Report provides detailed information regarding:

- Whitby’s demographics and community profile;

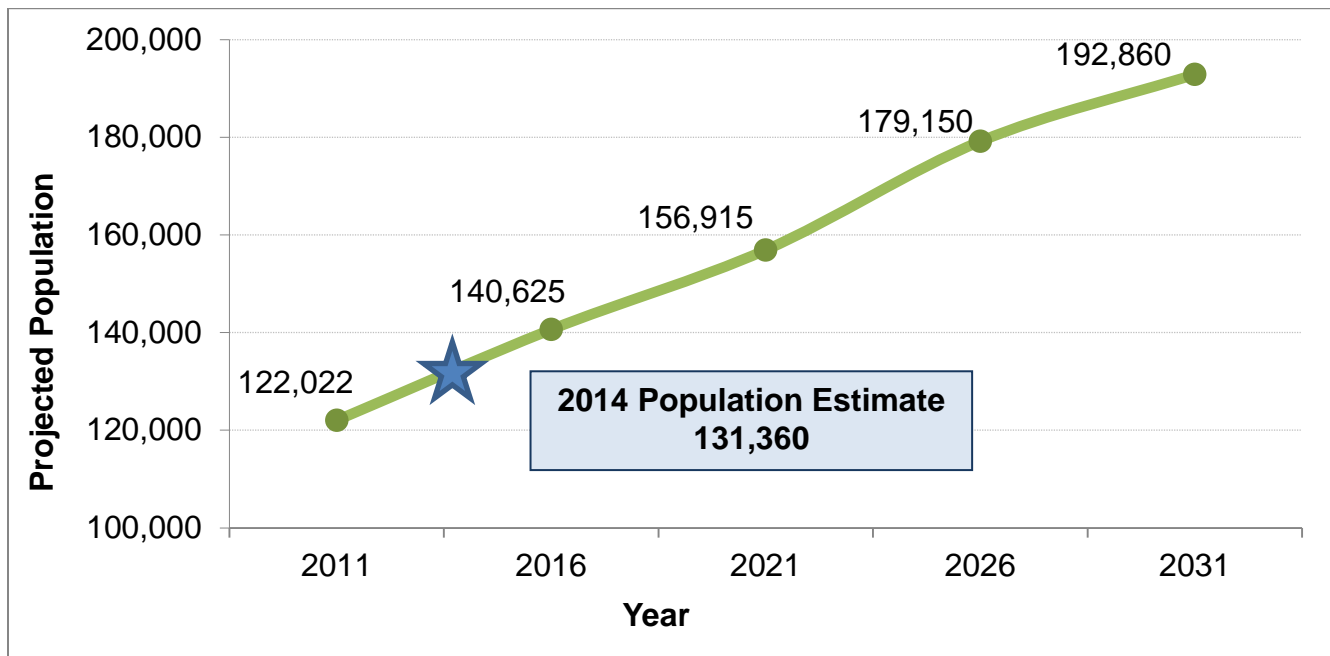
- Trends and best practices pertaining to delivery of sport facilities;
- The number and type of sport facilities operated by the Town of Whitby, sport facilities located in nearby communities, and benchmarking Whitby’s service levels against selected G.T.A. municipalities;
- Information received through the extensive community engagement activities; and
- Existing documents and policies prepared by the Town of Whitby that are relevant or have some implications for the Sports Facility Strategy.

a) Community Profile Highlights

Community demographics form a foundational component of sports facility assessments contained in this document. Population growth can affect the capacity of existing sports facilities to effectively meet needs as the number of facility users often increases with growth in the number of persons living in a community.

Figure 2 illustrates the population projections specific to the Town of Whitby that are applied in the Sports Facility Strategy, including a 2014 base year estimate of 131,360 persons.

Figure 2: Town of Whitby Population Forecasts, 2011-2031



Notes:

1. The chart reflects a blended approach, the methodology to obtain population statistics and estimates may differ.
2. The use of this chart is for estimation purposes only.

Sources: Statistics Canada Census, 2011 (for year 2011); Regional Municipality of Durham, Commissioner’s Report No. 2014-P-16, February 18, 2014 (for year 2014); ROPA 128, 2009 (for years 2016 to 2031)



Furthermore, it is crucial to recognize the demographic characteristics of residents also are a determinant of what facilities are most needed and how the facilities will ultimately be used. For example:

- There are differences in household incomes throughout Whitby that influence the mix of facilities provided as the Town provides capitally intensive facilities that require a greater degree of reliance on user fees (such as arenas) to less expensive facilities such as multi-use courts that are free for use, resulting in a broad range of opportunities that are cognisant of affordability and financial realities.
- Older adults and seniors (55+) represent the fastest growing segment of the population having increased 30% between the 2006 and 2011 Census periods, while the Town's median age increased by nearly two years from 35.8 to 37.6 over that time. Activity preferences among the current generation of older adults are different from the past as many older adults continue to participate in physical activities longer into their lives. The result is that sport facilities will continue to be demanded by a growing number of older adults, including during the prime times.
- Continue to design accessible/barrier-free elements into parks and sport facilities in order to engage a greater number of persons living with disabilities in Whitby. It is expected that the number of persons with disabilities will continue to grow as the population ages, meaning that additional facilities or improvements to existing facilities will be required to keep this market segment engaged in sport.
- The Town is highly cognisant of the needs of residents from diverse cultural or lifestyle backgrounds in determining its facility and program mix. Nearly one in five of Whitby's residents are immigrants and Whitby has attracted some of the highest proportions of new immigrants in Durham Region over the past five years.

The Technical Background Report contains a number of other demographic indicators that may be referred to as needed.

b) Trends and Best Practice Highlights

A number of trends are discussed in the Technical Background Report, briefly summarized as follows:

- There are increasing rates of physical inactivity and obesity largely due to busy lifestyles and competition from sedentary pursuits such as online activities, TV, gaming, etc.
- Growing demands for spontaneous, unstructured opportunities for play which is related to the ability of time-pressed individuals to participate.
- Participation in sport largely remains popular among males, however, there has been an increase in female participation for many activities (hockey and soccer are notable sport-related examples).
- Municipalities are promoting the strengths of their communities through community development models and partnerships to provide a well-coordinated and cost effective facilities and services. Partnerships range in scale and substance such as empowering

a local sport provider to deliver programs over the long term to working with other agencies such as school boards or the YMCA to develop joint-use facilities.

- Sport facilities, while continuing to serve grassroots sport development models, are increasingly being viewed as economic generators. Having quality facilities attracts new residents to communities, while larger investments in sport tourism infrastructure can generate economic spin-offs to the broader community.

Trends specific to individual sports and their respective facilities are also contained in the Technical Background Report and considered through the facility needs assessments.

c) Local and Regional Inventory Highlights

The Town of Whitby owns and operates a broad range of indoor and outdoor recreation facilities. Notable indoor facilities include the Iroquois Park Sports Centre, Whitby Civic Recreation Complex, Brooklin Community Centre and Library, and the McKinney Centre. Notable outdoor recreation areas include the Victoria Park Fields/Gordon Street soccer field complex, the outdoor facilities at Iroquois Park Sports Centre, and a comprehensive supply of neighbourhood and community serving parks that contain many facilities including (but not limited to) sports fields, hard surface courts and skateboard parks. The Town also provides lands upon which facilities operated by third parties are situated including the Abilities Centre and the Rossland Road Soccer Complex.

Area municipalities provide a similar range of services to their own residents that Whitby residents may also use to a certain degree such as the Legends Centre in Oshawa and the Audley Recreation Centre in Ajax. Sports fields in nearby communities are also used by some residents, particularly those registered with regional soccer and ball associations.

d) Consultation Highlights

Community consultation forms a key component of the Sports Facility Strategy as it provides insight to the perceived sports facility needs of the public, stakeholders, and Town Staff. Community consultations for the Sport Facility Strategy are guided by a Communications Plan and Community Engagement Strategy that was approved by the Project Steering Committee. Initial awareness efforts included the creation of an URL webpage link dedicated specifically to the project (www.whitby.ca/SFS) to provide a centralized venue to disseminate project-specific information and relevant links. Posters advertising the project and opportunities to participate were placed in key municipal facilities.

Consultation activities consisted of the following strategies:

- **Public Information Centres** collectively attended by over 100 people (February 27, 2014, January 28, 2015 and February 11, 2015);
- **Web Survey** with 653 self-administered surveys completed (February to March 2014);
- **User Group Survey** with 14 surveys returned (February to March 2014);
- **Stakeholder Focus Groups** attended by 19 representatives of local user groups (March 19 and 25, 2014);



- **Youth Summit** attended by 23 youth (March 19, 2014);
- **Key Informant Interviews** held with Town Staff, local school boards and the Abilities Centre (March 19 and 25, 2014);
- **Presentation of Draft Findings to User Groups, School Boards and Key Partners** (nine meetings between January and February 2015)
- **Town Staff Workshop** attended by 16 staff representing various positions within the Community & Marketing Services and Public Works Departments (March 19, 2014); and
- **Presentation to the Town of Whitby Operations Committee** (May 26, 2014).

The community consultation process resulted in a number of suggestions that were assessed in tandem with other research and best practices to assist in developing the strategic framework and recommendations. Some of the primary themes emerging from the consultations included:

- General satisfaction with the location, number, quality and maintenance for many indoor and outdoor sport facilities.
- The need for facilities and services to keep pace with Whitby's growth.
- Facilities should be distributed equitably across Whitby and conveniently located near major roads, transit routes, and trails.
- Requests for a multi-use community centre in Brooklin.
- A new indoor aquatic centre is desired either in the north or a more central location of the Town.
- Build upon partnerships with other municipalities, school boards, and community organizations to develop and deliver facilities and programs.
- Facilities should be welcoming and inclusive to persons of all ages, abilities and cultural backgrounds.
- Ensure a range of affordable opportunities with fee assistance options to reduce the income barrier to physical activity.
- Recognize the many emerging sports that are growing in demand (e.g. Pickleball, cricket, rugby).
- Less established user groups suggest they would benefit from more flexible scheduling/allocation policies and multi-use facilities to grow their sports.

Section 2

A Vision for Whitby's Sports Facilities

A large, modern building with a prominent glass facade and a gabled roof, reflecting the sky and surrounding trees. The building is situated behind a stone wall and a flagpole.

Brooklin Community Centre and Library

Town of Whitby

8 Vipond Road



2.1 Vision Statement

Enabling Quality Recreation Opportunities through Sport Facilities

The Vision speaks to enhancing the quality of life for Whitby's residents through the promotion of sport. Provision of innovative and inclusive sports facilities facilitates the delivery of a broad range of needed sport programming, which in turn provides high quality experiences in Whitby. The Town's sports facilities are envisioned to be welcoming destinations where people are bonded by a mutual interest in physical activity and interactions with others in the community.

2.2 Strategic Goals

Encourage Participation in Sport

The intent of Whitby's sport facilities is primarily to maximize the number of residents participating in sport, thereby facilitating healthy lifestyles through the physical activities and social interactions that are an essential part of being a vibrant community.

Engage Sport Organizations and Sport Enthusiasts

Achieving a well-balanced and sustainable sport facility system requires regular dialogue with residents who already use the facilities, those who wish to participate more frequently in sport, and those interested in experiencing sport in general. The ideas and opinions of local sports organizations and residents are important to the Town so that it can provide facilities that respond to Whitby-specific needs.

Maintain a Fiscally Sustainable System of Sport Facilities

Investment in sports infrastructure requires a significant commitment from both users and non-users of facilities. The Town strives to provide a sustainable mix of facilities that enhances our quality of life while balancing financial requirements of maintaining the necessary sport infrastructure through use of partnerships, development charges, user fees, sponsorships, tax base funding and other innovative financial tools to ensure sport facilities are available to a broad range of residents.

In being financially sustainable, the Town of Whitby cannot be expected to provide sports facilities for all types of users or sports enthusiasts, amateurs or elite athletes. For some residents, these experiences may have to be provided by the private sector and/or outside of the municipality.

A Demonstrated Commitment to Equity and Inclusivity in Sport

The Town of Whitby is committed to providing sport facilities that minimize barriers that may be faced by persons with disabilities, individuals from diverse cultural backgrounds or lifestyles, lower-income households, youth and older adults, and other under-represented populations. The intent is to provide a range of choices for those wishing to access quality sport experiences in Whitby.

Strive to Provide High Quality Community Sport Facilities

The Town will build upon Whitby's longstanding commitment to providing high quality facilities that enable sports organizations to flourish at the grassroots level and embrace the sport for life philosophy. Whitby's sport facilities shall strive for quality in all aspects of the facility experience, ranging from design to management and operations.

Strategic Goals support the Vision Statement by guiding the Sports Facility Strategy's recommendations. The Strategic Goals should not be viewed in isolation or as having greater priority over one another, but instead should be read holistically as their interrelated nature may influence individual recommendations in a variety of ways.

2.3 Alignment with Other Guiding Documents

The Sports Facility Strategy's strategic framework is intended to align with a number of documents guiding the Town. Notably, the Sports Facility Strategy is prepared in support of the Whitby Community Strategic Plan that provides the overarching framework that guides corporate decision-making. Specifically, the following Strategic Objectives from the Strategic Plan are exemplified through the Sports Facility Strategy:

- Develop a safe and healthy community;
- Promote a prosperous and diversified economy; and
- Improve municipal and community infrastructure.

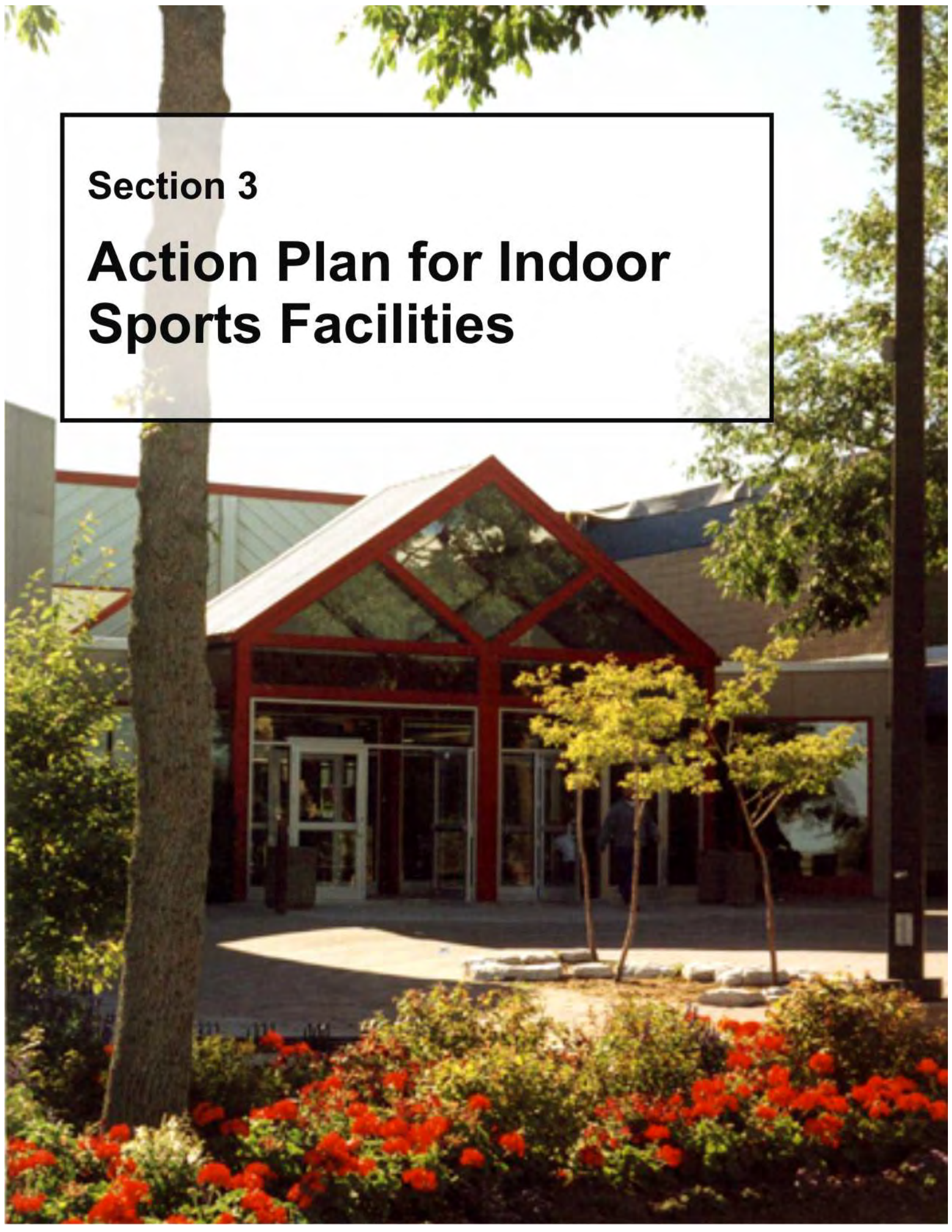
The Sports Facility Strategy also considers Whitby Council's 2014-18 Goals. In particular, Council Goals #3, #4, #7 and #8 best reflect the Sports Facility Strategy's contributions to corporate values.

- #3. To continue the Whitby tradition of responsible financial management and respect for taxpayers; and to understand the importance of affordability to a healthy, balanced community.
- #4. To ensure Whitby is clearly seen by all stakeholders to be business- and investment-friendly and supportive; and to strive to continuously improve the effectiveness and efficiency of service delivery.
- #7. To remain the community of choice for families and become the community of choice for seniors and job creators; and to focus new growth around the principles of strong, walkable and complete neighbourhoods that offer mobility choices.
- #8. To become the destination of choice for visitors from across Durham Region and the Greater Toronto Area; to realize the economic and social potential of our downtowns, waterfront and green spaces in developing local tourism; and to create more things to do and places to enjoy.

The Sports Facility Strategy also considers the Town of Whitby Official Plan, the Culture, Parks, Recreation and Open Space Master Plan, as well as various policies guiding the Community and Marketing Services Department.

Section 3

Action Plan for Indoor Sports Facilities



This Section contains an assessment of the following indoor sport facilities:

- Arenas
- Indoor aquatic centres
- Gymnasiums
- Fitness spaces
- Indoor artificial turf facilities

The assessments are focused upon capital investments required by the Town, summarizing key data that can be referenced in the Technical Background Report. Service delivery practices are considered as part of the assessments and can be specifically referenced within the Implementation and Funding Plan Section that contains recommendations regarding service delivery approaches.

3.1 Arenas

Key Facts	
Arena Locations	Utilization Statistics
Iroquois Park Sports Centre	97% Prime Time Utilization Rate (2015)*
McKinney Centre	98% Prime Time Utilization Rate (2009)*
Luther Vipond Memorial Arena	11,000 Prime Hours Rented (2013)*
Level of Service	11,080 Prime Hours Rented (2009)*
10 Ice Pads	40,300 Recreational Skate Visits (2013)
1 Ice Pad per 13,100 population	30,600 Recreational Skate Visits (2009)
	7, 670 Players Registered in Arena Sports
	* excludes McKinney Centre #3 Rink

The Town of Whitby operates three arena complexes that collectively provide a total of ten ice pads. Iroquois Park Sports Centre (I.P.S.C.) contains six ice pads, the McKinney Centre contains three pads including a dedicated figure skating rink, and the Luther Vipond Memorial Arena houses one ice pad. A number of inputs have been considered as part of the arena assessment, many of which have been articulated in greater detail in the Technical Background Report.

Service Level: Whitby’s level of service is one ice pad per 13,100 population or 767 registered participants. Both of these service level indicators are within a reasonable range found among G.T.A. communities.



Distribution: As shown in Map 1, application of a 2.5 kilometre radius to each arena (roughly equating to a five to ten minute drive), in conjunction with the fact that the three arenas are located in proximity to the Town's major north-south arterial transportation spine, appears to facilitate an excellent degree of geographic accessibility (i.e. the vast majority of Whitby's households can access an arena within a ten minute drive).

Consultation: 40% of web survey sample participated in hockey, 5% participated in figure skating and 2% played ringette during the past year and 59% supported additional investments in the arena supply.

Participation: In Whitby, there were an estimated 8,200 arena users registered in hockey, figure skating and ringette organizations. Approximately 56% of participants are attributable to child and youth serving organizations.

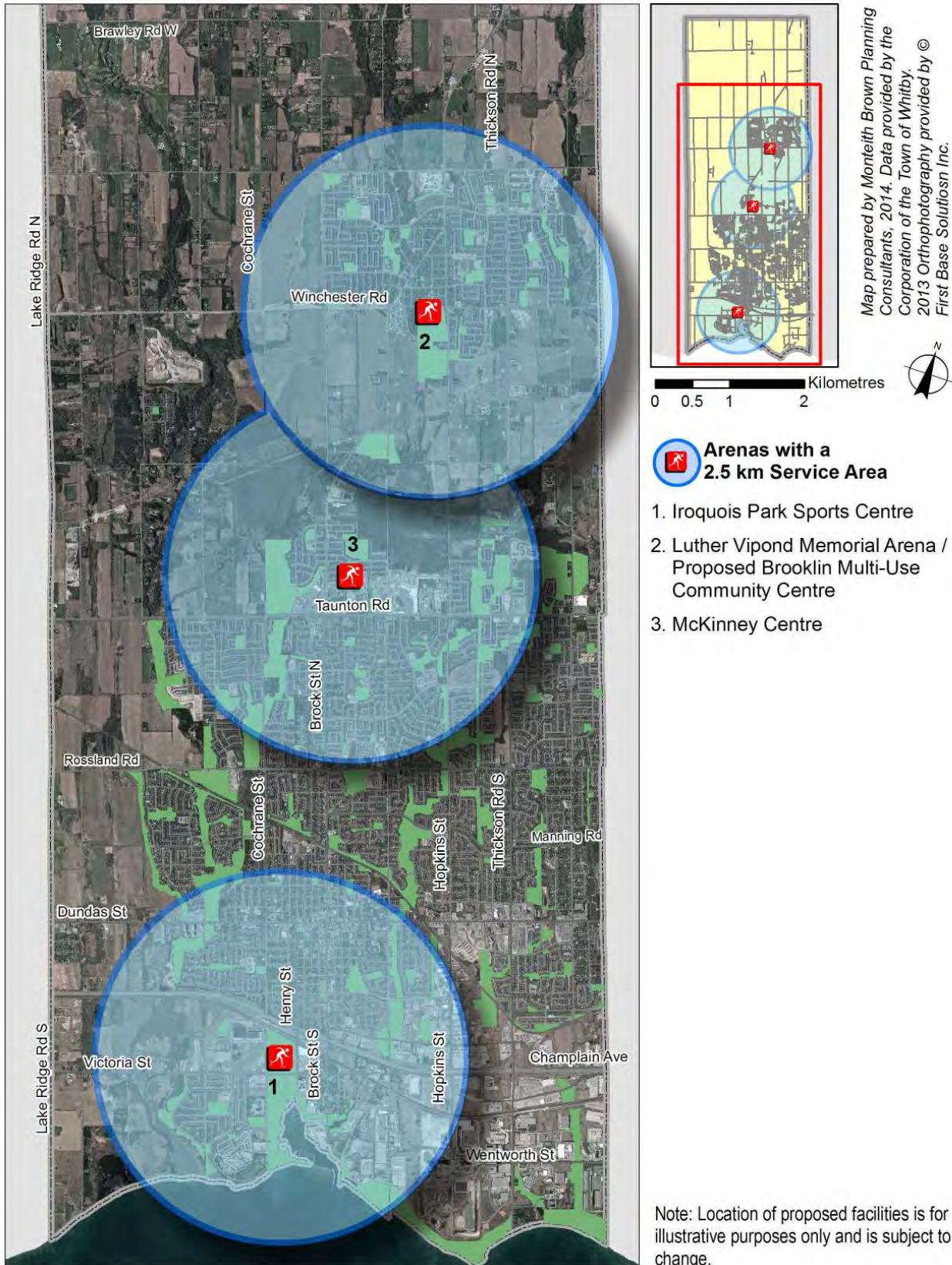
Utilization: Across the G.T.A., many municipalities are experiencing diminishing arena utilization rates largely as a result of declining nation-wide participation trends in hockey and figure skating. Between 2009 and 2013 in Whitby, utilization rates remain fairly strong, ranging between 90% and 93% (or as high as 97% when excluding the McKinney Centre #3 figure skating rink), although the total number of prime time arena rental and program bookings has slightly declined by upwards of 100 hours over that time.

Drop-in recreational skate visits (e.g. for public skating, shinny, etc.) increased by 32% since 2010, largely attributable to considerable growth in the Senior's Shinny program and is generally consistent with trends towards increasing participation in self-directed forms of recreational activity.

All ice pads also operate year-round providing either ice or dry floor rental opportunities. The dry floor is primarily used by lacrosse as well as for camps, events, training and ball hockey.

A market-driven service level target of 1 ice pad per 750 registrants is proposed, reflecting a similar level of service and is a conservative approach in light of aging population trends and overarching national and provincial trends in ice sport participation. In Whitby, there are approximately 6,500 hockey and ringette players plus another 1,700 figure skaters. As will be discussed in subsequent paragraphs, the McKinney Centre's dedicated figure skating rink and the Whitby Figure Skating Club are examined separately from other arena sport users due to the unique nature of the figure skating rink design (there are no boards) and the fact that figure skating can accommodate much larger number of participants per hour on an ice pad relative to other arena sports (as the inclusion of figure skaters would artificially inflate the penetration rate).

Map 1: Distribution of Arenas





Applying the 6,500 hockey and ringette players to Whitby's 2014 population estimate results in a need for just fewer than nine ice pads. The slight surplus is reinforced by prime time utilization figures whereby a modest number of prime hours were not utilized last year (excluding the figure skating rink), partially attributable to 'orphaned' quarter or half hour timeslots that remain in between scheduling blocks.

Table 1: Ice Pad Requirements, 2014-2031

	2014	2021	2031
Estimated Market Size*	6,500	7,000	8,250
Existing Supply for Hockey/Ringette**	9.0	9.0	10.0
Ice Pads Required for Hockey/Ringette* @ 1 Ice Pad per 750 registrants	8.7	9.3	11.0
Surplus (Deficit)	0.3	(0.3)	(1.0)

* excludes figure skating registrations

** excludes the dedicated figure skating rink and illustrates the effect of replacing Luther Vipond Memorial Arena with a new twin pad arena after 2021 due to its antiquated state

The projection methodology estimates 8,250 hockey and ringette users by the year 2031. Based upon the estimated market size, eleven ice pads would be required by the year 2031 to solely meet the needs of hockey and ringette. The estimated participant number results from a slightly lower penetration rate compared to existing levels since it factors market penetration rates specific to children, youth and adult market segments and trends in arena sport participation. This is significant since adults participate in arena sports at a much lower rate (relative to minor users) but will form a much greater share of the market due to anticipated aging trends. This is expected to result in a situation where the percentage of the residents playing arena sports will not grow at the same rate as the population as a whole, a trend that is already being observed in many parts of the country.

With respect to figure skating, the dedicated figure skating rink at the McKinney Centre has available capacity to grow prime time bookings over the foreseeable future (it is the least used pad with a prime time utilization rate of 72%). This rink's surplus capacity provides the Town with flexibility should figure skating numbers rebound or in the event that the Town wishes to accommodate more programming (e.g. public skates, learn to skate, introductory speed-skating, etc.) during prime time. The latter approach would also lessen demand for prime time programming at other arenas and allow them to allocate more time towards rentals.

Together, the above noted approach could result in a total long-term supply of twelve ice pads, eleven of which are anticipated to serve hockey and ringette and the remaining pad to serve figure skating. However, the Town should approach the provision of additional ice pads cautiously to ensure that it does not overbuild its supply in the face of:

- an aging population base and declining ice sport participation trends;
- a modest reduction in hours utilized at Whitby's arenas during prime times in recent years (some of which may be attributable to maintenance or scheduling conflicts);

- the ability of each existing ice pad to accommodate an additional three prime hours per week on average (a system-wide capacity equivalent of approximately one surplus ice pad, when factoring ‘shoulder’ months) for boarded rinks and another seventeen hours per week at the figure skating pad; and
- a service level (one ice pad per 13,100) that is above the benchmark comparator average of one ice pad per 20,000 (as documented in the Technical Background Report).



For these reasons, it is recommended that the Town of Whitby target a long-term supply of eleven ice pads, including the dedicated figure skating rink, with the recognition that one additional ice pad may be required if arena participation and utilization rates revert back to a growth scenario. The strategy recommended to achieve this course of action is as follows:

- 1) Maintain all nine ice pads at Iroquois Park Sports Centre and the McKinney Centre, investing in them as per status quo to maximize their useful life.
- 2) Operate the one ice pad at Luther Vipond Memorial Arena over the next five years (or until a new twin pad is constructed), investing only in basic health and safety maintenance requirements.
- 3) Construct a twin pad arena as part of a new multi-use community centre in Brooklin to achieve the requisite supply.
- 4) Remove the Luther Vipond Memorial Arena from the ice pad inventory, subject to confirmation that the facility/site is a suitable candidate to be repurposed to other uses.

Achieving a long-term supply of eleven ice pads would result in a service level of one ice pad per 17,500 population by 2031, which is slightly below the service level target of one per 15,000 identified in the C.P.R.O.S. Strategic Master Plan.



With respect to the proposed twin pad arena, it should initially be designed in a manner that easily permits a subsequent expansion phase whereby a third ice pad could be constructed in the future if needs. The rationale for designing expansion potential into the proposed twin pad arena is also predicated upon the following factors:

- a) One multi-pad arena complex in Brooklin is preferred over two arena sites located in close proximity to each other due to capital and operating efficiencies gained, and the ability to minimize service and operational cost redundancies through consolidation of use at a single location.
- b) If located at the 10.7 hectare Brooklin Memorial Park, this site poses strategic value with its potential to be developed as a venue for multiple indoor and outdoor recreation facilities (see sports field assessments) in the absence of being able to secure an alternative site for these purposes. Brooklin Memorial Park is also well situated near Baldwin Street/Brock Street, which is Whitby's major north-south "spine" and thus lends itself favourably to a higher intensity use.
- c) The Town anticipates that Luther Vipond Memorial Arena may not last much longer as the ice plant is nearing the end of its useful life. The building, however, is suitable for repurposing and re-use should such an action be deemed appropriate.

As discussed in Section 3.6, timing of facility construction is envisioned to occur in the year 2020 in order to also align with the need for a future indoor aquatic centre (among other things). There is a possibility that the Town's arena system will experience strong pressures for rental opportunities based on projected registrations provided that penetration rates continue to be sustained, albeit at a slightly lower level. However, if the present allocation profile is maintained, then the Town would be able to re-allocate prime times to high priority users defined in its Ice Allocation Policy and could transition lower priority users (e.g. non-residents, pick-up leagues) to shoulder or non-prime hours. As registration numbers are reviewed in the future, the Town will have a better understanding of potential influences on its bookings.

Arena Recommendations

1. **Construct one twin pad arena as part of a new multi-use community centre (also see Recommendation #9). The new twin pad arena should be designed in a manner to readily allow a subsequent expansion phase to provide another ice pad if required in the future.**
2. **Decommission and repurpose the Luther Vipond Memorial Arena upon construction or completion of the proposed twin pad arena.**

3.2 Indoor Aquatic Centres

Key Facts

Indoor Aquatic Centre Locations	Utilization Statistics
Iroquois Park Sports Centre	175,200 Drop-in Swim Hours (2013)
Whitby Civic Recreation Complex	173,250 Drop-in Swim Hours (2012)
Level of Service	78,800 Registered Program Hours (2013)
2 Rectangular Pools (25 metres)	77,150 Registered Program Hours (2012)
2 Teaching/Leisure Pools	
1 Aquatic Centre per 65,700 population	55,575 Permitted Hours (2013)
	49,700 Permitted Hours (2012)
	333 Persons on Waiting List (2013)
	268 Persons on Waiting List (2012)

Swimming is a popular activity since it can be pursued by persons spanning a wide range of ages and abilities. The Town of Whitby presently provides two indoor aquatic centres consisting of the Anne Ottenbrite Pool at the Iroquois Park Sports Centre as well as the Whitby Civic Recreation Complex (C.R.C.). Both facilities provide 25 metre rectangular pools which are used for a wide range of activities including competitions and lane swims, instruction, recreational swims, and programs benefitting from the deep end. Both aquatic centres also have separate leisure pools which tend to have warmer water, play elements (the C.R.C. also has an indoor spray pad and leisure slide) and are well suited for lessons for children.

In addition to municipally-operated aquatic centres, pools are also provided by the private sector including through Goodlife Fitness (which also rents its pool to a private company that provides lessons to the public), L.A. Fitness (member access only), and Trafalgar Private School (no public access).

Service Level: Whitby's level of service is one municipal indoor aquatic centre per 65,700 population, which is on the lower end of the benchmark spectrum where service levels generally range from 1:25,000 to 1:50,000. That being said, the quality of Whitby's aquatic facilities and bather load is greater than most traditional aquatic centre templates found in other communities since the Town operates multiple pools within its facilities (some aquatic centres in other municipalities contain only one pool per facility).

Distribution: As shown in Map 2, application of a 2.5 kilometre radius (roughly equating to a five to ten minute drive) illustrates excellent geographic distribution south of Taunton Road. A gap is shown north of Taunton, though many



residents living in Brooklin would still be able to access the C.R.C. pool in approximately ten minutes.

Consultation: 70% of the web survey sample participated in swimming during the past year, with 44% visiting the C.R.C. pool and 29% using the Anne Ottenbrite Pool – 78% supported additional investments in indoor aquatic centres.

Utilization: Both drop-in and registered swims declined slightly between 2012 and 2013 (2011 statistics are not applicable as the Anne Ottenbrite Pool was closed for a portion of the year) despite increases in the number of operating hours allocated to these activities.

Discussions with Town staff indicate that Whitby's two existing indoor aquatic centres appear to be in sound condition due to the ongoing maintenance efforts and investments. Most recently, the Anne Ottenbrite Pool was the beneficiary of funding that resulted in significant updates being undertaken, including accessibility enhancements. By continuing to reinvest appropriately in its indoor aquatic centres, the Town will maximize their useful lives.

The C.P.R.O.S. Strategic Master Plan recommended that a third indoor aquatic centre be developed once Whitby reaches a population of 150,000. The Sports Facility Strategy concurs that an additional indoor aquatic centre is justified on the basis that:

- Participation in registered and drop-in swims have remained stable though there may be certain capacity constraints as evidenced by growth in waiting lists and with the anticipated population growth associated with West Whitby and Brooklin, demand for programs is anticipated particularly for children, youth and family swims.
- Map 2 illustrates a service area gap north of Taunton Road. The anticipated community profile in these areas (likely many households with children) is conducive to aquatics.
- The ability of a new aquatics centre to meet family and younger age programs may in turn alleviate pressures at the existing pools to facilitate a broader range of programs specific to market characteristics of their established neighbourhoods such as older adult specific aquatic programming, increased aquatic fitness opportunities to complement the Civic Recreation Centre's fitness experience, etc.
- A third indoor aquatic centre would result in a service level more closely aligned with benchmarked G.T.A. municipalities. In fact, construction of a third multi-tank facility could be considered on par with municipalities providing traditional facilities in the range of one per 43,000 population by the year 2031, as Whitby's aquatic centres generally function at the equivalent of 1.5 traditional aquatic centres (after considering the number of pools and the greater than aWhitby's population is expected to reach the 150,000 threshold within the next five years, likely around the year 2019. It is around this time that the Town is also expected to be faced with pressures for additional arena capacity. It is recommended that the twin pad arena and aquatics centre be developed as part of a multi-use community centre. Assuming this facility is built with multiple pools (i.e. a minimum of two pool tanks, as per the Town's current design template), this level of provision is deemed to be sufficient to the year 2031 as there would be at least six pools distributed across the Town.

It is recommended that the third indoor aquatic centre be developed in the Brooklin community in order to balance geographic distribution and remain consistent with providing major indoor sports facilities in proximity to Whitby's transportation "spine" along the Brock Street/Baldwin Street corridor. The aquatic centre should be designed to a slightly larger design specification (i.e. containing a standard rectangular tank and a larger leisure tank) than the Anne Ottenbrite Pool and the C.R.C. recognizing that a Brooklin aquatic centre will be accommodating a potentially higher bather load associated with the size of its market catchment area. A larger pool in Brooklin will also likely minimize the need for the Town to construct a fourth aquatic centre for the foreseeable future, something that is critical due to increasing land scarcity that may pose challenges to large-scale facility development.

The Town's standard rectangular tank is a 25 metre, six lane template with a deep end. This is deemed to be sufficient to meet the long-term needs of the community, though additional lanes may be considered (e.g. eight to ten lanes) if the Town accepts greater operating costs for the benefit of making the new pool more appealing to competitions, aquatic sport development, and possibly added flexibility for programming/rentals. Recognizing that some desires were expressed during the community engagement process for a 50 metre elite-level competition tank, the following is a brief rationalization as to why a 25 metre tank continues to be supported through the Sports Facility Strategy.

In many municipalities across the G.T.A., the question of whether to build a 25 metre or a 50 metre pool is often asked. Notably, the municipalities of Milton, Oakville, and Mississauga have been collaboratively exploring the feasibility of a 50 metre pool through various studies conducted over the past five years. They concluded there was insufficient community benefit to be derived from the 50 metre pool concept to justify the significant capital cost and operating expense associated with the facility, even when serving their collective population of over one million residents. Various business plans prepared by these communities have suggested that the annual net cost of operating a 50 metre pool facility ranges from \$730,000 per year to \$2.7 million per year. Even using the lower figure suggests that the annual expenditure would be over three times the amount required to operate a standard 25 metre tank with a deep end. Not only has the substantial cost of building and operating 50 metre pool facilities been a factor, but the construction of three new Olympic-sized pools in Markham and Toronto for the Pan Am Games (that received considerable funding from senior levels government) has further saturated the competitive swim meet market by doubling the G.T.A. supply of 50 metre pools. All of these factors challenge the financial viability of a 50 metre tank in Whitby, particularly without the support of regional municipal or other agency partners.

Recommendations

- 3. Construct one indoor aquatic centre as part of a new multi-use community centre (also see Recommendation #9). The new aquatic facility should be designed in a manner to respond to program and drop-in needs for a wide range of ages, interests and abilities. The facility should contain a 25 metre rectangular pool with a minimum of six lanes, a separate leisure pool designed to a larger specification than the existing Town standard, and should also consider the provision of waterplay components.**



Map 2: Distribution of Existing and Proposed Indoor Aquatic Centres



Map prepared by Monteith Brown Planning Consultants, 2014. Data provided by the Corporation of the Town of Whitby. 2013 Orthophotography provided by © First Base Solutions Inc.



-  **Indoor Aquatic Centres with a 2.5 km Service Area**
-  **Proposed Indoor Aquatic Centre with a 2.5 km Service Area**

1. Iroquois Park Sports Centre (Anne Ottenbrite Pool)
2. Whitby Civic Recreation Complex

Note: Location of proposed facilities is for illustrative purposes only and is subject to change.

3.3 Gymnasiums

Key Facts

Municipal Gymnasium Locations

Brooklin Community Centre and Library

Level of Service

1 Gym per 131,360 population

Utilization Statistics

76% Prime Time Utilization Rate (2013)

68% Non-Prime Utilization Rate (2013)

69% Prime Time Utilization Rate (2011)

72% Non-Prime Utilization Rate (2011)

1,630 Prime Hours Rented (2013)

1,630 Non-Prime Hours Rented (2013)

1,610 Prime Hours Rented (2011)

1,850 Non-Prime Hours Rented (2011)

2,564 Registrations in the Town's Pick-up Sports (2013)

1,446 Registrations in the Town's Pick-up Sports (2011)

4,440 Registrations in Community Connection's sport-oriented programs (2013)

4,220 Registrations in Community Connection's sport-oriented programs (2011)

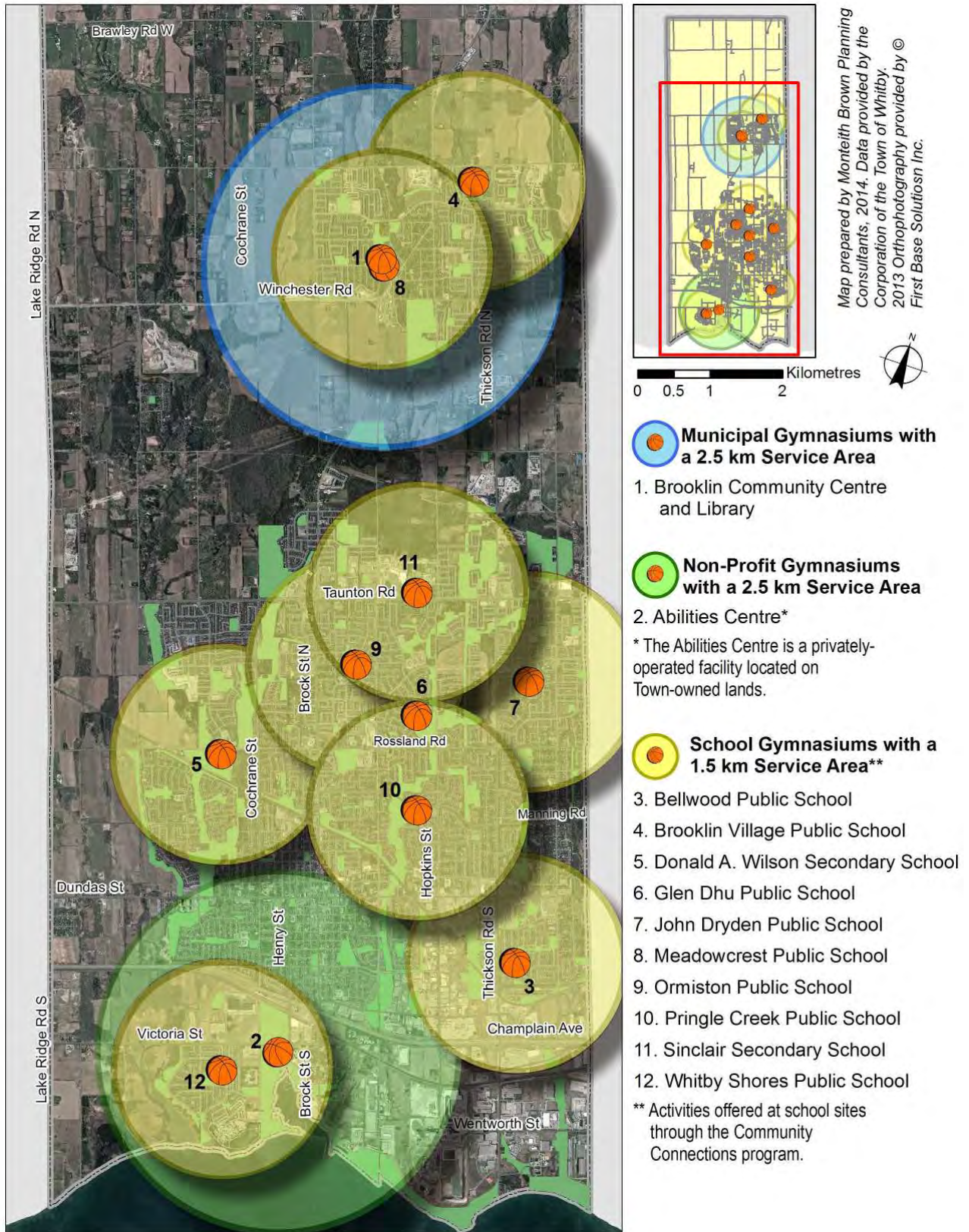
Gymnasiums are flexible spaces for recreation, sport and other community activities. Communities rely upon municipal and non-municipal gyms, to varying degrees, generally constructing them as part of multi-use community centres to broaden the types of programming that can be offered at that location. The Town of Whitby provides one gymnasium at the Brooklin Community Centre and Library that can be divided in half to allow simultaneous programming activities. A non-municipal double gymnasium is also located at the Abilities Centre.

There are single gyms in thirty-two elementary schools, plus another four double gyms and two triple gyms at secondary schools, all of which are accessible through the provincial Community Use of Schools initiative. Ten of these local school gyms are presently accessed by the non-profit Community Connection to deliver convenient and affordable programs to area residents.

Service Level: Whitby's supply translates into one municipal gymnasium for every 131,360 residents. Service levels are generally not directly comparable between municipalities given that some communities may provide fewer gymnasium facilities if they have access to school gymnasiums because of strong relationships, partnerships or joint-use agreements with the local boards of education (as is the case with Whitby).



Map 3: Distribution of Municipal, Non-Profit and Selected School Gyms



- Distribution:** As shown in Map 3, the Town achieves good geographic distribution of gymnasiums when factoring in non-municipal gyms at the Abilities Centre and the local schools presently used by Community Connection.
- Consultation:** Web survey respondents participated in gym-based sports such as basketball (15%), indoor volleyball (12%), badminton (8%) and pickleball (2%) – 31% reported using the Brooklin Community Centre and Library gym and 53% supported additional investments in gymnasiums.
- Input from certain user groups received through group surveys and the focus groups stated it would be ideal if gymnasiums capable of delivering dry-land training could complement other municipal sport facilities, while others indicated that regionally there is a lack of high quality gyms with sufficient playing dimensions and spectator seating capacity. Discussions with the Durham District School Board have suggested that they have capacity at a number of schools though usually available on late Friday evenings (only during the school year – gyms are not available during the summer) while the Durham Catholic District School Board indicates that its local school gyms are fully booked.
- Participation:** The Town’s pickup sports programs delivered at the Brooklin Community Centre and Library have proved to be popular since their inception, growing by over 1,000 participants (65%) since 2011 and aligning with trends towards self-structured participation in sport. Growth has been primarily driven by pickup sports for children, possibly due to the number of young families residing in the area surrounding the community centre.
- Community Connection registrations in sports and physically active programs offered out of school gyms has decreased by over 400 persons since 2010. The decrease is likely due to challenges in accessing affordable school gym times, opportunities offered by other sports organizations and the municipality, and a shift in their service delivery approach to offer more leisure-based programs.
- Utilization:** Over the past three years, about three-quarters of available prime times are booked at the Town’s gymnasium in Brooklin. It is worth recognizing that 100% utilization cannot be expected due to gyms often being programmed in six to eight week program blocks, thus a couple of weeks being between program blocks are often underutilized.
- About 68% of non-prime time is also booked at the Brooklin gym facility which is down from 72% in 2011. The reduction in non-prime hours booked may be a result of a normalizing effect as 2011 reflected the first full year of operation (usage tends to be higher due to community interest in newly built facilities and decreases in subsequent years are common). For both prime and non-prime hours, it is worth noting that it has taken a bit of time for rentals and programs to pick up at the Brooklin gymnasium since it opened in 2010. Additionally, Community Connections and usage of its ten school gymnasiums are not included in the utilization statistics.



Gymnasiums tend to be strategically co-located in multi-use community centre developments as they are flexible spaces through which a range of programs can be delivered. For example, arena and pool users may benefit from the dry-land training space afforded by gyms while cross-programming potential is enhanced if co-locating a gym with a seniors or youth space. They also assist in facilitating the growing demand for drop-in or spontaneous activities (e.g. basketball, volleyball, pickleball, floor hockey, etc.).

Municipalities tend to target gymnasium service levels around 1:35,000 to 1:50,000 population, typically aligning with indoor aquatic centre targets recognizing the economies of scale and cross-programming potential of developing these facilities together. More often, however, an aquatic centre or an arena is considered to be a facility “driver” through which a gymnasium is added for ancillary support and as such a gymnasium does not usually provide the sole impetus for new community centre construction. In addition, proximity and ability to access school gymnasiums also has a significant impact on supply and demand.

Arena and aquatic assessments resulted in a recommendation to construct a new multi-use community centre, proposed later in this Section to be located in Brooklin. While inclusion of a gymnasium could benefit the complete user experience at the multi-use facility, providing a second gym in Brooklin carries a considerable degree of risk as it would likely: create service redundancies with the gym located inside the Brooklin Community Centre and Library; draw usage away from the existing gym thereby reducing its operational sustainability; and result in unbalanced geographic distribution by weighting municipally-operated gyms solely in the north.

With respect to operational responsibility, community-oriented programming is heavily reliant upon the school supply to address needs. This makes them vulnerable to loss of access due to cost, permitted uses, ongoing permitting issues, scheduling and availability (use restricted to 6pm to 10pm on weekdays for the school year), and a host of other challenges pertaining to the provincial Community Use of Schools initiative. This indirectly affects the Town as if community-based program opportunities are lost, the Town may be requested to deliver the programs in lieu. The school boards have not provided any indication that access will be reduced but nonetheless a contingency plan would be in the Town’s best interests should community-based programs become restricted by access/affordability issues in the future.

Presently, it is premature to construct a new gymnasium from a capacity perspective. However, in the future, the Town may wish to consider investing in a second gymnasium should the community require:

- a) a gym designed to a higher level of quality (e.g. size, flooring material, spectator seating, etc.) as compared to gyms available at school gyms; and/or
- b) a venue that the Town maintains operational responsibility in scheduling and pricing, which are two of the key concerns faced by users of school gyms.

In the absence of new multi-use community centre developments beyond the one slated for Brooklin, existing community centres are the only viable options for developing a municipal gym (if deemed to be required in the future). The Whitby Civic Recreation Complex (C.R.C.) and Iroquois Park Sports Centre are the most possible candidates through which integration of a gymnasium(s) should be explored.

The C.R.C. may be suitable for a future gym as it appears to have sufficient space to its east wall to accommodate an expansion if required. Expansion of the facility may be undertaken in tandem with facility renewal initiatives for the C.R.C. as a whole, including lifecycle improvements to the fitness or aquatics areas or through a future modernization exercise. If constructed, the market catchment of a gym at the C.R.C. could encompass that already served by up to five school gyms presently used by Community Connection and in turn makes it a good contingency in the event that the community loses access to multiple school gyms.

Iroquois Park Sports Centre is also a candidate for consideration. Although it is physically attached to the Abilities Centre (by a locked corridor) which contains a high quality gym that is capable of accommodating high quality sporting uses, use of the Abilities Centre gym is restricted to its members. Since it is an objective of the Town to facilitate multi-use and multi-generational experiences at its community centres, exploring the feasibility of integrating a gymnasium, capable of being used for a variety of activities, should also be explored at Iroquois Park Sports Centre.

The preferred strategy is for the Town to continue to engage in shared use agreements with the local school boards when developing new secondary and/or elementary schools in the Secondary Plan areas (i.e. Brooklin and West Whitby). Such agreements would also benefit from having Community Connections, and/or other affiliated service providers, involved in the discussions and continue to target having the ability to permit approximately two-thirds of available capacity for programming. Similarly, the Town may explore bolstering its reciprocal agreement with the Abilities Centre to gain access to its gym (presently, the access agreement only permits older adults to use the indoor track). Opportunities to form partnerships with community-based institutions who have gyms should also be explored, such as churches and other places of religious assembly, social clubs, etc.

Recommendations

- 4. Continue the strategy of engaging in shared-use or reciprocal agreements to access existing and new gymnasiums operated by the Durham District School Board, Durham Catholic District School Board and/or any other appropriate partnering agency in order to meet future gymnasium demands. Partnerships with other community facility providers (e.g. churches, social clubs, etc.) and service providers (e.g. Community Connections) should also be explored to accommodate programming.**
- 5. Explore integration of a gymnasium at the Whitby Civic Recreation Complex and/or Iroquois Park Sports Centre.**



3.4 Fitness Facilities

Key Facts	
Indoor Fitness Space Locations	Utilization Statistics
Whitby Civic Recreation Complex	2,300 Fitness Memberships Sold (2013)
Brooklin Community Centre and Library	2,400 Fitness Memberships Sold (2011)
Outdoor Fitness Space Locations	866 Fit Pass / Fit Plus Memberships (2013)
Baycliffe Park	555 Fit Pass / Fit Plus Memberships (2011)
Kiwanis Heydenshore Park	2,700 Registered Program Users (2013)
Level of Service	2,850 Registered Program Users (2011)
1 Fitness Centre per 131,360 population	

The Whitby Civic Recreation Complex (C.R.C.) is a full service fitness centre providing exercise machines and weight-training equipment. The Brooklin Community Centre and Library contains a multi-purpose room and gym which accommodate floor-based active living and wellness programs.

In addition to the C.R.C., there is a significant private sector fitness presence in Whitby, including a Strength and Conditioning Centre that is leased to a private operator within the Iroquois Park Sports Centre (I.P.S.C.) while the non-profit Abilities Centre also has a full service fitness centre. Other major providers include Goodlife Fitness, Body Boomers, Curves, Snap Fitness and Platinum Fitness. In fact, the private sector appears to be growing its presence in South Durham with major clubs such as L.A. Fitness who opened a 45,000 square foot club in central Whitby that contains an indoor pool and gymnasium to complement its fitness areas. Additionally, a new 125,000 square foot Lifetime Fitness currently being built in south Ajax which will essentially replicate a municipal community centre experience as it will feature indoor and outdoor pools, health club and lifestyle/spa services, double gymnasium, wellness studios, program rooms (including for arts and crafts, children and youth programming), etc.

Service Level: Whitby’s supply translates into one full service fitness facility for every 131,360 residents. Service level comparisons between municipalities is challenging as provision of full service fitness is not a consistent part of the core service mandate among municipalities due to the presence of private sector clubs, different philosophies surrounding competition with the private sector, and the type and quality of fitness services or equipment provided.

Distribution: The C.R.C. is centrally located in Whitby, providing the full service fitness opportunities to most areas of the Town. The Brooklin Community Centre and Library addresses program needs in the north, leaving a slight programming gap in the south as it is understood that fitness programs are not delivered at the I.P.S.C. though it is likely that the Abilities Centre and private sector clubs satisfy a degree of demand in areas not in proximity to municipal facilities.

Consultation: 42% of the web survey sample participated in aerobics, fitness or weight-training over the past year, with 16% reporting use of the C.R.C. fitness centre and 59% supporting additional investments in municipal fitness centres.

Participation: The total number of C.R.C. fitness memberships sold slightly declined since 2011. The only membership segments experiencing growth are seniors (14%), family memberships (5%) and students (4%) which is likely due to their price point relative to the private sector's standard rates.

Of note, the Town's adult fitness membership fee of \$552 annually (\$46 per month) is generally within a competitive range compared to private and non-profit sector providers. Fees for youth, students and seniors are in the \$300 per year range (about \$25 per month) which is also a very competitive rate. The price point alone is not thought to affect participation relative to the private sector as it is likely individuals will choose their desired fitness facility based on factors such as level of amenity, type of equipment, program availability, proximity to work or home, etc. Through cross-programming ability of its indoor pool, the C.R.C. provides drop-in and programmed use of its pool to members that many of the private sector operators do not offer.

Indoor Fitness Spaces

When developing major indoor sport and recreation facilities in the future, the inclusion of active living or wellness studios oriented to floor-based programming (i.e. non-equipment based space) should be considered, a course of action which is consistent with trends in municipal fitness provision and directions contained in the C.P.R.O.S. Strategic Master Plan. Wellness studios provide opportunities to distribute programs throughout the Town and may attract a greater level of use to the facility as a whole. Support for active living and wellness programming has been heard through the community consultations, particularly emphasizing that these needs are growing as the number of older adults continues to grow in Whitby.

Based upon the substantial and growing private sector presence in Whitby, expansion of municipally delivered full-service (i.e. equipment-based) fitness centres beyond the Civic Recreation Complex may be challenging due to competition with the growing number of private sector fitness providers. Accordingly, expanding the supply of municipal full-service fitness sector is not recommended unless the Town makes a conscious philosophical decision to bolster its competitive presence in the marketplace. Private sector fitness clubs tend to have greater flexibility in their operating model than a municipality as it pertains to staffing, ability to regularly replace equipment, and fund capital upgrades to their facilities. For example, the



private sector often has lower staffing costs, and they do not have to go through Council deliberations and annual budget approvals to fund their capital projects thereby allowing them to more quickly respond to emerging trends.

Furthermore, private sector price points appear to be generally comparable with the Town's fitness membership rates and there is evidence of membership attrition at the C.R.C. over the past three years. While the exact cause of 100 fewer municipal fitness memberships since 2011 is not fully understood, it could be due to the fact that residents are benefiting from having a private club located closer to their homes, schools or places of work, contain greater or more desirable amenities at private clubs and the Abilities Centre, or are looking for specialized or niche fitness training services (e.g. sport-specific training, TRX, etc.). Of note, other municipalities within Durham Region are also experiencing decreases in their memberships, likely due to private competition.

Continued operation of the C.R.C. fitness centre is recommended particularly with its focus on providing entry to intermediate-level fitness experiences at fair market price points and an acceptable level of quality. In doing so, the C.R.C. will continue to function as the Town's centralized option for fitness while leveraging the ability of other existing and future community centres to offer active living and wellness programming throughout Whitby. As evidenced by growth in Fit Pass and Fit Plus memberships, the Town is responding well to self-scheduled program demands of which continued growth is envisioned based on similarities with regional and provincial trends.



Indoor Walking & Running Tracks

Many new community centre templates in the G.T.A. (including the non-profit Abilities Centre) are integrating indoor walking tracks that typically encircle an arena, gymnasium or indoor turf field. The tracks tend to be between two and three lanes with a rubberized surface, the length of which is dependent upon design and use intended (e.g. a running track may be 200 metres whereas a track geared only to walking may be smaller). Observations suggest that while many communities with indoor tracks do not view them as cost-recovery features (a nominal charge, if any at all, may be applied), the steady volume of use is typically viewed as achieving the intent of promoting physical activity while increasing the ‘foot traffic’ of a community centre as a whole. Discussions with Town Staff indicate that the walking track at the Abilities Centre is very well used, due in part to a reciprocal agreement between the non-profit operator and the Town of Whitby whereby Whitby Seniors Activity Club members have access to the track during certain hours.

Surveys conducted across the country indicate that walking, jogging and hiking for leisure are often the most popular recreational activity pursued by individuals due to their self-structured nature and the ability of most of the population to undertake this form of exercise. Sport organizations, particularly non-winter sports, also benefit from indoor walking or running tracks as they can maintain their cardiovascular conditioning during the off-season. Tracks also respond well to aging populations by providing safe walking opportunities for older adults (and other age groups) during periods of inclement weather.

There is merit in developing an indoor track as part of the proposed multi-use community centre in the Brooklin area. In order to maximize its usage potential, the track should be oriented to sport users as well as casual recreational walkers or joggers, thereby complementing the community-level recreation and cultural activities in a multi-use experiential setting. Thus, the track should be a minimum of three lanes (to most effectively allow for simultaneous casual and higher intensity users) with a utilitarian surface that is durable enough to withstand broad use (e.g. those pushing children in strollers) while providing sufficient cushioning to mitigate impact on the body’s joints.

Although there is a capital cost to be incurred with developing a new indoor track, the operational impacts are fairly nominal in the context of the entire community centre and the track does not have to increase the physical footprint of the facility if elevated and encircling the ice rink. Additionally, the Town will achieve good spatial distribution of indoor walking opportunities across Whitby (albeit recognizing the Abilities Centre track is presently only open to Whitby Seniors Activity Club under the terms of the reciprocal agreement).

Recommendations

6. **Integrate a wellness studio, oriented to floor-based group fitness and active living programming, as part of a new multi-use community centre.**
7. **Integrate an indoor track into the design of the new multi-use community centre, preferably encircling an ice pad and offering a minimum of three lanes.**



3.5 Indoor Artificial Turf Fields

Key Facts

Indoor Turf Locations

Rossland Road Soccer Complex (owned and operated by Whitby Iroquois Soccer Club)

Level of Service

1 Indoor Artificial Turf Field per 131,360 population

Utilization Statistics

1,900 Registered Indoor Soccer Players

Complementing a number of privately operated facilities found throughout the GTA, many municipalities have developed indoor and outdoor artificial (or synthetic) turf playing fields to provide enhanced experiences and respond to increasing demands for year-round play. Artificial turf fields can accommodate multiple field activities including soccer, football, lacrosse, Ultimate Frisbee, and general fitness pursuits. The Whitby Iroquois Soccer Club operates an indoor turf field at the Rossland Road Soccer Complex (R.R.S.C.) through a negotiated partnership agreement with the Town of Whitby. The Town assumes no responsibility for operating the indoor turf field but rather has enabled the Whitby Iroquois Soccer Club to deliver self-sustaining services by providing land and up-front funding (the latter of which is presently being repaid by the Club).

Service Level: Through the Whitby Iroquois Soccer Club, residents of Whitby have access to one indoor turf field per 131,360 population. Most municipalities in the G.T.A. having population of at least 100,000 provide at least one indoor turf field though smaller municipalities are also increasingly developing these facilities depending upon local and regional market demand. It should be noted that Whitby's indoor turf field is a slightly smaller size than those in certain other communities, whereby Whitby's field can be divisible in two while municipalities will full size indoor fields can divide those into four.

Distribution: The fairly central location of the R.R.S.C. offers a good degree of access to many Whitby residents.

Consultation: 36% of the web survey sample reported using the Soccer Dome during the past year while 38% stated support for additional investment in indoor soccer facilities.

The Whitby Iroquois Soccer Club identified that their indoor facility is generally running at full capacity during prime time hours and was being used extensively during the day by the School Boards and other sports

groups. Through focus groups, certain non-soccer organizations expressed an interest in using the indoor turf facility but stated that they were unable to access times since the facility is so heavily programmed for soccer.

Participation: Specific utilization data was not available at the time of writing, however, the participation data provided by the Whitby Iroquois Soccer Club indicates that there are approximately 1,900 indoor soccer participants (an increase of 3% from the prior year) and waiting lists for all indoor soccer programs.

Based on the R.R.S.C. reportedly running at capacity and certain sports field users indicating through the Sports Facility Strategy consultations that they cannot access desirable times at that facility, it is believed that there is a degree of latent demand for indoor sports fields. The Iroquois Soccer Club indicates that it currently books 20 hours a week at the indoor turf facility in Oshawa and uses about fifteen school gyms in the area for indoor programming.

To provide a cursory quantification of demand for a second indoor turf facility, the Iroquois Soccer Club reports registration of approximately 1,900 indoor players over the past three years which is assumed to translate into 85 house league teams and 64 senior teams.

Assuming house league teams require one hour per week for games, they are expected to generate about 43 hours per week of demand. Based upon senior teams requiring two hours per week for a game and a practice, they would require about 96 hours per week. Therefore, current indoor registrations are anticipated to require 139 hours per week during the indoor playing season. Assuming 65 hours of prime time available per week on an indoor turf field, the current registrations could rationalize up to 2.1 indoor turf fields. With one existing indoor field already in Whitby (that is counted as a full field rather than dividing it into two smaller fields), there is a possible need for an additional full field.

The calculation does not factor in usage requirements of other potential sports field users such as field lacrosse, football, rugby or ultimate frisbee thus demand could be potentially higher as some of these groups expressed a desire to access indoor turf through consultations. Nor does the calculation reflect potential demand from organizations that are located outside of Whitby who did not participate in this study, granted non-municipal demands may not be significant due to the growing number of indoor turf fields being constructed in surrounding communities. Unstated demand may be offset by some participants who prefer to remain in Oshawa where the Iroquois Soccer Club books some time (or Pickering, where an indoor turf facility is presently being constructed), however, that impact is also expected to be nominal.

With Whitby seemingly able to support two indoor turf fields, the provision of one new indoor artificial turf field is justifiable. The approach recommended on a go-forward basis should be consistent with current philosophies, where the Town undertakes a community-development role that: a) enables a third party to be self-sufficient in repaying any capital costs borne by the Town; and b) be fully responsible for its own administration and costs of operation. If a third party can demonstrate that a viable business case exists to construct an indoor turf field (with municipal assistance) then the Town should consider such a request and explore a community-based approach as it has done with the Whitby Iroquois Soccer Club.



Through the user group survey, the Whitby Iroquois Soccer Club indicated that it would be willing to contribute financially towards the development and operation of another indoor turf facility. It is recommended that the Town re-engage the Whitby Iroquois Soccer Club to undertake a business plan, site selection exercise and partnership agreement in order to confirm additional facility needs and assess the potential impact on the existing turf facility prior to building the second indoor turf facility. It is in the best interests of the Town to undertake such an assessment after planned indoor turf facilities in Pickering and/or other area municipalities have been constructed.

There are a couple of plausible locations for a second indoor turf facility. The first would be at the existing R.R.S.C. while an alternative option could be to develop indoor turf in tandem with a multi-field venue intended to replace the Victoria Fields should they be repurposed (as per the direction of the Waterfront Parks and Open Space Master Plan), thereby creating a second multi-seasonal hub of sports field activity much in the same way that is presently achieved at the R.R.S.C.

Recommendations

- 8. Re-engage the Whitby Iroquois Soccer Club to: a) discuss the feasibility of providing a new indoor turf field; b) develop the requisite business case; and c) confirm a potential site. Investment in a second artificial indoor turf field should be predicated upon reaching a mutual understanding of a self-sustaining governance and operating model. At a minimum, this approach implies that the third party will be responsible for covering the majority of capital and operating expenditures associated with constructing a new indoor turf facility.**

3.6 Indoor Sports Facility Provision Strategy

a) Summary of Facility Needs

The indoor sport facility needs assessment confirms the need for a number of facilities to be constructed in Whitby, as summarized below:

- twin-pad arena containing an 85' by 190' ice pad, one of which is possibly encircled by a three-lane indoor walking/jogging track;
- indoor aquatics centre containing a 25 metre lap pool with deep end and separate leisure pool(s);
- active living/wellness studio; and
- an indoor turf field.

The recommended facility provision strategy is to consolidate all of these sport facilities under one roof as part of a multi-use community centre, with the possible exception of the indoor turf field where the Rossland Road Soccer Complex is the preferred location. Another indoor turf field will require further investigation through the recommended feasibility study, business case and site selection exercise.

The multi-use community centre should consider integrating non-sport components to create a multi-faceted hub of community services through meeting rooms, arts and cultural space, etc. subject to directions contained in other planning documents such as the C.P.R.O.S. Strategic Master Plan.

Development of a multi-use facility is preferred over many single-purpose facilities dispersed across the Town, since centralizing a number of uses creates multi-generational and multi-seasonal opportunities that can effectively respond to multiple interests. In this way, service efficiencies are created through the ability to “cross-program” activities between synergistic components (e.g. the pool and wellness studio can create a robust group fitness experience). It is also a highly cost effective approach through centralization of facilities and services which generate economies of scale in construction and operations.





b) Timing

Based upon the major facility drivers, being the ice pads and aquatics centre, it is recommended that the Town begin the process of consultation, development and procurement of architectural tenders as soon as possible. This would allow the Town to target facility construction around the year 2020.

This timing of construction is intended to fulfil the growth-related needs of the Town as a whole. In fact, the facility can be expected to address the degree of latent demand that presently exists for aquatics programming throughout the Town, however, it should be recognized that the twin pad arena is expected to provide surplus capacity Town-wide equivalent to about one ice pad for a period of about two years. This may not be overly concerning as subsequent population growth is expected to bolster arena utilization and allow the Town to “grow into the facility.” The timing is also such that usage of the facility will also benefit from a growing critical mass of population that can be expected as the Brooklin community develops, thereby supplementing the foot traffic of those users coming from other parts of Whitby.

c) Site

The following table illustrates the approximate land requirement (subject to confirmation through an architectural study) of the community centre would be a minimum of 5 hectares excluding parking, servicing and other buffer areas that would require additional lands.

Table 2: Estimated Land Requirement for a Multi-Use Community Centre

Facility Component	Square Footage	Building Footprint (ha)	Gross Up Factor	Land Required (ha)
Twin-Pad Arena	70,000	0.7	3	2.1
Indoor Aquatics Centre	28,000	0.3	3	0.9
Active Living Studio	5,000	0.05	3	0.2
Multi-Purpose Spaces	6,000	0.06	3	0.2
Ancillary Spaces	18,000	0.2	3	0.6
Parking and External Circulation*	245,000	--	--	2.3
Sub-Total – Core Components	127,000	1.31	--	6.3
Expansion Area for Future Ice Pad	35,000	0.35	3	1.1
Total – All Components	162,000	1.66	--	7.4

* data provided based on estimate compiled by Town Staff

Notes: Totals may not add due to rounding. Square footage and facility footprint figures are approximate and need to be confirmed through future architectural study. Additional lands may be required for landscaping, stormwater management facilities, setbacks and other site development requirements.

The preferred site for the new multi-use community centre was originally the lands gifted to the Town of Whitby by the Ormiston family. The site is situated on the east side of Baldwin Street (Highway 12), south of Highway 407, and north of the proposed Town arterial road. This 22 acre parcel was an ideal site because of its location directly beside Highway 12 (the spine) and

adjacent to a future arterial road. It would have been large enough to accommodate the proposed site at the facility parking and land for fields. This site was removed as a preferred option due to the Highway 407 project and the Provincial expropriation of a large portion of the land, reducing both the size and the access to the available property. As a result, Staff needed to re-evaluate other options.

A new multi-use community centre development requires a site with full municipal services. The future supply of municipally serviced urban lands will be contained within the Brooklin and West Whitby Secondary Plan areas. Of the two urban areas, the Brooklin area would provide a better strategic location. Within the Brooklin area the existing Luther Vipond Memorial Arena and Memorial Park present an excellent potential location. The reasons for considering this location option include the following:

- The proximity of the site to the Brock Street/Baldwin Street transportation corridor, which has historically been the “spine” along which the Town has developed its major recreation facilities. Developing a multi-use facility near this spine maintains consistency with the Town’s historical approach to facility planning and is supported in guiding documents such as the C.P.R.O.S. Master Plan.
- The location will create a sound north-south balance of major recreation facilities with Iroquois Park Sports Centre in the south, the Civic Recreation Complex and McKinney Centre in the central area, and the proposed new community centre in the north; new facilities in the new centre will complement the services of the Brooklin Community Centre and Library (the sites are just under a kilometre apart).
- Situating the multi-use community centre near the spine will maximize its reach for the number of Whitby/Brooklin residents
- The site is located along an arterial road, and has easy access to public transit, along with active transit routes such as trails and sidewalks.
- Brooklin Memorial Park is located at a community focal point and is at a highly visible location, an improved site would also enhance the “sense of community”.
- The site is approximately 10.6 hectares, a sufficient size to accommodate the multi-use community centre, on-site parking, with a reasonable level of flexibility and potential expansion. It would also be able to accommodate sports fields, and other outdoor recreational amenities.
- Developing a new multi-use community centre within Brooklin Memorial Park would enhance the existing recreational uses contained on the site as it would also complement municipal revitalization goals. With cooperation and slight adjustment the site could potentially continue to accommodate the Brooklin Spring Fair. Development of a new multi-use community centre may attract and accommodate other agencies interested in sharing space.
- The Town owns the Luther Vipond Memorial Arena and Brooklin Memorial Park site, and would not have to purchase the site.
- Municipal services are available to the site while many of the urban expansion areas in Brooklin are not currently serviced. Acquisition of another parcel may be cost prohibitive as it may increase the required budget as well as purchasing land may have time



constraints in order to accommodate all municipal services within the recommended time frame.

It is recommended that Brooklin Memorial Park be the site for the future multi-use community centre as it appears the facility footprint would fit within the 10.6 hectares at that park. The Town has done a preliminary analysis of other sites within the Brooklin Secondary Plan area and has applied the Implementation and Funding Plan section which provides a site selection framework with which Brooklin Memorial Park site generally meets and satisfies this criteria. However, there might be a potential issue with Brooklin Memorial Park with respect to access and traffic, and thus it will be prudent for Town Staff to undertake a site review and thorough assessment (the last such review was undertaken in 2003). This site will also require consideration of how to accommodate the requirements of the Brooklin Spring Fair as the multi-use facility would consume a significant amount of the existing fairgrounds in addition to the existing ball diamond, skateboard park and tennis courts that may also have to be relocated.

Recommendations

- 9. Construct a multi-use community centre at the Brooklin Memorial Park site or suitable alternative location commencing around the year 2020. The facility should contain a twin pad arena, indoor aquatics centre, active living studio, indoor track and any other program or community space deemed to be required through other municipal planning processes.**
- 10. An architectural design study should be completed (2018) to determine preliminary facility configuration and land requirements of the proposed multi-use community centre.**



Section 4

Action Plan for Outdoor Sports Facilities



This Section contains an assessment of the following outdoor sport facilities:

- Sports fields (e.g. soccer fields, ball diamonds, cricket pitches and multi-use fields);
- Tennis courts;
- Basketball and multi-use courts;
- Outdoor fitness equipment;
- Skateboard and bike parks; and
- Bocce courts and lawn bowling.

The assessments are focused upon capital investments required by the Town, summarizing key data that can be referenced in the Technical Background Report. Service delivery practices are considered as part of the assessments and can be specifically referenced within the Implementation and Funding Plan Section that contains recommendations regarding service delivery approaches.

4.1 Soccer Fields

Key Facts

Soccer Field Locations

Gordon Street / Victoria Park Soccer Fields
Rossland Road Soccer Complex
Various other parks (see Map 4)

Level of Service

45 Soccer Fields
48.5 Unlit Soccer Field Equivalents
1 Soccer Field per 2,700 population

Utilization Statistics

32,500 Prime Hours Scheduled (2013)
7,000 Players Registered in Soccer Leagues

The Town provides 45 outdoor soccer fields – one lit artificial turf field (located at the R.R.S.C), one practice field, 28 intermediate to major natural fields (including three lit fields), and 16 minor and mini fields. Each lit artificial and natural turf field is assumed to be the equivalent of 3.0 and 1.5 unlit natural turf field, respectively. With 1 lit artificial field and 3 lit natural fields, this adds the capacity equivalent of 3.5 unlit fields to the supply due to the ability to program more hours in shoulder seasons, during the evening, etc.

Service Level: Whitby's level of service is one municipal soccer field per 2,708 population or 144 registered participants. While the population-based service level indicator is within a reasonable range found among benchmarked G.T.A. communities, the field per registrant indicator yields a lower level of service but does not appear to be adversely affecting program delivery. In addition to municipal fields, local schools contribute 26 outdoor soccer fields (half of



which are mini fields) in various states of repair and thus some are not always suitable for organized use.

Distribution: The Town categorizes its fields in four 'Levels' ranging from Level 1 (Excellent) to Level 4 (Fair), though there are presently no fields falling under the latter category. Map 4 reflects a broader service coverage for higher quality fields recognizing groups travel greater distances to access fields facilitating higher level play. As shown, the majority of Whitby's established residential areas are well serviced by soccer fields.

Consultation: 38% of the public web survey sample participated in soccer and 53% supported additional investments into outdoor soccer fields. The Whitby Iroquois Soccer Club, who is the largest provider of soccer programming in the Town, suggests that they are presently more focused upon indoor soccer field needs rather than additional outdoor fields.

Discussions with the Durham District School Board suggest that there is no further availability to book more time at their fields. While the Durham Catholic District School Board indicates that they have capacity on some of their fields, they do not normally maintain elementary school fields.

Participation: After a period of growth, soccer participation rates in Ontario appear to be stabilizing. Registration in outdoor soccer for Durham Region has remained relatively unchanged over the past decade, however, there are indications that the youth capture rate is beginning to decline. For the short-term, however, implementation of the Ontario Soccer Association's Long Term Player Development standards is anticipated to sustain demand for soccer fields.

The Whitby Iroquois Soccer Club indicates that their registrations have been fairly stable over recent years. The Club registered 5,599 outdoor players last year, excluding persons on their waiting list in their Under 4 to Under 12 divisions (the number of waitlisted participants was not available at time of writing). There are also an estimated 1,390 players registered with other soccer organizations.

Utilization: The Town recently undertook a sports field monitoring study (summer 2014). Soccer fields are generally well utilized, with up to 95% of available prime hours being used during the peak season.

With a service level of one soccer field per 2,700 population, Whitby exceeds the targeted level of service defined in the C.P.R.O.S. Strategic Master Plan (1 field per 3,200 population) and enjoys a standard that falls within target ranges of many communities where provision ranges from one field per 2,000 to 3,000 residents.

It is recommended that the Town continue to target its service level at one field per 3,200 population on the basis that:

- Consultations have not revealed a current shortage of soccer fields or demand for additional soccer fields.
- There is no reason to increase the service level based upon aging population trends and diminishing quantities of large, undeveloped tracts of land suitable for sports fields.
- Whitby possesses a number of intermediate to large size fields that are well suited to accommodating the Ontario Soccer Association's Long Term Player Development model which focuses on skill development and smaller team sizes. This allows the large fields to accommodate a larger number of players per hour due to the ability to effectively split a full size field into two or three fields (played across the width).

Continuing to support a service level of one field per 3,200, Whitby presently requires a total supply of 41 soccer field and thus the existing supply is expected to be sufficient to meet needs until after the year 2017. After that year, approximately 11.5 unlit equivalent fields are required by the year 2031.

Table 3: Outdoor Soccer Field Requirements, 2014-2031

	2014	2021	2031
Population Estimate	131,360	156,915	192,860
Existing Supply	48.5	48.5	48.5
Outdoor Soccer Fields Required @ 1 Field per 3,200 population	41.1	49.0	60.3
Surplus (Deficit)	7.4	(0.5)	(11.8)

It is important to recognize, however, that the articulated field requirements assume that there will be no net additions or subtractions from the existing soccer field supply. This is especially crucial when considering recommendations contained in the Town of Whitby Waterfront Parks and Open Space Master Plan (2012) to redevelop the Town's only soccer field complex at Victoria Park for other purposes. That course of action could result in a net loss of fields after relocation to Kiwanis Heydenshore Park (as the Waterfront Master Plan envisions) and consequently new lands may be required to replace any loss in fields.

To meet the need for additional soccer fields by the year 2031, the Town should integrate 11.5 major or minor unlit soccer field equivalents into District and Local Parks (as defined in the Official Plan) within the West Whitby Secondary Plan area and the Brooklin Secondary Plan area. Within these recommended facilities, a minimum of two fields should be lit within District Parks.

In the event that any of the fields recommended above cannot be developed, or should the Town lose access to existing fields at existing park locations (e.g. Victoria Park, Iroquois Park as will be discussed in the ball assessment), replacement opportunities will need to be considered. There are three primary options to increase the field supply beyond construction within West Whitby and Brooklin.

- 1) Intensify existing parks that are potentially underutilized. Where fields already exist, capacity may be increased by installing field lighting and supporting irrigation and



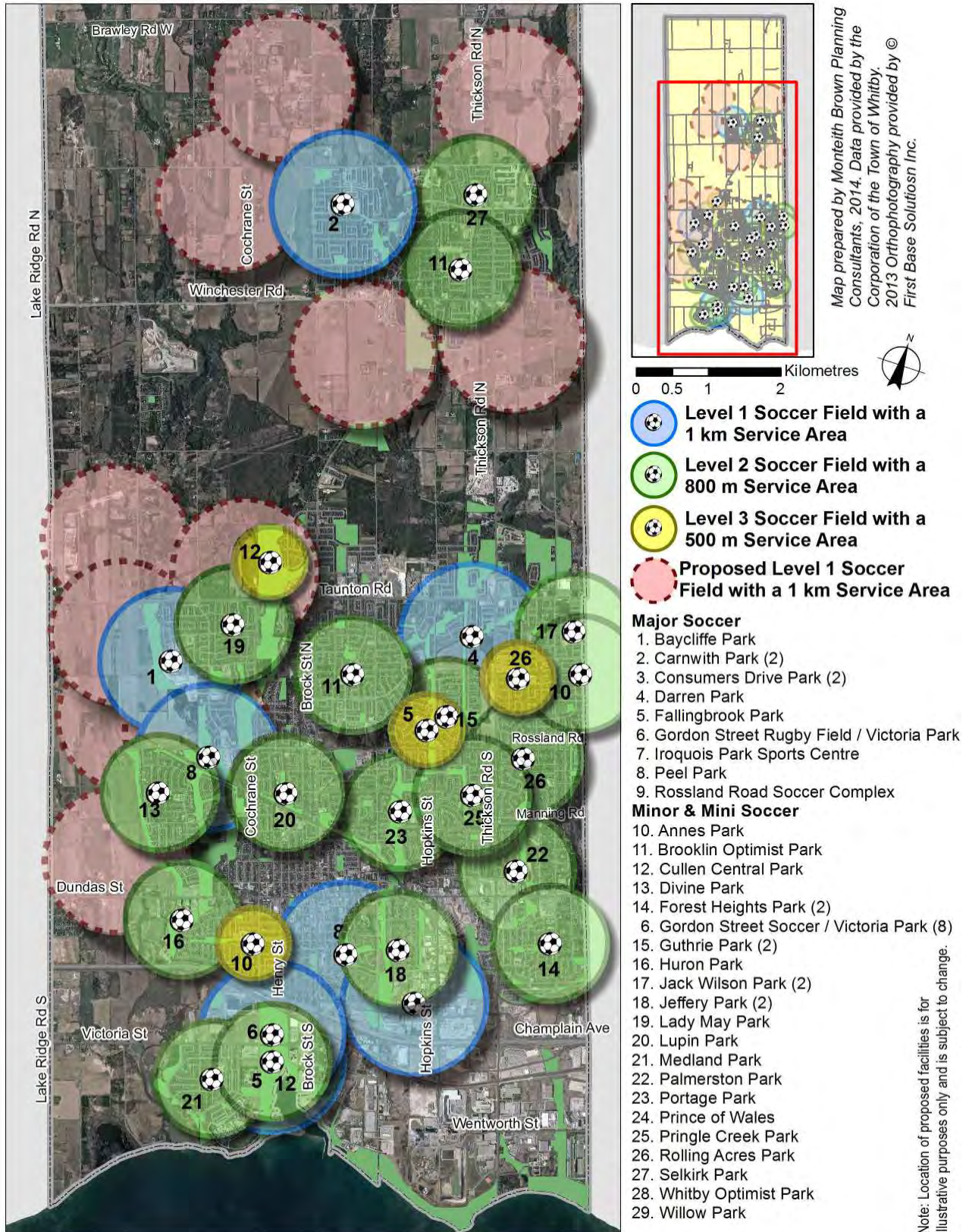
drainage improvements to sustain the greater level of use (the Consumers Drive Park north field is one such field where lighting should be explored).

- 2) Create sports fields within existing parks or other lands. New soccer fields may also be considered at Brooklin Memorial Park (as part of the proposed community centre and site redevelopment), Whitby Optimist Park (south of the existing field), Prince of Wales Park (south the pathway), or through partnerships/lease agreements with other owners of large tracts of land such as the conservation authority, industrial landholders, etc. Addition of new fields or improvements to existing fields (as per above) should be subject to confirmation that they will not adversely affect surrounding residences by considering setbacks to property lines, potential light spillage, traffic and parking, etc.
- 3) Municipal purchase or lease of land. In the event that parkland contributed through the land development process cannot accommodate required number of fields, strategic purchase of privately held lands may be explored. As part of such a strategy, purchase of a property large enough to accommodate a new multi-field venue should also be considered particularly if the Victoria Fields are repurposed according to the Waterfront Parks and Open Space Master Plan.

Recommendations

11. To accommodate growth, 11.5 unlit soccer field equivalents should be constructed within District and Local Parks contained in the Brooklin and West Whitby Secondary Plan areas. Of these recommended facilities, a minimum of two fields within District Parks should be lit.
12. Explore opportunities to intensify underutilized spaces within existing parks through field additions and/or improvements such as lighting, irrigation and drainage enhancements. Potential parks to explore at a minimum include Consumers Drive Park (lighting the north field), Whitby Optimist Park, Brooklin Memorial Park, Prince of Wales Park, Dupont lands, and lands adjacent to the Jeffery off-leash park provided that addition of fields does not compromise the overall functionality of the parks or adversely affect surrounding land uses.
13. Explore partnerships, lease agreements or municipal purchase of lands with private landholders to reconcile any outstanding sports field deficiencies as determined through implementation of the Sports Facility Strategy, outcomes of parkland acquisition through the land development process, and/or loss of the Gordon Street/Victoria Park soccer field complex as a result of the Waterfront Parks and Open Space Master Plan vision.

Map 4: Distribution of Existing and Proposed Outdoor Soccer Fields





4.2 Ball Diamonds

Key Facts	
Ball Diamond Locations	Level of Service
Iroquois Park Sports Centre	36 Ball Diamonds
Peel Park	42 Unlit Ball Diamond Equivalents
Various other parks (see Map 5)	1 Ball Diamond per 3,100 population
Utilization Statistics	
25,000 Prime Hours Scheduled (2013)	
4,500 Players Registered in Ball Leagues	

The Town permits 36 ball diamonds, two of which are permitted at school sites. Each lit diamond is assumed to be the equivalent of 1.5 unlit diamonds due to higher program capacity associated with evening rentals. With 12 lit diamonds, this adds the capacity equivalent of 6 unlit diamonds to the supply.

Service Level: Whitby’s level of service is one unlit equivalent ball diamond field per 3,128 population or 107 registered participants. Both of these service level indicators are within a reasonable range found among G.T.A. communities. In addition to municipal diamonds, school boards contribute six ball diamonds to the supply (over and above the two school diamonds permitted through the Town) that are in various states of repair but generally of a quality that is not conducive to organized play.

Distribution: The Town categorizes its diamonds in four ‘Levels’ ranging from Level 1 (Excellent) to Level 4 (Fair), though there are presently no diamonds falling under Levels 3 and 4. Map 5 reflects a broader service coverage for higher quality diamonds recognizing groups travel greater distances to access diamonds facilitating higher level play. As shown, the majority of Whitby’s established residential areas are well serviced by ball diamonds.

Consultation: 20% of the public web survey sample participated in baseball or softball, and 43% supported additional investments in diamonds. Ball groups returning Group Surveys generally appear content with the diamond supply but many note that they would benefit from additional diamonds or improvements undertaken on existing diamonds (e.g. field lighting, more frequent maintenance, proximity to parking, etc.).

Ball groups participating in the focus groups mentioned that relying upon unsatisfactory diamonds situated on school property is affecting their

playing experience and these groups would benefit from access to more municipally-maintained diamonds. These groups also suggested lighting existing diamonds to facilitate more play later into the evening.

Participation: Baseball and softball have long been viewed as sports in decline across Canada. There are still pockets where the sports have maintained or sometimes expanded their participation rates, and it appears Whitby is one such community where a number of local ball organizations are reporting year-over-year growth. It is estimated that there are 4,473 players registered in ball leagues using municipal diamonds.

Utilization: The Town recently undertook a sports field monitoring study (summer 2014). Ball diamonds are generally well utilized, with up to 80% of available prime hours being used during the peak season.

In remaining consistent with the soccer field assessment methodology, a population-based provision standard is applied to ball diamonds. A recommended level of service of one ball diamond per 3,500 population is set on the basis that:

- Consultations with diamond users generally emphasized a need for quality rather than quantity of facilities.
- The Town has a strong supply of Level 1 diamonds (which account for 85% of the supply) that provide opportunity for added usage with modest upgrades such as lighting, where appropriate.
- The presence and availability of two school diamonds allows the Town to utilize non-municipal diamonds and in turn is efficient in terms of minimizing land consumption. The ability of local organizations to access school diamonds is anticipated to continue in the future, though it is recognized that quality of play at these diamonds tends to be sub-par compared to municipally maintained diamonds.
- This level of service also recognizes that diamonds should be provided at a lower rate than soccer fields due to flat to decreasing provincial and regional trends in ball participation, which although not currently being fully realized in Whitby, can be expected over time.
- The level of service aligns with the benchmarked G.T.A. average identified in the Technical Background Report.
- There is no impetus to increase the service level based upon aging population trends and diminishing quantities of large, undeveloped tracts of land suitable for sports fields.

Application of the service level target suggests that thirteen diamonds in total will be needed by the year 2031 (of which three of these diamonds will be required by the year 2021). As the demand expressed by groups is for higher quality diamonds and for lit facilities, the long-term need could be filled by providing nine lit diamonds (which would be considered to be the equivalent of about thirteen unlit diamonds). Note that articulated requirements assume that there will be no net additions or subtractions from the existing supply such as potential loss of the Brooklin Memorial Park diamond if redeveloped for indoor sport facility purposes.

**Table 4: Ball Diamond Requirements, 2014-2031**

	2014	2021	2031
Population Estimate	131,360	156,915	192,860
Existing Supply	42.0	42.0	42.0
Ball Diamonds Required @ 1 Diamond per 3,500 population	37.5	44.8	55.1
Surplus (Deficit)	4.5	(2.8)	(13.1)

In providing thirteen new unlit ball diamond equivalents, the Town should explore the following strategies:

- Integrate a major ball diamond into at least three District Parks (as defined in the Official Plan) in the West Whitby Secondary Plan area along with another three diamonds within District Parks to be located in the Brooklin Secondary Plan area. Of these facilities, a minimum of two diamonds should be lit (+7.0 unlit equivalents).
- Integrate an unlit ball diamond into at least two Local Parks (as defined in the Official Plan, excluding parkettes) that are to be located in the West Whitby and/or Brooklin Secondary Plan areas. Of note, inclusion of a ball diamond in a Local Park means that the park would likely have to be a minimum of 1.5 hectares in size (+ 2.0 unlit equivalents).
- Assess the feasibility of developing one lit ball diamond over and above the existing diamond at Brooklin Memorial Park (subject to redesign of the overall park to accommodate a proposed multi-use community centre). Creating a multi-diamond site will provide ball organizations with tournament and skill development opportunities in the north end of Whitby (+1.5 unlit equivalents).
- Install field lighting at Iroquois Park Diamond #4 and Peel Park Diamond #2, while replacing the Iroquois Park soccer field with a new lit ball diamond (+2.5 equivalents).

Additionally, the Town should conduct strategic improvements to selected diamonds in order to facilitate a greater degree of use from local recreational and competitive organizations (to benefit from higher quality infield materials, outfield fencing, etc.). Such improvements should be determined with input received from local ball organizations and could include a community fundraising component given that the Town already has invested in a number of high quality diamonds.

Recommendations

14. Develop 13 unlit ball diamond equivalents by undertaking the following actions:

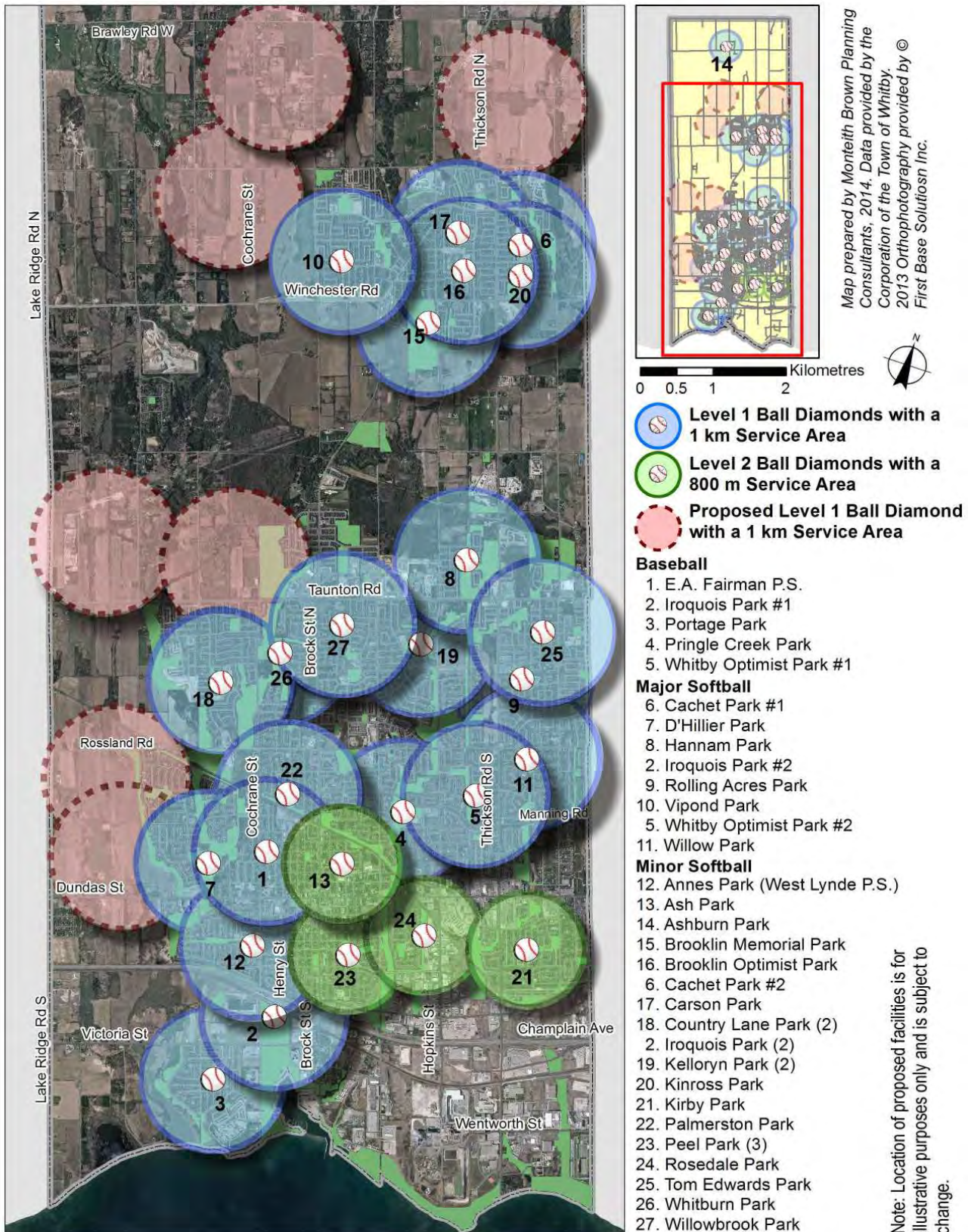
- a) Construct eight diamonds, at least two of which are lit, within District Parks and Local Parks contained in the Brooklin and West Whitby Secondary Plan areas.

- b) Explore the feasibility of adding one lit ball diamond through the proposed redevelopment of Brooklin Memorial Park (see Recommendation #10), which would be over and above the existing diamond and subject to fitting with other facilities proposed at the site. In addition, the Iroquois Park soccer field should be relocated and replaced with a new ball diamond.
- c) Undertake selective improvements at appropriate ball diamonds which may relate to field lighting, infield surfacing, fencing and/or player amenities at existing ball diamonds to increase their rental potential.





Map 5: Distribution of Existing and Proposed Ball Diamonds



4.3 Multi-Use Fields

The Town does not provide sports fields designed/scheduled specifically for sports such as football, rugby, cricket, lacrosse (discussed in Section 4.4) and other field sports. However, it is recognized that the outdoor artificial turf field at the Rossland Road Soccer Complex accommodates some shoulder season demand (though the majority of time during prime summer months will likely be booked by the Whitby Iroquois Soccer Club who operate the field). There are also six multi-use fields located at local secondary schools (including four that are encircled by a running track).

Service Level: The Town presently does not provide cricket pitches or multi-use fields, though one practice field on Gordon Street is used for lacrosse by a regional women's league.

Consultation: The web survey sample reported participation in football (4%), rugby (3%), and cricket (1%). Field sport representatives from cricket, rugby and football provided input through the Sports Facility Strategy, stating that "multi-use" fields would benefit non-soccer playing users. 43% of the web survey sample supported investments in such multi-use fields.

Discussions with the Durham Catholic District School Board indicate that a new secondary school is planned for the Brooklin area, and that the school board is open to partnership possibilities with the Town in building and/or operating the multi-use field

Participation: One cricket representative responding to the user group survey has about 20 participants in the program. It is unclear, however, how many local residents are affiliated with cricket organizations operating throughout the region. The number of players registered with local football, rugby or field lacrosse leagues is also unknown.

A number of G.T.A. municipalities have or are in the process of positioning themselves to respond to field sport needs of diverse cultural communities. Cricket pitches are the most notable example with communities such as Mississauga, Ajax, and Brampton having already developed facilities for such purposes. Increasingly, a service level target of one cricket pitch per 100,000 population is becoming common in sports field planning.

Certain municipalities are also providing multi-use fields shared primarily by football, rugby, field lacrosse, and ultimate Frisbee users. These sports often have difficulty in accessing soccer fields (their seasons often run in the spring and fall when wet weather makes fields vulnerable to damage from intensive use), and they can be challenged by the quality and availability of school fields that they so heavily tend to rely upon. 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.



With the absence of fields suitable and/or available for use by cricket, football, rugby, etc., it is recommended that the Town construct a multi-use field that allocates time (through a formalized allocation policy) to multiple field sport users. Doing so offers a number of benefits:

- Creates a flexible template for multiple field sports to use within a single site.
- Provides field sport organizations to develop and grow their programs by having a venue that provides them with stability in terms of availability and maintenance quality.
- Proactively positions the Town to respond to the needs of emerging sports, and adapt to greater cultural diversification and immigration from cricket-playing nations.

At the Outdoor Sports Focus Group, representatives from cricket and the Gaelic football association stated that dimensions of play could be shared within a large multi-use field, and supported a collaborative approach with one another. It is on this basis that at least one multi-use field be developed which assigns scheduling priority to field sports such as cricket, football, field lacrosse and ultimate frisbee. Possible locations include a future District Park (due to the ability to light the field) or a high school site (through a partnership with a school board) within the Brooklin or West Whitby Secondary Plan areas. Suitable locations within the established urban area may also be considered. Based upon the rental uptake of this field, a second multi-use field may be considered in the longer term and would ideally be situated in a manner that maximizes geographic distribution.

Recommendations

- 15. Construct 1 new multi-use field (artificial or natural turf surface to be determined), potentially in partnership with a local school board. Contingent upon achieving a successful operating profile for this field, a second multi-use field may be developed if warranted by future needs.**



4.4 Outdoor Lacrosse Facilities

The Town provides two outdoor lacrosse boxes located at Willow Park and Peel Park. While it does not provide dedicated lacrosse fields, Whitby Minor Lacrosse Association and other lacrosse organizations utilize a number of outdoor fields at Brooklin Memorial Park, Gordon Street Fields, Prince of Wales Park, and Whitby Optimist Park. The outdoor and indoor artificial turf fields at Rossland Road Soccer Complex, which are scheduled through a third party, can also accommodate field lacrosse.

- Service Level:** The Town presently does not provide lacrosse fields, though one practice field on Gordon Street is used for lacrosse by a regional women's league.
- Consultation:** The web survey sample reported 7% participation in field lacrosse, and 43% supported investments in such multi-use fields (which can accommodate lacrosse). Whitby Minor Lacrosse Association states that they would benefit from access to two new multi-use fields along with renovations to the two outdoor lacrosse boxes (it is worth noting, however, that the Peel Park facility is fairly new).
- Participation:** According to the Ontario Lacrosse Association, member registrations in Ontario have been increasing approximately 16% per year since 1990, with nearly 48,000 players in 2012. Whitby Minor Lacrosse Association is the largest sanctioned club in the province and continues to report strong registration numbers with over 1,200 players in 2014. There are also another 700 players registered with regional associations such as Durham Men's and Women's Lacrosse as well as the Oshawa Lady Blue Knights that make use of local facilities (note: the majority of these reported lacrosse players participate in indoor box lacrosse).

The Town of Whitby has long been a strong centre for lacrosse in the province, both for indoor and outdoor play. Based upon discussions with local users, the dry floor supply for indoor play is expected to meet needs over the foreseeable future provided no net change to access occurs (though groups report that there are pressures in 'transition' months when ice usage is winding down and when lacrosse is starting up). With respect to outdoor facilities, lacrosse shares soccer fields in the early spring and early fall seasons which makes them susceptible to rain-outs (as turf will degrade rapidly and may be damaged for the summer soccer season). To mitigate such circumstances and ensure lacrosse can still play during the wetter months, the proposed multi-purpose field (see Recommendation #15) will provide a contingency against rain-outs on soccer fields.

In addition, improvements should be considered to the outdoor lacrosse box at Willow Park to make it more attractive to lacrosse and/or ball hockey users. Willow Park is largely oriented to spontaneous, unorganized usage but if renewed to a quality similar to that found at Peel Park, Willow Park could be attractive for organized usage (and potentially revenue generation). Whitby Minor Lacrosse Association has also advanced the idea of having a shade structure covering the Peel Park box to allow play during times of rain or extreme sun. Through further discussions with local lacrosse and ball hockey organizations, the Town should investigate



desirable improvements to the Willow Park lacrosse box along with the ability of users groups to contribute towards upfront funding or user fees to support municipal investment.

Recommendations

16. In addition to constructing at least one multi-use field (see Recommendation #15) that would accommodate a degree of lacrosse and other field sport needs, explore the costs and funding potential associated with conducting selected improvements to outdoor lacrosse box at Willow Park in consultation with local lacrosse and ball hockey representatives.



4.5 Tennis & Pickleball Courts

Key Facts

Tennis Court Locations

Various Parks (see Map 6)

Level of Service

18 Lit Tennis Courts

10 Unlit Tennis Courts

1 Tennis Court per 4,700 population

Utilization Statistics

342 Players Registered with the Whitby Tennis Club

382 Hours per Week booked at Courts by the Whitby Tennis Club

The Town maintains 28 public tennis courts consisting of 18 lit and 10 unlit courts. The supply translates into one tennis court per 4,691 residents.

Service Level: With one tennis court per 4,691 residents, Whitby's level of service falls within the normal range found in most G.T.A. communities. When looking specifically at the six club-based courts at Iroquois Park, the resulting service level of one club court per 57 members is generally higher than provincial standards that typically range between one club court per 80 to 100 members (note that the club courts are also available for public use at certain times).

Distribution: As shown in Map 6, Whitby achieves a fairly good distribution of tennis courts. Notable gaps include north of Winchester Road as well as north-west of Rossland Road and Brock Street.

Consultation: 12% of the public web survey sample reported playing tennis during the past year and 43% supported additional investments in the supply of tennis courts. Also of note, 19% of the sample supported investments in outdoor pickleball courts (pickleball is an emerging racquet sport).

Participation: Tennis participation has been stable to declining in many parts of the country though growth has been experienced in certain municipalities where continued popularity has been sustained for a variety of reasons. Certain factors contributing to increasing participation rates include the active 'baby boomer' generation pursuing the sport, a focus by provincial sport bodies on promoting tennis at the youth level, greater cultural diversification among immigrants arriving from tennis playing countries, and whether a strong tennis club presence exists. The Whitby Tennis Club presently has approximately 340 members engaged in structured play while the degree to



which neighbourhood-based courts are used for spontaneous play is presently unquantified.

Utilization: The tennis courts located at Iroquois Park are used by the Whitby Tennis Club, who also book one morning per week at Peel Park for their programs. Utilization of neighbourhood-serving courts for spontaneous usage is not formally recorded.

The provision of tennis courts is based on a population-based standard, given that it is a sport generally pursued by all age groups. Whitby’s current level of service of 1 tennis court per 4,700 is on par with the benchmarked G.T.A. average and is consistent with that found in many municipalities in Ontario where service level targets tend to range from 1:4,000 to 1:5,000. Distribution of facilities is considered in tandem with the population based service level and Whitby has generally achieved strong spatial coverage within its established areas and there appears to be capacity within the existing club-focused supply to accommodate some additional demand. With strong distribution in place and some additional capacity, a targeted level of service of 1 tennis court per 5,000 population is recommended.

Table 5: Tennis Court Requirements, 2014-2031

	2014	2021	2031
Population Estimate	131,360	156,915	192,860
Existing Supply	28.0	28.0	28.0
Tennis Courts Required @ 1 Tennis Court per 5,000 population	26.3	31.4	38.6
Surplus (Deficit)	1.7	(3.4)	(10.6)

On a Town-wide basis, an additional eleven tennis courts will be required by the year 2031. Best practices in design suggest that tennis courts be developed in “pods” of at least two courts for public/neighbourhood serving facilities and four courts for club/program-oriented facilities. Providing courts in multiples results in some economies of scale being gained through construction and maintenance, including provision of fencing and/or lighting, site works and asphalt treatments, staff time to setup and take down nets, etc. Grouping courts also facilitate opportunities for tennis clubs to establish and deliver programs, which is consistent with the Town’s community development mentality.

To meet the needs for eleven tennis courts, the Town should consider the following strategy:

- Provide three courts at Country Lane Park, as per current plans (+3 tennis courts).
- Provide two-court pods at one future District Park to be developed in the Brooklin Secondary Plan and in one future District Park to be developed in the West Whitby Secondary Plan area (+4 tennis courts).
- Develop a four-court pod in a future District Park in the Brooklin Secondary Plan area which offers flexibility to the Town should the demand arise to provide program and/or rental opportunities north of Taunton Road (+4 tennis courts).

The Town's maintenance program for existing tennis courts is based largely upon visual inspection, resident feedback, and availability of funding. Minor maintenance activities such as repairing torn nets or filling cracking asphalt with compound is done on a regular basis. Major capital maintenance activities such as resurfacing or fencing replacement is done on an as required basis subject to factors such as user safety, availability of funding or broader park rejuvenation efforts as such maintenance is capital intensive and usually borne directly through tax funding.

For the most part, the Town's existing tennis courts are in satisfactory condition. Only two parks were identified as potentially requiring resurfacing within the short to medium term (approximately within the next ten years).

1. The Kelloryn Park tennis courts demonstrate unevenness and a number of cracks that may affect quality of play. As a three court pod, enhancing the player experience through application of acrylic treatment (i.e. painted surface) should be considered at the time of asphalt resurfacing, which has been budgeted for the year 2015.
2. Tennis courts at Lupin Park are exhibiting some heaving, unevenness and some cracking. Resurfacing should be considered within the next five to ten years.

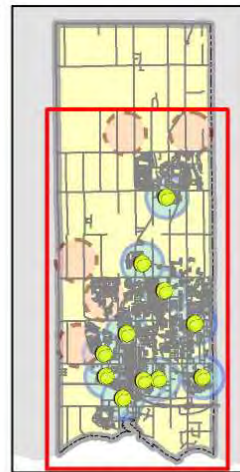
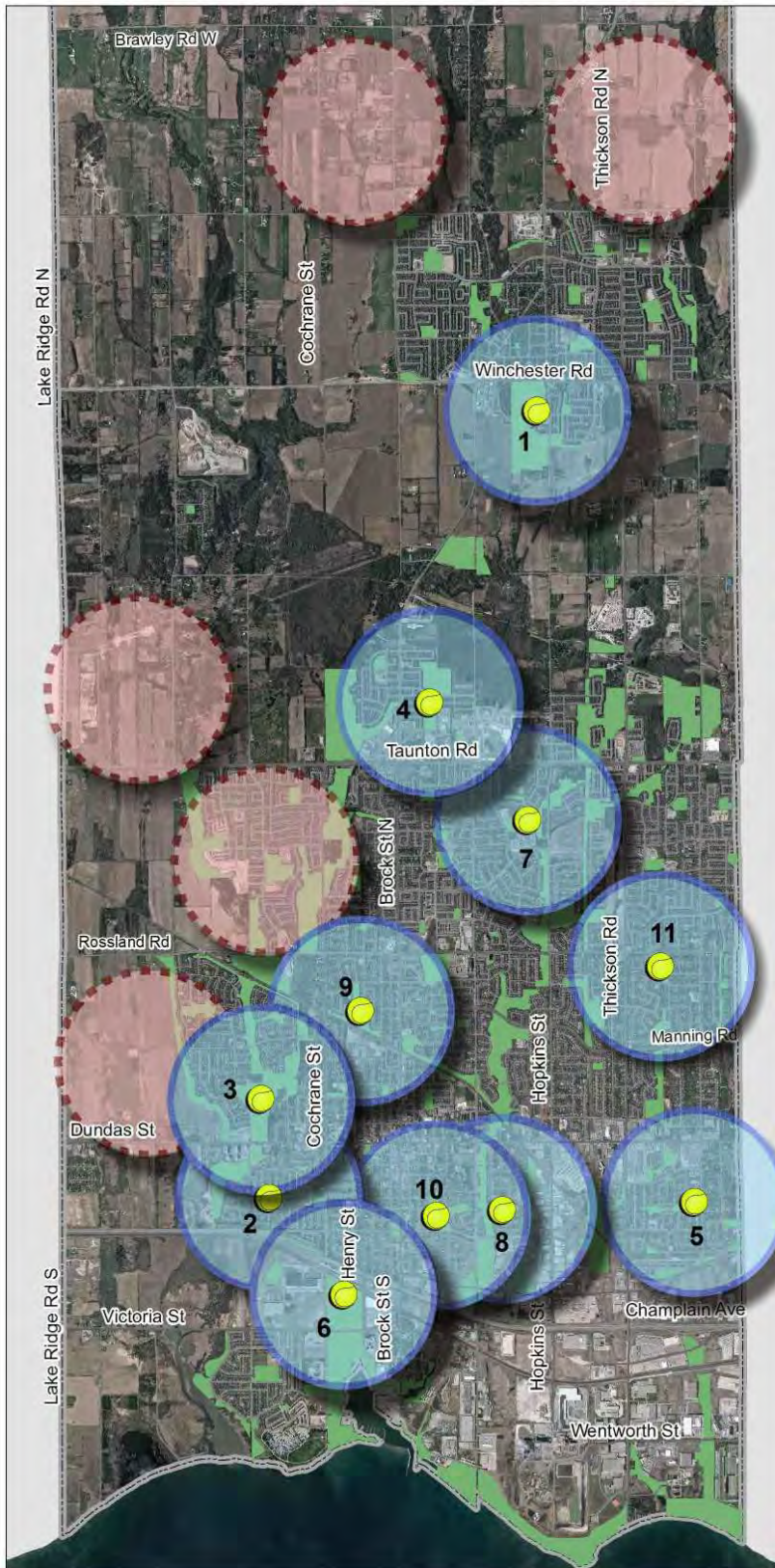
Tennis courts at Huron Park and Palmerston Park have some unevenness and/or minor cracking, however, it is expected that these would not have to be resurfaced in the next ten years. While resurfacing the Brooklin Memorial Park tennis courts could potentially be rationalized in the next ten years, the proposed redevelopment of the park for a multi-use community centre may result in removal of the courts altogether. As such, the Town should defer reinvestment in these courts (apart from any actions required to address player safety concerns that may emerge) until the future of this park is decided.

In addition to tennis courts, the Town should consider the provision of outdoor pickleball courts. As one of the fastest growing sports in Canada and one that has demonstrated popularity in Whitby and other areas of Durham, delivery of outdoor pickleball courts is encouraged. Pickleball is presently played indoors in Whitby at the Brooklin Community Centre and Library, the Heydenshore Pavilion and the Abilities Centre.

The outdoor pickleball courts should be strategically located in a destination area or an area with a high concentration of older adults since these are the primary participants in the sport. Existing parks to be evaluated should include Kiwanis Heydenshore Park, the Gordon Street/Victoria Park soccer fields (only if redeveloped for destination park purposes as recommended through the Waterfront Parks and Open Space Master Plan), Valleywood Parkette (which is located in proximity to two retirement home complexes), Cullen Central Park, or a park in walking distance to facilities frequented by older adults such the Whitby Seniors Activity Centre, Centennial Building, Whitby Public Library, etc. In the absence of an existing park, a future park in West Whitby or Brooklin should be considered particularly where the park is located in proximity to a major transportation/transit corridor for ease of access.



Map 6: Distribution of Existing and Proposed Tennis Courts



Map prepared by Monteith Brown Planning Consultants, 2014. Data provided by the Corporation of the Town of Whitby. 2013 Orthophotography provided by © First Base Solutions Inc.



0 0.5 1 2 Kilometres

- Tennis Courts with a 1 km Service Area
- Proposed Tennis Courts with a 1 km Service Area

1. Brooklin Memorial Park (2)
2. Central Park (2)
3. D'Hillier Park (2)
4. Folkstone Park (2)
5. Huron Park (2)
6. Iroquois Park (6)
7. Kelloryn Park (3)
8. Lupin Park (2)
9. Palmerston Park (2)
10. Peel Park (3)
11. Willow Park (2)

Note: Location of proposed facilities is for illustrative purposes only and is subject to change.

Recommendations

17. Construct a four tennis court pod at a future District Park and a two tennis court pod at a second District Park in the Brooklin Secondary Plan area.
18. Three tennis courts should be developed at Country Lane Park as per current plans. Additionally, a pod containing two tennis courts should be constructed at a future District Park in the West Whitby Secondary Plan area.
19. Resurface tennis courts at Kelloryn Park within the next five years while the tennis courts at Lupin Park should be resurfaced within the next ten years.
20. Develop up to four outdoor pickleball courts at an existing or future park that is located near a major community destination, older adult residential community or facility utilized by older adults, and/or along a major transportation corridor. Possible modifications to existing tennis courts to create multi-use functionality should also be explored, where feasible, through additional line markings and adjustable nets. Based upon successful rental uptake and general participation, additional outdoor pickleball courts should be considered as needed.





4.6 Multi-Use Courts

Key Facts

Multi-Use Court Locations

Various Parks (see Map 7)

Level of Service

6 Multi-Use Courts

8 Basketball Courts

15 Dedicated half basketball courts

1 Court per 4,500 population

The Town provides 29 multi-use courts that can be utilized for a variety of hard surface court activities including basketball and ball hockey. The six multi-use courts, eight dedicated full basketball courts and fifteen dedicated half basketball courts are all of sufficient size to accommodate at least three-on-three play. Of the latter, ten single hoops are differentiated from the half courts on the basis that they are irregularly sized and/or are unsuitable for minimum three-on-three play.

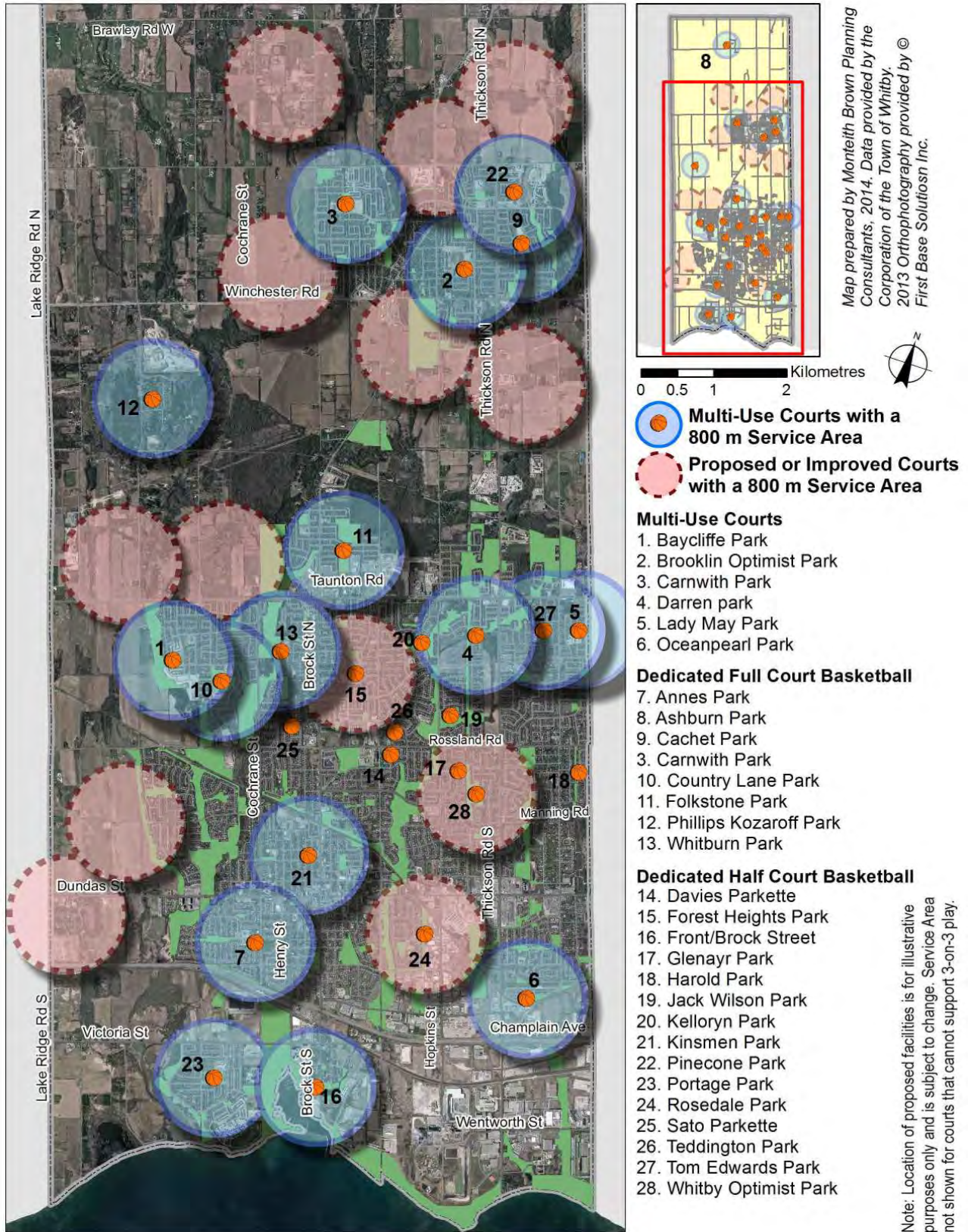
Service Level: Whitby's level of service is one court per 4,530 population or 680 youth. These ratios place Whitby on the upper end of the service level spectrum in relation to benchmarked communities across the G.T.A. Over and above the municipal supply, basketball courts are located at nine elementary schools and nets are provided at another three elementary schools though these are often not as vigorously maintained as municipal courts.

Distribution: Through Map 7, courts are differentiated according to the previously noted categories. Service radii are applied to all courts capable of facilitating at least three-on-three play as these draw from a larger catchment area compared to single hoops that only draw from the immediate area. Whitby achieves a good distribution of multi-use courts, with gap areas generally served by single hoops. There are overlapping coverages as well, including some areas located south of Taunton Road, though a slight overlap between areas is desirable such as where radii are bisected by major pedestrian barriers such as major roads, railway lines, waterways, etc.

Consultation: 15% of the public web survey sample reported playing basketball during the past year while 11% participated in ball hockey, representing the two primary activities played on the Town's multi-use courts - 43% supported additional investments in the supply of multi-use courts.

Participation: While multi-use courts are accommodating of a number of activities, they are primarily used for basketball. Over the past decade, research has shown a healthy participation in basketball among male youths due to its international appeal, low barriers to participation.

Map 7: Distribution of Existing and Proposed Multi-Use Courts





Utilization: Utilization of multi-use courts is challenging to determine due to their spontaneous use nature and the absence of formalized programming.

Most communities in the GTA target the provision of basketball/multi-use courts at a rate of one per 800 youth between the ages of 10 and 19, and as previously noted, Whitby's level of service presently stands at 1 court per 680 youth. While Whitby is aging (and will continue to age, particularly in its established urban areas), new growth areas can be expected to have a younger population which will place higher demands on basketball/multi-use courts. As such, the Town could require between 36 and 44 by 2031 multi-use courts on a Town-wide basis (seven to fifteen more courts over and above the current supply) resulting in a service standard between of one court per 650 to 800 youth.

	2014	2021	2031
Estimated Youth Market Size	19,704	23,537	28,929
Existing Supply	29.0	29.0	29.0
Multi-Use Courts Required @ 1 Multi-Use Court per 750 Youth (ages 10-19)	26.2	31.4	38.5
Surplus (Deficit)	2.8	(2.4)	(9.6)

Geographic distribution is an equally important consideration in determining the number of multi-use courts to provide since the ability of children and youth to access them must be factored in the context of limited transportation options – for example, youth residing in new growth areas cannot be expected to rely upon courts located in established areas if it is not within a reasonable walking or cycling distance. Ensuring good geographic distribution in new growth areas (notably West Whitby and Brooklin) means that the Town ideally provide full or half court within Local Parks, where required, to ensure newly developing neighbourhoods have access within an 800 to 1,000 metre radius. To augment distribution, the Town should also develop a full court as part of new District Park developments to serve community-wide needs and complement the sport-oriented functions of these larger parks.

Planning by distribution can result in a greater number of courts than the population standard. For example, a review of the West Whitby Secondary Plan's preferred concept suggests that multi-use courts should be located within four District Parks. Upon the approval of a preferred land use plan for the ongoing Brooklin Secondary Plan, a similar distributional assessment should be undertaken. A cursory examination of the Brooklin secondary plan study boundary suggests a minimum of five courts (is required based on distribution in addition to a full court located within a District Park), depending upon the ultimate land use allocation. As shown in Map 7, total of ten new courts are proposed within the West Whitby and Brooklin Secondary plan areas which would bolster the Town's long-term supply to 39 multi-use courts.

A review of distribution in Whitby's existing built-up areas suggests that the most notable gap areas are in the following established residential areas:

- North-east of Dundas Street and Cochrane Street;

- North of Rossland Road and Brock Street (presently serviced by single hoops at Kelloryn Park, Forest Heights Park and Teddington Park); and
- South of Rossland Road and Brock Street (presently serviced by single hoops at Whitby Optimist Park, Davies Park and Glen Ayr Park).

Single hoops or asphalt pads are located in many of these gap areas, however, these undersized courts are either too small or of insufficient quality to attract use beyond a couple of individuals at a time. In order to service the noted gaps in the established areas, the recommended course of action is to improving existing asphalt pads and hoops to create a playing experience akin to the multi-use and dedicated basketball courts that are capable of facilitating three-on-three play. The asphalt pads at Forest Heights Park, Whitby Optimist Park and Rosedale Park demonstrate unevenness and/or cracking which presently affect quality of play. In addition to resurfacing and/or re-lining activities, enhancements may be contemplated ranging from adding a second hoop at Forest Heights Park to create a small full court to reconfiguring the asphalt pad at Whitby Optimist Park to facilitate more optimal three-on-three play. These rejuvenations are recommended within the next five years, and will result in the ability to reconcile a considerable portion of the gap areas shown in Map 7.



As with the Town's maintenance program for tennis courts, rejuvenation of multi-use courts is largely contemplated after visual inspection, receiving resident feedback, and availability of funding with minor maintenance activities conducted more regularly than resurfacing or hoop replacement activities. There are no user fees attributable to multi-use court usage and thus capital maintenance is drawn from tax funding. In addition to the previously suggested improvements, the following actions are encouraged.

1. One backboard is missing from the full court located at Darren Park, and it is recommended that this be replaced within the next five years.
2. Acrylic surface treatments are fading at Country Lane Park and Whitburn Park. While the asphalt base appears to be in satisfactory condition, re-application of the acrylic should be considered within the next ten years (possibly in tandem with resurfacing if required).



Recommendations

21. A total of ten multi-use courts should be constructed in future District and/or Local Parks to ensure planned neighbourhoods have access within a reasonable walking distance. This should consist of four multi-use courts in the West Whitby Secondary Plan area and six courts in the Brooklin Secondary Plan area, the latter of which should include one full court as part of the proposed Brooklin Memorial Park redevelopment (see Recommendation #10).
22. Within the next ten years, conduct resurfacing and/or backboard replacement activities at required multi-use courts including, but not limited to, Forest Heights Park, Whitby Optimist Park, Darren Park, Country Lane Park and Whitburn Park.



4.7 Outdoor Fitness Equipment

Whitby is part of a growing trend in North America that integrates outdoor fitness infrastructure within parkland. While “vita parcours” or outdoor fitness loops have existed for some time in Europe and some southern cities in the United States, more Canadian municipalities are integrating outdoor exercise equipment into their parks that are designed to withstand extreme temperature and inclement weather conditions. In addition to Whitby, research and site visits to parks reveals that Toronto, Newmarket, Pettawawa, Middlesex Centre are other examples of municipalities in Ontario that provide 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 on physical activity. Although outdoor fitness training was not explicitly heard through community engagements, 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.

Through parkland design/redesign processes and consultation with the community, the Town should continue explore the provision of outdoor fitness equipment. Although quantifiable data regarding use of fitness equipment at Kiwanis Heydenshore Park and Baycliffe Park was not available at time of writing, there is anecdotal information that these facilities are well received, particularly in the case of the waterfront site since it is a destination park located along a major trail route that receives heavy foot traffic (and therefore greater exposure).

With two outdoor fitness locations in central and southern areas of Whitby, it is recommended that the Town provide outdoor fitness equipment at a park located north of Taunton Road to balance geographic distribution. Ideally, the cost of purchasing and installing the new equipment would be shared with a community group(s) as was done at Kiwanis Heydenshore Park where the Rotary Clubs contributed significantly to the project. 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.

Recommendations

23. Through the park design or renewal process, and in conjunction with community fundraising efforts, select a District or large Local Park located north of Taunton Road through which to offer outdoor fitness equipment.



4.8 Skateboard and Bike Parks

Key Facts

Skateboard / Bike Park Locations	Level of Service
Brooklin Memorial Park	3 Skateboard Parks
Folkstone Park	1 Skateboard Park per 44,000 population
Iroquois Park	

The Town currently provides three outdoor skateboard and bike parks at the Luther Vipond Memorial Arena, McKinney Centre, and Iroquois Park Sports Centre. Whitby’s concrete skateboard parks also receive use by BMX bikers, inline skaters, and those using two-wheel scooters making these facilities attractive to a broader range of children and youth.

Service Level: The supply results in a level of service of one outdoor skateboard/bike park per 43,900 population or 6,600 youth between the ages of 10 and 19 (who are the primary users of these facilities). Whitby’s level of service exceeds that in many of the benchmarked G.T.A. communities, though direct comparison of service levels between municipalities is challenging since skateboard park designs vary dramatically according to the size, materials and range of extreme sport uses varies. It is safe to say that most urban municipalities provide these facilities on a district by district basis, as Whitby has done.

Distribution: Distribution of skateboard and bike parks is fairly well balanced though there appears to be a gap in the centre of the Town. This gap, however, is mitigated by the fact that the existing skateboard parks are conveniently located in proximity to the Town’s major north-south transportation spine and improves their reach in terms of spatial accessibility.

Consultation: Input received through the consultation program was limited to the web survey that reported 10% of participating households skateboarded in the past year, 25% stating skateboard parks are important to them, and 35% supporting additional investments in the skatepark supply.

Participation: Over the past several years, skateboarding, bike and other board sports have demonstrated sustained longevity and appears to have become a mainstream pursuit among youth and some young adults. Skateboarding tends to be most popular among young men and boys (though girls are increasingly picking up the sport), while biking and inline sports have also become increasingly popular and is creating high demands for skateparks. Skateparks have been found to be a popular and in demand youth facility that serves as an alternative to traditional organized sports.

Utilization: Utilization of skateboard and bike parks is challenging to determine due to their spontaneous use nature and the absence of formalized programming.

Outdoor Skateboard Parks

As with other youth-oriented facilities intended for drop-in use, distribution is an important factor. As mentioned, skateboard and bike parks are generally well distributed along the Brock Street/Baldwin Street transportation corridor though there would be a gap in Brooklin should its skateboard park be removed as part of the recommended multi-use community centre development. Skateboard and bike parks are best developed at future District Parks and/or large Local Parks since such these locations would presumably have sufficient size, setbacks from conflicting land uses, and be situated along major transportation corridors (possibly including transit and trail routes) for ease of access among youth.

It is recommended that the Town continue to target a level of service at one skateboard/bike park per 6,500 youth between the ages of 10 and 19 to support consistency in planning for new populations and based upon anecdotal observations that suggest the facilities are well used by skateboarders, extreme sport bikers, and other users.

Table 6: Skateboard and Bike Park Requirements, 2014-2031

	2014	2021	2031
Estimated Youth Market Size	19,704	23,537	28,929
Existing Supply	3.0	3.0	3.0
Skateboard/Bike Parks Required @ 1 Skatepark per 6,500 Youth (ages 10-19)	3.0	3.9	4.5
Surplus (Deficit)	0.0	(0.9)	(1.5)

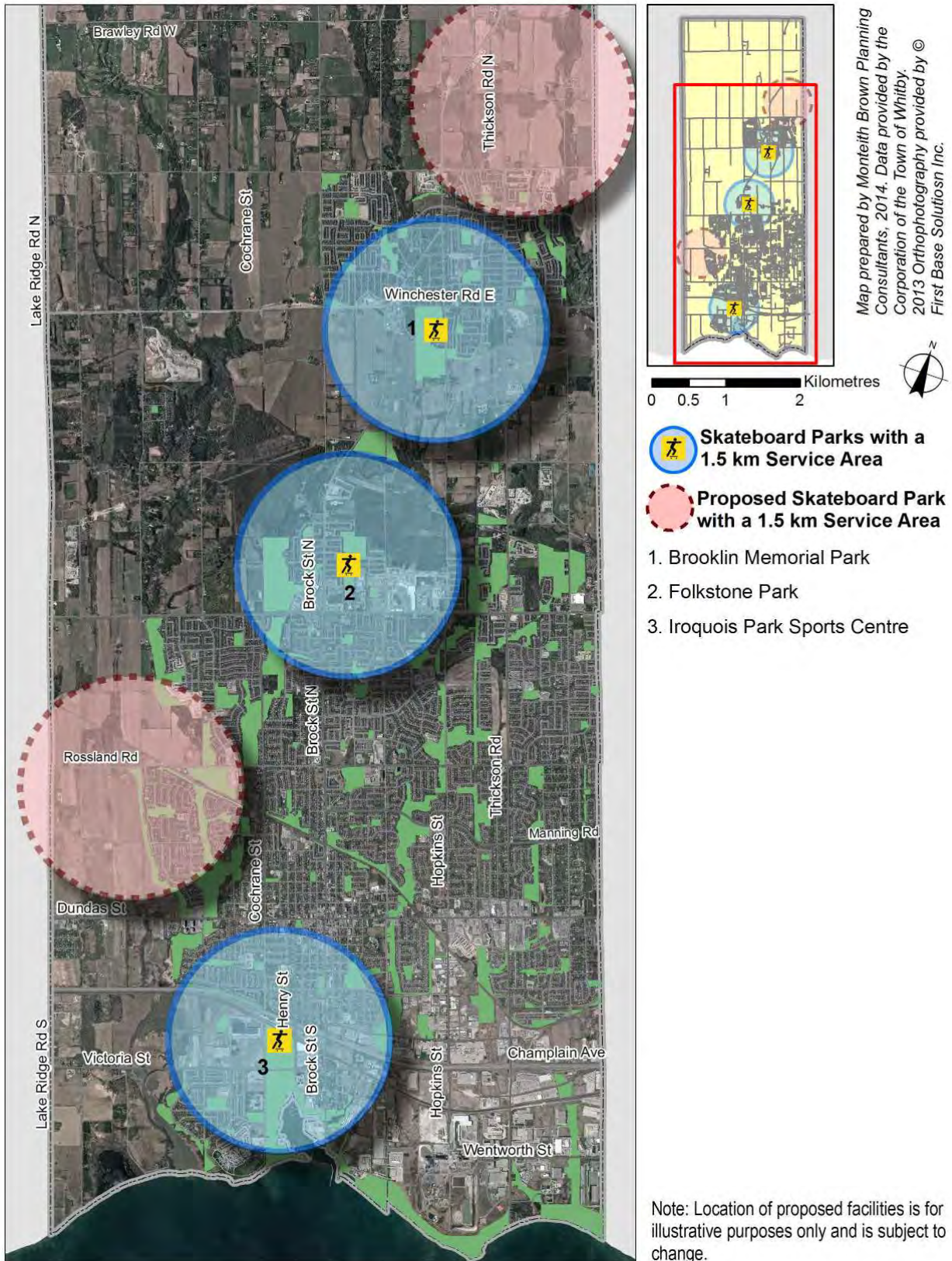
Note: estimated youth market size calculated on the assumption that the 10-19 age cohort remains at 15% of the Town-wide total, as recorded in the 2011 Census.

Using the youth-based target, the Town would require one new skateboard and bike park around the year 2021 plus a second new skateboard and bike park by 2026. From a distributional perspective, the addition of two new skateboard parks would also partially address a gap between Rossland Road and Dundas Street, if developed in West Whitby, along with a gap located north of Carnwith Drive in Brooklin. It is also worth noting that if Brooklin Memorial Park is redeveloped as discussed in the indoor facility assessments, then that skateboard park would likely have to be replaced onsite or relocated elsewhere.

As skateboard and bike parks are largely targeted to children and youth, who benefit from amenities located within walking distance, a cost effective opportunity to address needs on a geographic basis is to develop “skate zones” or “micro” skateboard parks in strategic gap areas. These minor skateboarding areas tend to be integrated fairly easily within District and Local Parks, providing venues where beginner to intermediate level users can hone their skills and gain confidence to transition to the Town’s larger concrete skateboard parks.



Map 8: Distribution of Existing and Proposed Outdoor Skateboard/Bike Parks



Indoor Skateboard Parks

Through the community engagement process, the need for an indoor skateboard park was expressed and supported with a community petition that attracted over one thousand signatures. Indoor skateboard parks are most prevalent in the private sector with only a few municipalities that have invested in indoor venues dedicated to board and bike sports. Accordingly, there are no generally accepted service level standards that can be applied to determine needs as indoor skateparks are not considered to be a core level of service in the majority of municipalities.

In Ontario, the Newmarket Youth Centre and Indoor Sk8Park is the best example of a dedicated municipal indoor skateboard park. The Town of Caledon makes use of a multi-purpose floor in its youth centre to create a non-fixed venue with temporary modular ramps and rails (that it also transports to various parks throughout its various communities to provide outdoor opportunities for youth who do not reside near its permanent outdoor skatepark). More common, however, municipalities will set-up non-fixed equipment within arenas once the ice is removed, though dry floor usage thus occurs during warmer months when skateboarders want to be outside. Examples of privately owned and operated indoor skateboard parks in Ontario include CJ Skateboard Park in Etobicoke, Inflow in Hamilton, SUD Skates in St. Catharines, and On Deck Skatepark in Ottawa.

Of note for both public and private indoor skateboard parks is that it can be a difficult business due to costs, limited revenue generating potential (children and youth generally have higher price sensitivity) and seasonality (usage tends to drop in the summer). An indoor skateboard park previously operated by the City of Cambridge was closed in 2014 after the municipality deemed it could not allocate sufficient resources to facility renewal. Certain private sector venues have also closed for a variety of reasons including those previously operating in Mississauga and Toronto.

Based upon locally stated interest, the Town should undertake further reviews into whether there is a role and business case for the municipality to invest and operate an indoor skatepark based upon considerations articulated in Section 5.1. As indoor skateboard parks provided by private and public operators tend to be in the 5,000 to 10,000 square foot range, capital costs of construction plus equipment could be significant unless there is an ability to repurpose an existing municipal building (the Luther Vipond Memorial Arena is the only such indoor facility identified for re-use or removal through the Sports Facility Strategy, though its footprint may be required for the proposed multi-use community centre in Brooklin). An investigation into the operating and cost recovery model will also need to be undertaken, while partnership discussions should also be explored to determine whether there is private sector interest at the local level.

Recommendations

- 24. Construct a total of two new skateboard/bike parks within future District and Local Parks located in West Whitby and Brooklin, in addition to a replacement should the skateboard park at Brooklin Memorial Park be**



removed as a result of site redevelopment arising from Recommendation #9.

25. Integrate beginner level “skate zones” or “micro” skateboard parks into appropriate District or Local parks as a means to increase geographic distribution of skateboarding areas.
26. Through a feasibility study that engages local youth and board/bike sports enthusiasts, explore whether there is a business case for the Town to have a role in sustainably funding an indoor skateboard park (also see Recommendation #28), as well as potential locations and/or partners should such a role be rationalized. The study should also include a cost-benefit analysis associated with a dedicated indoor venue compared to investing in non-fixed modular equipment that can be easily installed on an arena dry-floor or other suitable surface.



4.9 Bocce Courts and Lawn Bowling

Key Facts

Bocce Court Locations

Cullen Central Park

Level of Service

2 Bocce Ball Courts

1 Bocce Ball Court per 65,700 population

Lawn Bowling Locations

Whitby Lawn Bowling Club

8 Lawn Bowling Greens

1 Lawn Bowling Green per 16,400 population

The Town maintains two bocce ball courts at Cullen Central Park. In addition, the Whitby Lawn Bowling Club (WLBC), located at 833 Brock Street, has lighted bowling greens and a clubhouse that are owned by the Town but the use, operation, and maintenance of the area are granted to the WLBC. The greens and clubhouse are adjacent to the Whitby Seniors Activity Centre and also share the same parcel of land, however the Whitby Lawn Bowling Club is an independent body with no affiliations with the Centre. The Club maintains and operates the greens and clubhouse for regular lawn bowling activities from May to September. There are eight greens measuring approximately 34 meters x 34 meters.

- Service Level:** The supply results in a level of service of one bocce ball court per 65,680 population. Direct comparison of service levels between municipalities is challenging since bocce ball is not considered to be a core level of service for most municipal recreation departments in Ontario and thus courts are usually provided where niche demand can be demonstrated.
- Distribution:** Cullen Central Park is generally considered to be a centralized location within the Town though is likely most accessible to those living north of Dundas Street. As a highly specialized facility, however, it is anticipated that those wishing to participate in bocce will be willing to travel a slightly further distance.
- Consultation:** Input received through the consultation program was limited to the web survey that reported 3% of its sample participating in bocce over the past year and 2% used the Cullen Central Park courts. 19% supported additional investments in bocce courts. Lawn bowling also recorded fairly limited interest through the web survey with 1% participating in the sport, only 1 respondent reporting use of the WLBC, and 22% supporting additional investment in greens.
- Participation:** Bocce is predominantly played by older adults and the Italian-Canadian community. As the population ages, there may be some opportunities for growth if the sport can better establish itself with the next generation of older



adults though there are no provincial trends that suggest participation is increasing among youth. The Whitby Social Activity Club, who are allocated exclusive use of the courts for certain days and times during the week, have approximately 80 members.

The Whitby Lawn Bowling Club presently has 75 members. Provincial trends do not suggest lawn bowling is a growth sport though aging population trends has the potential to increase participation, largely depending upon whether the Baby Boom generation takes an active interest in the sport.

Utilization: According to booking schedules provided by the Town, each court is allocated to the Whitby Social Activity Club for 52 hours per week during the summer, totalling 104 hours per week across both courts. Actual usage is presently unknown, particularly for general public users (i.e. non-club users) who drop-in during open public use times. Usage of the Whitby Lawn Bowling Club is permitted between May and September for practices and tournaments, with members able to access the greens largely at their convenience for drop-in and organized events.

There is little evidence to suggest that bocce will meaningfully grow beyond its current participation rates, largely due to the fact that its user profile (largely older men of Italian heritage) is not consistent with the diverse cultural characteristics of the majority of Canada's newcomers and the fact that the sport is not generally being taken up by younger generations. On this basis, limited demand stated for courts through consultations, there is no justification for the Town to provide additional bocce courts as it is envisioned that the Cullen Central Park bocce courts will serve bocce-related needs over the foreseeable future.

Only in the event that the Town is presented with quantifiable demand should it consider developing new courts, as has been its past practice. Any new bocce courts should be governed by the Town's progressive philosophy of empowering its community to take an active role in delivering programs and providing general oversight and maintenance of the bocce courts at a minimum, as it has through its current agreement with the Whitby Social Activity Club.

With respect to lawn bowling, the sport has largely been provided to the general public through community based clubs, as is the case in Whitby, and is generally not considered to be a core municipal service in most municipalities. It is worth noting that the Town contributed \$70,000 of the \$95,000 cost to construct the WLBC with the balance funded by the Club membership. As lawn bowling is generally not considered to be a core municipal service, application of a service level target is not deemed to be appropriate. The Town should continue to facilitate lawn bowling through the WLBC facility, however, continuing to ensure that the Club is a primary contributor to facility operations and required improvements.

It is not envisioned that a second lawn bowling venue will be required, however, growth in the sport is uncertain as it is not clear if the aging population will generate additional demand for this sport or if older adults will favour other activities instead. The Town should observe usage

and participation at the existing venue, while engaging in continual dialogue with the WLBC to monitor demand. If an interested party is willing to provide a business plan for the Town's consideration, it should be evaluated in the context of funding, operations, public access and any other variables that promote fiscal responsibility and fulfilling community benefit.

Recommendations

27. **Additional bocce courts and lawn bowling greens should only be installed based on quantifiable and demonstrated demand, and provided on the basis that an organized facility user is willing to contribute operating and/or capital resources to the courts.**





4.10 Outdoor Sports Facility Provision Strategy

Summary of Sports Field Needs

Through preliminary facility fit exercises and quantitative assessments prepared by Town Staff for parkland in the West Whitby Secondary Plan area and other potential lands in Whitby, it is anticipated that the majority of sports fields necessitated by new population growth can be accommodated through parkland that is conveyed and negotiated through the land development process. Future District Parks (as defined in Section 4.8 of the Town of Whitby Official Plan) are envisioned to contain multiple sports fields.

The primary challenge facing the Town of Whitby's sports field system is the potential redevelopment of its Victoria Park soccer field complex as recommended through the Waterfront Parks and Open Space Master Plan. Replacing these fields, and their associated quantum of land, will be increasingly challenging given land use planning constraints associated with building out to the urban boundary and the regulations of Places to Grow/Growth Plan for the Greater Golden Horseshoe and the Greenbelt Act. The Town of Whitby had previously secured a large parcel of land in the Brooklin area for the purposes of creating an indoor/outdoor multi-use recreation complex, unfortunately provincial expropriation of part of the land for the Highway 407 expansion has reduced the feasibility of that site to meet the intensity of uses originally envisioned.

In the event that the Gordon Street/Victoria Fields are repurposed, replacement needs are best addressed by way of providing a new multi-field park that supplements the Town's neighbourhood focused geographic distribution strategy of integrating sports fields within future District and Local Parks. Centralizing sports fields provides many advantages as field users appreciate multi-field venues to concentrate their practice and game scheduling, while providing an option through which tournaments and skill development clinics can be held. The Town benefits through economies of scale achieved in grounds maintenance as travel between field sites is reduced, equipment can be stored on site, and servicing infrastructure (e.g. lighting, water) can be put in place.

Securing lands large enough to replace the Victoria Park fields will require the Town to explore a number of options including, but not limited to:

- Securing a new parcel(s) of land in the Brooklin or West Whitby Secondary Plan area through further negotiations with landholders.
- Municipal purchase of land in the above noted Secondary Plan areas or elsewhere within the urban boundary.
- Securing partnership or lease agreements with private, institutional and/or other property owners.

The actual number of sports fields to be integrated within a replacement multi-field venue will depend upon factors such as the size and configuration of the chosen site, as well as the number of District and Local Parks of sufficient size (i.e. about 1.5 hectares for the latter) ultimately developed in the West Whitby and Brooklin Secondary Plan areas that can contain

fields. The greatest growth in soccer field and ball diamond needs is expected after the year 2021, though it is recommended that the Town develop sports fields as District and Local Parks are constructed through the phases of land development.

Summary of Other Outdoor Sport Facility Needs

The outdoor sport facility needs assessment confirms the need for a number of other facilities to be constructed in Whitby, as summarized below:

- 10 tennis courts;
- 4 multi-use courts in West Whitby and 6 multi-use courts in Brooklin, to be confirmed based on geographic distribution;
- 1 park featuring outdoor fitness equipment; and
- 2 skateboard parks (plus a replacement venue for Brooklin Memorial Park, if needed).



Section 5

Implementation and Funding Plan



The Implementation and Funding Plan Section describes service delivery approaches and estimated costs associated with enacting the capital recommendations contained in the Sports Facility Strategy. This Section also provides guidance with respect to monitoring this plan.

5.1 Responding to Requests for Sport Facilities

Through community consultations and a review of facilities which may or may not be provided by the Town of Whitby and other communities, the Sports Facility Strategy assessed the need for a variety of sport facilities. The Sports Facility Strategy, 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, Town staff should consider a number of factors to confirm needs as stated in the Sports Facility Strategy herein prior to constructing sports facilities recommended herein. This should involve an examination into (but not be limited to):

- local/regional/provincial trends pertaining to usage and popularity of the activity/facility;
- examples of delivery models in other municipalities;
- local demand for the activity/facility and any known constraints;
- the ability of existing municipal facilities to accommodate the new service;
- potential risks and liability to the Town of Whitby in providing new facilities or services;
- whether the request can be addressed in partnership with a community-based provider;
- the feasibility for the Town to reasonably and cost-effectively provide the service/facility as a core level of service (includes a determination capital and operating costs, cost recovery thresholds and funding sources, etc.);
- the willingness and ability of requesting partner organization to deliver the service if provided with appropriate municipal supports.

For facilities that currently do not have sufficient demand to warrant a specific recommendation in the Strategy, the Town 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 Town should evaluate the need for these pursuits contingent upon the level of community requests and sound business planning. The above noted criteria should once again be used as a guide to rationalizing entry into new levels of service.

This approach is generally consistent with the Culture, Parks, Recreation and Open Space Strategic Master Plan (C.P.R.O.S.), which recommends that the Town should “Develop new emerging outdoor facilities in partnership with interest groups, with the Town’s resource input commensurate with the number of participants in or broad popularity of the activity.”

Recommendations

28. **The provision of new sports facilities, including those falling beyond the spectrum of the Town’s core service delivery mandate, should be investigated on their individual merits after considering a number of criteria including, but not limited to: quantifiable and demonstrated**



needs; the Town's role and ability to cost-effectively deliver a needed service; its ability to jointly deliver the service through partnership; and if the Town has the resources available to deliver the service.

5.2 Site Selection Criteria for Major Sport Facilities

In order to determine an appropriate location for a new multi-use community centre and a multi-field venue to replace the Victoria Fields (if required, pending approval and implementation of the Waterfront Parks and Open Space Master Plan), the establishment of criteria is necessary. A site must be strategically located where surrounding land uses are compatible, maximizes financial efficiency, is accessible to the population, and so forth.

Heeding the principles articulated through the *Provincial Policy Statement (PPS)* is the foremost concern in determining what constitutes an appropriate land use (i.e. in this case, a new recreation facility). The Town of Whitby Official Plan provides a good basis on which to start determining criteria; Section 4.7.3.6 references locational criteria such as adequately buffering from nearby residential areas, sufficient parking be provided, and locating facilities along arterial or major collector roads. Section 4.7.3.10 further encourages "the joint use of community facilities and campus development through the location of schools adjacent to parks and public open space" and provision of community facilities "in proximity to other centres of activity to facilitate joint use and complementary relationships."

Twenty criteria are provided upon which the suitability of all potential sites for major sport complexes to be evaluated. In the context of the Sports Facility Strategy, this applies to the proposed multi-use community centre and a possible multi-field venue, 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.

Location

1. The site is within reasonable proximity to the population to be served.
2. The site location contributes to a reasonable distribution of similar recreation and social services within the municipality.
3. The site provides the Town with a central location that can create efficiencies for its services.

Access

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 a 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., but excluding arterial roads).

Focal Point Potential & Visibility

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".

Site Development Potential

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 outdoor recreational 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.

Community Compatibility

10. The site is located adjacent to compatible land uses (e.g., recreational, medium to high density residential, institutional, 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, 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 Town, or the site is currently for sale.
17. The site is ready for development or could be made ready within a period of 12 months.
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 should be able 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.

5.3 Delivering Inclusive Services

Providing residents with equitable opportunities to access sport facilities should continue to be a goal that the Town of Whitby strives towards. In every community, there are certain households which face barriers to participation by the very fact that they are 'under-



represented' through traditional means of engagement. Some of these households may include marginalized populations, persons with lower incomes or disabilities, those living in Whitby's rural areas, youth or the elderly, or newcomers to Canada. Barriers often faced by these individuals, along with other residents, may include lack of time, limited disposable income, disabilities, unawareness of available activities, communication challenges, etc. thus it is important to provide inclusive opportunities to ensure choices are obtainable.

The Town of Whitby is strongly committed to delivering inclusive and accessible services, with citizen representation provided through the Ethno-cultural and Diversity Advisory Committee and the Accessibility Advisory Committee. The Town is adapting its program and facility delivery to be accommodating of persons from diverse cultural backgrounds as well as persons with disabilities. The Town's range of low to no cost program options, supplemented by its Access Program (and other external fee assistance programs) is also intended to supplement municipal philosophies of inclusivity. It is critical that the Town continue to strengthen its existing approach to understanding the needs, further develop programs and services, explore partnerships and evaluate service effectiveness when seeking to include persons from under-represented or marginalized populations.

The Town's emphasis on delivering inclusive services to persons with disabilities is particularly commendable. The Town is considered to be a progressive organization in meeting the needs of individuals living with a disability or special need. In addition to the aforementioned Advisory Committee, the Town has developed internal communication guides and procedures, and Accessibility Plans for its facilities. For the latter, Accessibility Plans have guided improvements implemented in key sports facilities such as Iroquois Park Sports Centre and the Whitby Civic Recreation Centre. The Town also enjoys a strong partnership and working relationship with the non-profit Abilities Centre who significantly enhance sport facility and programming provision while also contributing invaluable expertise in delivering services to persons with disabilities and special needs.



Potential increases to the number of persons with disabilities and cultural diversification (in line with population growth, aging trends, etc.) requires that the Town and community sport providers continue to be compliant, work with like-minded support groups, and continue to increase participation among under-represented populations. The Town should work with

groups to ensure that access policies are in place, which not only includes affordability but also barrier-free and special needs considerations. The considerable knowledge present in the Abilities Centre and Town staff (and other inclusivity-oriented providers) should be leveraged to the greatest degree possible.

The Town of Whitby is also committed to advancing the participation of women in sports by minimizing gender barriers. Data compiled by the Town estimates that females account for less than one-third (31%) of participants registered with most affiliated local user groups using Whitby's arenas, pools, sports fields and hard surface courts. To remove barriers and improve participation rates among females, the Town should continue to explore strategies such as providing female-only time slots or programs, facility designs oriented to making sport experiences comfortable for women (through use of curtains, female-only areas, etc.), emphasizing a commitment to facilitate a range of introductory to elite level sport opportunities with its community partners, consulting with women when planning services regarding local sport, etc.

Regardless of what makes a person or household under-represented, the key to stimulating their participation and involvement lies in engagement, which in turn leads to understanding. By involving under-represented populations, the increased diversity of customer needs may lead to the emergence of "non-traditional" activities, thus suggesting the flexibility in the design, function, and provision of certain services to be a key consideration in the development sport facilities. There are many examples of facilities developed for non-traditional sport users such as cricket pitches, sledge-hockey rinks, and wheelchair accessible ball diamonds. The non-profit Abilities Centre is a world renowned facility for delivering inclusive services and has been a willing partner with the Town since its inception in 2011.

Recommendations

29. Continue to work with community-based service providers whose mandate is oriented to persons with disabilities, cultural diversity, and low income populations to ensure that a broad range of accessible and inclusive sports facilities and programs are available in Whitby.
30. Explore ways to advance principles of gender equity and the enhanced participation of females in sport to support principles of healthy living for the entire population. This should involve engaging females in the design and delivery of sport facilities and programs, while approaching service delivery and programming in a manner that recognizes the unique needs and preferences of the female population.
31. Continue to implement improvements to sport facilities, as recommended through the Town's Accessibility Plans, to ensure conformity to local accessibility standards and provincial legislation while exploring the provision of specific sport facilities that are conducive to use by persons with disabilities.



5.4 Facility Allocation

Consistent with best practices, the Town of Whitby 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 numbers but whose demand is high. The Town presently has allocation policies for arenas, indoor aquatic centres and sports fields; while allocation policies for arenas and pools have been formally adopted by Council, the sports field policy is presently considered to be a working document referenced internally by Town Staff.

Most allocation policies, including those in the Town of Whitby, 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 who 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. also assign the lowest level of priority access to non-residents recognizing that local facilities are sometimes used by users living beyond the immediate municipal boundary.

Whitby's Ice Allocation Policy (2011) has been reviewed and is deemed to be consistent with philosophies contained in other communities. There were no indications received from Staff or arena users that the policy is not working for either party and thus no changes are suggested at present time.

Aquatic allocation policies are less common than ice allocation policies as not all municipalities have been as progressive (or have had the need to formally define/defend allocation practices) as the Town of Whitby when it comes to establishing parameters for pool allocation. A review of Whitby's Pool Allocation Policy (2011) determines that the existing policy, now about three years old, is comprehensive and seemingly equitable. It recognizes that aquatics programming, which produces a higher revenue stream than rentals and is focused on a much broader range of resident uses, is important to ensuring long-term operational longevity of the indoor aquatic centres. As with arenas, no concerns were raised with the Pool Allocation itself apart from local swim team requesting more hours though their perspective was more oriented to providing a new pool altogether rather than the contents of the allocation policy.

Sports field allocation policies are also less common than those for arenas, and usually applied when multiple organizations are operating in the community. In Whitby, the vast majority of minor soccer is delivered through the Whitby Iroquois Soccer Club and having only one major player has allowed soccer field allocations to be fairly straight forward. The Town allocates certain fields for use by that organization who in turn schedules them accordingly. As a minor organization serving children and youth, most hours are scheduled during the early evening which leaves field times later in the evening for the use by adult organizations.

There are more ball diamond organizations though the implications on allocation are not considerably concerning as these organizations tend to operate within small geographic subsections of the Town with the exception of minor ball who use diamonds across Whitby. As

with soccer, however, minor ball tends to use diamonds during the early evening and with a number of lit diamonds, adult leagues are able to play later into the evening.

A couple of comments were heard through the community engagement process of making sure Whitby residents have priority over non-residents in accessing local facilities and it appears that the allocation policies achieve just that through their assignment of priority. Other mechanisms to ensure resident priority access includes the residency requirement of 85% for sports field users (meaning groups cannot only have a few residents to qualify as an affiliate) and providing residents with one week advance booking opportunity to register in aquatic programs prior to opening registrations to non-residents. Restricting non-residents from using facilities is not generally encouraged particularly if facility utilization and program fill rates are not fully booked as non-residents can add to the revenue stream through program fees and/or non-resident surcharges. It is noted that the Town presently does not apply non-resident surcharges as the intent is to maximize facility rentals, however, it may wish to consider such a surcharge should it find that uptake among local residents is being significantly impacted by non-resident usage.

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.

Recommendations

- 32. Periodically review facility allocation policies to ensure they remain relevant and respond to future market characteristics.**





5.5 Evaluating Partnership Opportunities

The most effective sports and recreation 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 indoor recreation facilities and services are available to the community.

In the face of diminishing 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 Town has some excellent working agreements with third parties including with its local school boards in joint planning parts and school sites (thereby maximizing open spaces, sharing parking lots, etc.), the Whitby Iroquois Soccer Club to fund the indoor soccer dome, and others.

Partnerships must be carefully evaluated as each opportunity presents unique circumstances and outcomes. A municipality’s first responsibility is to ensuring that a partnership creates a net benefit to its residents, in a manner that is consistent with philosophies and ethics reflective of government. In evaluating partnerships, the following should be considered at a minimum:

- whether, first and foremost, the proposed partnership is consistent with the municipal mandate and philosophies;
- if there is a role for the Town to play in providing the program or service;
- whether there is a quantifiable or justified need for the service in the community;
- that the service can be sustainably accommodated within the Town’s long-term capital and/or operating resources;
- whether the partner is sufficiently capable / qualified (e.g. financially, staffing, internal expertise, etc.) to be able to deliver the service over the long-term, and in compliance with legislated policies and municipal standards;
- the level of risk (e.g. financial, liability, etc.) and how this will be managed by the partner or the Town;
- whether the partner can provide the service on a sole source basis; and/or
- agreeing upon terms, conditions, standards, and responsibilities for all parties involved.

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 Town 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 Town must also continue to ensure that its community development model continues to thrive with smaller organizations.

5.6 Funding Plan

A Funding Plan has been developed that articulates the following as part of implementing the Sports Facility Strategy's recommendations:

- The Strategic Goal(s) attained through the recommendation;
- The estimated timing;
- The estimated capital cost; and
- Potential funding sources to finance capital development.

These elements are discussed in the following pages while the actual Funding Plan is provided through Table 7, found in Appendix A.

Strategic Goals

Section 2.2 of the Sport Facility Strategy advances Strategic Goals to guide recommendations:

1. Encourage Participation in Sport
2. Engage Sport Organizations and Sport Enthusiasts
3. Maintain a Fiscally Sustainable System of Sport Facilities
4. A Demonstrated Commitment to Inclusivity in Sport

The Sports Facility Strategy's contributions to corporate values through the advancement of Whitby Council's 2014-18 Goals #3, #4, #7 and #8 as follows.

- #3. To continue the Whitby tradition of responsible financial management and respect for taxpayers; and to understand the importance of affordability to a healthy, balanced community.
- #4. To ensure Whitby is clearly seen by all stakeholders to be business- and investment-friendly and supportive; and to strive to continuously improve the effectiveness and efficiency of service delivery.
- #7. To remain the community of choice for families and become the community of choice for seniors and job creators; and to focus new growth around the principles of strong, walkable and complete neighbourhoods that offer mobility choices.
- #8. To become the destination of choice for visitors from across Durham Region and the Greater Toronto Area; to realize the economic and social potential of our downtowns, waterfront and green spaces in developing local tourism; and to create more things to do and places to enjoy.

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 Town's capital and operating budget development exercise. 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.

Estimated Costs

Capital cost estimates are provided to inform annual and long-range budgeting exercises. Costs are provided in 2014 dollars and should be considered to be preliminary estimates that must be reviewed/reconfirmed prior to implementation through appropriate facility design or business planning processes. Construction costs should be considered as preliminary, high level order of magnitude estimates (which are subject to a large variability compared to the final actual cost) and reflect cost of community centre and sport facility construction only. Accordingly, 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. As an example, Town Staff have calculated that on average an unlit sports field typically accounts for approximately 30% of the cost of development at the District or Local Park level.

As shown in Table 7, the total estimated capital cost of implementing the Sport Facility Strategy's recommendations is \$55.8 million over the next seventeen years of which \$45.4 million (or 81% including estimated architectural design fees) is attributable to the development of the proposed Brooklin multi-use community centre by 2022. This distribution of funding is phased as follows:

- Short-Term Capital Expenditures (2015-2020) - \$6.6 million
- Medium-Term Capital Expenditures (2021-2025) - \$45.7 million
- Long-Term Capital Expenditures (2026-2031) - \$3.5 million

It is important to note that a considerable portion of the estimated capital costs can be funded using Development Charges, as will be described later in this section. Based on the 2012

Development Charge Background Study on average 69% of Parks and Recreation capital growth projects are eligible to be financed by Development Charges. Accordingly, the tax base or user fees will not bear the sole responsibility for funding construction.

In support of the Sports Facility Strategy, the Town of Whitby has prepared preliminary operating costs associated with the implementation of new facilities recommended herein. While capital costs may qualify for Development Charges, annual direct operating costs are largely funded through two sources being property taxes and user fees. Upon full implementation of the Sports Facility Strategy's new facilities, the annual direct operating expenditure is estimated to be in excess of \$1.1 million per year (stated in 2014 dollars), of which nearly \$1 million is attributable to the Brooklin multi-use community centre starting in 2020. The above estimate of \$1.1 million does not include any additional taxpayer impact for the indirect operating costs, or the capital lifecycle maintenance costs once construction is complete. Based on the average costing ratios in the Fiscal Impact of Growth Study completed in 2012, the high level estimate for the additional \$44.3 million of capital construction would result in an approximate annual operating budget pressure of \$2.1 million for the direct operating, indirect operating and capital maintenance envelope increases. Overall \$2.1 million represents a possible 2.93% increase for the Whitby taxpayer. The estimated operating expenses specifically for outdoor fields include but are not limited to mowing, clean-up, fertilizing, materials, and opening in the spring and closure for the winter. The estimates would be for solely the sports facilities, and thus there would be a greater operating fee/cost for the park and other park components.

Both the preliminary capital and operating budget impact estimates should be interpreted cautiously as they are high level estimates that will be subject to ongoing revisions and presented not only through the Town's Development Charge Background Study and Asset Management Plans, but through the annual Budget / Forecast. Projects in this Strategy's recommendations will be advanced initially according to their targeted timeline but may be adjusted in future to better match the Town's actual growth rates and capital maintenance condition assessments. Doing so will provide the Town with greater clarity and accuracy as operating costs are highly variable due to changes in the rates of labour, utility, materials etc. Likewise, the capital cost of construction is subject to annual inflation rates that historically exceed the Consumer Price Index.

Potential Funding Model

Development Charges

Development Charges (D.C.'s) are collected for new development and applied towards the projects identified in the Town's Development Charge Background Study. The Development Charge Background Study addresses the additional capital assets required in order for the Town to maintain its service levels as the Town's population increases. Development Charges are collected based on the Province of Ontario's Development Charge Act (1997), it should be noted that components of the act are currently under review and changes are expected to be passed in the future.



Any growth related projects identified in the Sports Facility Strategy 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 and Recreation capital projects can be eligible for up to 85% of D.C. funding, while other parks and recreation initial capital projects are eligible for 50% or a lesser percentage of D.C. funding. In the last DC Background Study on average 69% of the initial capital cost could be financed by D.C.s. The remaining portion has a tax impact. 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.

The timing of growth development in the Town directly impacts the Town's ability to collect sufficient D.C.s to finance the capital projects included in the D.C. Background Study. As a result Staff 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 result in the Town financing through additional long-term debt.

Municipal Reserves

The Town of Whitby has four major categories of reserves / reserve funds. Each category contains a number of reserves / reserve funds.

- **Asset Maintenance reserves** includes the annual tax based maintenance envelope and the Federal Gas Tax transfer. These transfers are already fully committed to finance the lifecycle maintenance of the existing Town's assets for five years and under-funded beyond five years. As a result Staff annually defer projects based on priority to match the annual funding available. Any additional assets constructed as a result of this Strategy would require the annual envelope to be adjusted through a tax increase.
- **Growth reserves** includes the Development Charges collected and the Town's annual tax based are fully committed to finance the D.C. Background Study capital projects. In addition to committing all reserves in this category to address the projects in the D.C. Background Study, it is expected that the Town will need to assume additional long-term debt.

Since 2012 the Town's actual rate of growth has been below the forecasted rate of growth in the D.C. Background Study. As a result, although Staff have deferred a number of growth related projects to better reflect their adjusted timing required to service the additional population, it has been insufficient to match available financing and additional long term debt will be required. Some of the projects identified in the Strategy were identified in the last D.C. Background Study and have been included in the current Capital budget/forecast. The remaining projects (growth related) will need to be included in the next D.C. Background study to be eligible for Development Charge financing, the share of the projects that are to be financed by the Town will need to come from a tax increase.

- **Program reserves** include a number of specific use reserves (related to the various departments/programs the Town provides) and the One-Time reserve fund. The One-Time reserve fund can be used as directed by Council to finance one-time capital and

operating initiatives. This reserve fund does not have a sustainable guaranteed annual contribution and has had a declining balance over the last couple of years. The specific use reserves related to Parks and Recreation are already fully committed to fund lifecycle maintenance (arena surcharge reserve) or various park dedication features (shade structures, benches, trees).

- **Sustainability reserves** are fully committed as per policy to be held until needed for extraordinary and unforeseen costs.

Partnerships

To facilitate the implementation of the program, Whitby 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 established in the strategy.

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 parks, recreation and cultural facilities. Programs for partnered projects (P3 Canada Fund) typically target projects much larger than the scope of the projects identified in the strategy, as a result they are not considered to be eligible for the program. Should a new grant program be launched, the presence of an approved Master Plan (or similar long range planning strategy) 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. Currently, the Town has fully committed its cash-in-lieu deposits towards financing eligible growth related projects identified in the D.C. Background Study. It should also be noted that similar to the Development Charge Act, the Planning Act is currently undergoing legislative review and although the magnitude is not known, changes are expected in the future.

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 truly desired by residents, however this has been a decreasing source of revenue for the Town for a number of years.

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, and over time has been a decreasing source of revenue when compared to the total operating costs of the facilities.

The Town currently uses project-specific surcharges towards the lifecycle capital maintenance of the recreation facilities. For example the Town of Whitby's arena surcharge (approx. \$22 per hour plus H.S.T. is added to the ice rental rate) has helped offset some lifecycle issues allowing the Town to maintain high quality arenas and ice pads. Like the user fees, the surcharge rate is difficult to increase and has not increased in a number of years, as a result it is a decreasing source of revenue when compared to the total capital maintenance cost of the facilities it is collected for.

Of note, based solely upon historical figures the Town expects user fees to recover between 10% and 25% of direct operating costs for new sports fields, 35% of direct operating cost for tennis courts and 60% of direct operating costs for the proposed multi-use community centre in Brooklin. These estimates are based on current performance and thus are subject to change depending upon market pricing, escalation in operating costs etc.

Cooperation between Municipal Neighbours

The physical focus of the study set the boundaries within the borders of Whitby, however given the closeness of our neighbouring municipalities (specifically Oshawa and Ajax) cooperation between municipalities to deliver effective delivery of future recreation and cultural services would be beneficial for the Town's taxpayers. Depending upon the area of Whitby, 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 one community, 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 it is a more expensive funding alternative due to interest charges and it could impact the municipality's borrowing rate and capacity, however it could be a beneficial financing alternative as it lessens

the immediate impact to the tax payer and Town's 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 Town has anticipated in the D.C. Background Study and in the 2015 Capital Budget/Forecast 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 Strategy that were not in the D.C. Background Study could possibly increase the Town's need for additional Long Term Debt financing and resultant tax increase to address the annual repayments





Table 7: Sports Facility Strategy Funding Plan

Recommendation	Strategic Goal Achieved	Estimated Timing	Estimated Costs*	Potential Capital Funding Sources
<p>1. Construct one twin pad arena as part of a new multi-use community centre (also see Recommendation #9). The new twin pad arena should be designed in a manner to readily allow a subsequent expansion phase to provide another ice pad if required in the future.</p>	<p>Encourage Participation in Sport Strive to Provide High Quality Community Sport Facilities Council Goals #4, #7, #8</p>	2020	Refer to Recommendation #9	Refer to Recommendation #9
<p>2. Decommission and repurpose the Luther Vipond Memorial Arena upon construction or completion of the proposed twin pad arena.</p>	<p>Maintain a Fiscally Sustainable System of Sport Facilities Council Goals #3</p>	2020	To be determined	To be determined
<p>3. Construct one indoor aquatic centre as part of a new multi-use community centre (also see Recommendation #9). The new aquatic facility should be designed in a manner to respond to program and drop-in needs for a wide range of ages, interests and abilities. The facility should contain a 25 metre rectangular pool with a minimum of six lanes, a separate leisure pool designed to a larger specification than the existing Town standard, and should also consider the provision of waterplay components.</p>	<p>Encourage Participation in Sport Strive to Provide High Quality Community Sport Facilities Council Goals #3, #4, #7, #8</p>	2020	Refer to Recommendation #9	Refer to Recommendation #9

Recommendation	Strategic Goal Achieved	Estimated Timing	Estimated Costs*	Potential Capital Funding Sources
4. Continue the strategy of engaging in shared-use or reciprocal agreements to access existing and new gymnasiums operated by the Durham District School Board, Durham Catholic District School Board and/or any other appropriate partnering agency in order to meet future gymnasium demands.	Maintain a Fiscally Sustainable System of Sport Facilities Council Goals #3, #4	Ongoing (2015-2031)	Staff Time to engage in discussions	Not applicable
5. Explore integration of a gymnasium at the Whitby Civic Recreation Complex and/or Iroquois Park Sports Centre.	Maintain a Fiscally Sustainable System of Sport Facilities Council Goals #3, #4	2017	Staff Time	Development Charges
6. Integrate a wellness studio, oriented to floor-based group fitness and active living programming, as part of a new multi-use community centre.	Encourage Participation in Sport Strive to Provide High Quality Community Sport Facilities Council Goals #4, #7, #8	2020	Refer to Recommendation #9	Refer to Recommendation #9
7. Integrate an indoor track into the design of the new multi-use community centre, preferably encircling an ice pad and offering a minimum of three lanes.	Encourage Participation in Sport Strive to Provide High Quality Community Sport Facilities Council Goals #4, #8	2020	Refer to Recommendation #9	Refer to Recommendation #9



Recommendation	Strategic Goal Achieved	Estimated Timing	Estimated Costs*	Potential Capital Funding Sources
<p>8. Re-engage the Whitby Iroquois Soccer Club to: a) discuss the feasibility of providing a new indoor turf field; b) develop the requisite business case; and c) confirm a potential site. Investment in a second artificial indoor turf field should be predicated upon reaching a mutual understanding of a self-sustaining governance and operating model. At a minimum, this approach implies that the third party will be responsible for covering the majority of capital and operating expenditures associated with constructing a new indoor turf facility.</p>	<p>Engage Sport Organizations and Enthusiasts Maintain a Fiscally Sustainable System of Sport Facilities Council Goals #3, #4</p>	<p>2015-2020</p>	<p>\$35,000 (for study unless prepared internally by Town Staff)</p>	<p>Development Charges Partnership</p>
<p>9. Construct a multi-use community centre at the Brooklin Memorial Park site or suitable alternative location commencing around the year 2020. The facility should contain a twin pad arena, indoor aquatics centre, active living studio, indoor track and any other program or community space deemed to be required through other municipal planning processes.</p>	<p>Encourage Participation in Sport Strive to Provide High Quality Community Sport Facilities Council Goals #3, #4, #7, #8</p>	<p>2020</p>	<p>Capital: \$41.3 million (127,000 ft² at average of \$325 per ft²) Operating: \$1 million per year</p>	<p>Development Charges Rental Surcharge Fundraising Sponsorship Tax Base</p>
<p>10. An architectural design study should be completed (2018) to determine preliminary facility configuration and land requirements of the proposed multi-use community centre.</p>	<p>Maintain a Fiscally Sustainable System of Sport Facilities Council Goal #3</p>	<p>2018</p>	<p>Capital: \$4.1 million (at 10% of capital construction cost)</p>	<p>Development Charges Tax Base</p>

Recommendation	Strategic Goal Achieved	Estimated Timing	Estimated Costs*	Potential Capital Funding Sources
<p>11. To accommodate growth, 11.5 unlit soccer field equivalents should be constructed within District and Local Parks contained in the Brooklin and West Whitby Secondary Plan areas. Of these recommended facilities, a minimum of two fields within District Parks should be lit.</p>	<p>Encourage Participation in Sport Council Goal #7</p>	<p>2016-2020, 2025, 2029</p>	<p>Capital: \$2.4 million (@ \$400,000 per lit field and \$200,000 per unlit field) Operating: \$73,900 per year (@\$7,390 each) Note: costs assume two lit and eight unlit fields</p>	<p>Development Charges Tax Base</p>
<p>12. Explore opportunities to intensify underutilized spaces within existing parks through field additions and/or improvements such as lighting, irrigation and drainage enhancements. Potential parks to explore at a minimum include Consumers Drive Park (lighting the north field), Whitby Optimist Park, Brooklin Memorial Park, Prince of Wales Park, Dupont lands, and lands adjacent to the Jeffery off-leash park provided that addition of fields does not compromise the overall functionality of the parks or adversely affect surrounding land uses.</p>	<p>Maintain a Fiscally Sustainable System of Sport Facilities Strive to Provide High Quality Community Sport Facilities Council Goals #3, #7</p>	<p>2016 - 2021</p>	<p>\$1,200,000 (@ \$200,000 to \$350,000 per field improvement) Operating: Lighting - \$1,540 per year Irrigation - \$2,460 per year</p>	<p>Rental Surcharge Tax Base</p>



Recommendation	Strategic Goal Achieved	Estimated Timing	Estimated Costs*	Potential Capital Funding Sources
<p>13. Explore partnerships, lease agreements or municipal purchase of lands with private landholders to reconcile any outstanding sports field deficiencies as determined through implementation of the Sports Facility Strategy, outcomes of parkland acquisition through the land development process, and/or loss of the Gordon Street/Victoria Park soccer field complex as a result of the Waterfront Parks and Open Space Master Plan vision.</p>	<p>Encourage Participation in Sport Strive to Provide High Quality Community Sport Facilities Council Goals #3, #7</p>	<p>To be determined pending Waterfront Master Plan action</p>	<p>To be determined</p>	<p>To be determined</p>
<p>14. Develop 13 unlit ball diamond equivalents by undertaking the following actions:</p> <p>a) Construct eight diamonds, at least two of which are lit, within District Parks and Local Parks contained in the Brooklin and West Whitby Secondary Plan areas.</p>	<p>Encourage Participation in Sport Council Goal #7</p>	<p>2016-2020, 2026, 2031</p>	<p>Capital: \$2.8 million (@ \$500,000 per lit diamond and \$300,000 per unlit diamond) Operating: \$94,960 per year (@\$11,870 each)</p>	<p>Development Charges Tax Base</p>

Recommendation	Strategic Goal Achieved	Estimated Timing	Estimated Costs*	Potential Capital Funding Sources
<p>b) Explore the feasibility of adding one lit ball diamond through the proposed redevelopment of Brooklin Memorial Park (see Recommendation #10), which would be over and above the existing diamond and subject to fitting with other facilities proposed at the site. In addition, the Iroquois Park soccer field should be relocated and replaced with a new ball diamond.</p> <p>c) Undertake selective improvements at appropriate ball diamonds which may relate to field lighting, infield surfacing, fencing and/or player amenities at existing ball diamonds to increase their rental potential.</p>	<p>Encourage Participation in Sport</p> <p>Strive to Provide High Quality Community Sport Facilities</p> <p>Council Goals #4, #8</p> <p>Maintain a Fiscally Sustainable System of Sport Facilities</p> <p>Strive to Provide High Quality Community Sport Facilities</p> <p>Council Goals #3, #7</p>	<p>Commence 2018</p> <p>Ongoing (2015-2031)</p>	<p>Capital: \$800,000</p> <p>(@ \$500,000 per lit diamond and \$300,000 per unlit diamond)</p> <p>Operating: \$23,740 per year (@\$11,870 each) less repurposed soccer field cost</p> <p>Capital: \$200,000 per improved diamond</p>	<p>Development Charges</p> <p>Rental Surcharge</p> <p>Tax Base</p> <p>Development Charges</p> <p>Rental Surcharge</p> <p>Fundraising</p> <p>Tax Base</p>
<p>15. Construct 1 new multi-use field (artificial or natural turf surface to be determined), potentially in partnership with a local school board. Contingent upon achieving a successful operating profile for this field, a second multi-use field may be developed if warranted by future needs.</p>	<p>Encourage Participation in Sport</p> <p>Strive to Provide High Quality Community Sport Facilities</p> <p>Council Goals #4, #8</p>	<p>2021</p>	<p>Capital: \$400,000 (@ \$400,000 per lit field)</p> <p>Operating: \$7,390 per year</p>	<p>Development Charges</p> <p>Partnership</p> <p>Tax Base</p>



Recommendation	Strategic Goal Achieved	Estimated Timing	Estimated Costs*	Potential Capital Funding Sources
<p>16. In addition to constructing at least one multi-use field (see Recommendation #15) that would accommodate a degree of lacrosse and other field sport needs, explore the costs and funding potential associated with conducting selected improvements to outdoor lacrosse box at Willow Park in consultation with local lacrosse and ball hockey representatives.</p>	<p>Encourage Participation in Sport Strive to Provide High Quality Community Sport Facilities Council Goals #4, #7</p>	<p>2016</p>	<p>Costs to be determined through further study</p>	<p>Fundraising Partnership Tax Base</p>
<p>17. Construct a four tennis court pod at a future District Park and a two tennis court pod at a second District Park in the Brooklin Secondary Plan area.</p>	<p>Encourage Participation in Sport Strive to Provide High Quality Community Sport Facilities Council Goal #7</p>	<p>2021 (4 lit courts) 2028 (2 unlit courts)</p>	<p>Capital: \$540,000 (@\$110,000 per lit court and \$50,000 per unlit court) Operating: \$4,980 per year (@\$830 each)</p>	<p>Development Charges Rental Surcharge Partnership Tax Base</p>
<p>18. Three tennis courts should be developed at Country Lane Park as per current plans. Additionally, a pod containing two tennis courts should be constructed at a future District Park in the West Whitby Secondary Plan area.</p>	<p>Encourage Participation in Sport Council Goal #7</p>	<p>2015 (Country Lane) 2020, 2026 (West Whitby)</p>	<p>Capital: \$350,000 (@\$50,000 per unlit court) Operating: \$4,150 per year (@\$830 each)</p>	<p>Development Charges Tax Base</p>

Recommendation	Strategic Goal Achieved	Estimated Timing	Estimated Costs*	Potential Capital Funding Sources
19. Resurface tennis courts at Kelloryn Park within the next five years while the tennis courts at Lupin Park should be resurfaced within the next ten years.	Encourage Participation in Sport Strive to Provide High Quality Community Sport Facilities Council Goals #4, #7	2017, 2024	Capital: \$70,000 (@\$35,000 per court)	Tax Base
20. Develop up to four outdoor pickleball courts at an existing or future park that is located near a major community destination, older adult residential community or facility utilized by older adults, and/or along a major transportation corridor. Possible modifications to existing tennis courts to create multi-use functionality should also be explored, where feasible, through additional line markings and adjustable nets. Based upon successful rental uptake and general participation, additional outdoor pickleball courts should be considered as needed.	Encourage Participation in Sport A Demonstrated Commitment to Inclusivity in Sport Council Goals #7, #8	2018	Capital: \$100,000 (@\$50,000 per unlit court) Operating: \$1,660 per year (@ \$830 each)	Development Charges Partnership Tax Base



Recommendation	Strategic Goal Achieved	Estimated Timing	Estimated Costs*	Potential Capital Funding Sources
<p>21. A total of ten multi-use courts should be constructed in future District and/or Local Parks to ensure planned neighbourhoods have access within a reasonable walking distance. This should consist of four multi-use courts in the West Whitby Secondary Plan area and six courts in the Brooklin Secondary Plan area, the latter of which should include one full court as part of the proposed Brooklin Memorial Park redevelopment (see Recommendation #10).</p>	<p>Encourage Participation in Sport A Demonstrated Commitment to Inclusivity in Sport Council Goals #7, #8</p>	<p>2016-2020 (3 courts) 2021-2025 (3 courts) 2026-2031 (4 courts)</p>	<p>Capital:\$365,000 (@\$50,000 per full court and \$35,000 per half court) Operating: \$8,300 per year (@ \$830 each)</p>	<p>Development Charges Tax Base</p>
<p>22. Within the next ten years, conduct resurfacing and/or backboard replacement activities at required multi-use courts including, but not limited to, Forest Heights Park, Whitby Optimist Park, Darren Park, Country Lane Park and Whitburn Park.</p>	<p>Encourage Participation in Sport Strive to Provide High Quality Community Sport Facilities Council Goals #4, #7</p>	<p>2015-2020 (2 courts) 2021-2025 (3 courts)</p>	<p>Capital: \$50,000 (5 courts @ \$10,000 per court improved)</p>	<p>Tax Base Fundraising</p>
<p>23. Through the park design or renewal process, and in conjunction with community fundraising efforts, select a District or large Local Park located north of Taunton Road through which to offer outdoor fitness equipment.</p>	<p>Encourage Participation in Sport Strive to Provide High Quality Community Sport Facilities Council Goals #4, #7</p>	<p>2021</p>	<p>Capital: \$40,000 Operating: T.B.D.</p>	<p>Development Charges Tax Base Fundraising Sponsorship</p>

Recommendation	Strategic Goal Achieved	Estimated Timing	Estimated Costs*	Potential Capital Funding Sources
24. Construct a total of two new skateboard/bike parks within future District and Local Parks located in West Whitby and Brooklin, in addition to a replacement should the skateboard park at Brooklin Memorial Park be removed as a result of site redevelopment arising from Recommendation #9.	Encourage Participation in Sport A Demonstrated Commitment to Inclusivity in Sport Council Goals #7, #8	2021, 2026, 2031	Capital: \$1.2 million (@ \$400,000 per skateboard park) Operating: \$1,660 per year	Development Charges Fundraising Tax Base
25. Integrate beginner level “skate zones” or “micro” skateboard parks into appropriate District or Local parks as a means to increase geographic distribution of skateboarding areas.	Encourage Participation in Sport Council Goals #7	Ongoing (2015-2031)	Variable depending upon size, scale and materials used	Development Charges Tax Base
26. Through a feasibility study that engages local youth and board/bike sports enthusiasts, explore whether there is a business case for the Town to have a role in sustainably funding an indoor skateboard park (also see Recommendation #28), as well as potential locations and/or partners should such a role be rationalized.	Encourage Participation in Sport Engage Sport Organizations and Sport Enthusiasts Council Goals #3, #4, #8	2016	Staff time to prepare feasibility study	Not Applicable
27. Additional bocce courts and lawn bowling greens should only be installed based on quantifiable and demonstrated demand, and provided on the basis that an organized facility user is willing to contribute operating and/or capital resources to the courts.	Maintain a Fiscally Sustainable System of Sport Facilities Council Goals #3	Not Applicable	Capital: \$120,000 per pair	Fundraising Partnership



Recommendation	Strategic Goal Achieved	Estimated Timing	Estimated Costs*	Potential Capital Funding Sources
<p>28. The provision of new sports facilities, including those falling beyond the spectrum of the Town’s core service delivery mandate, should be investigated on their individual merits after considering a number of criteria including, but not limited to: quantifiable and demonstrated needs; the Town’s role and ability to cost-effectively deliver a needed service; its ability to jointly deliver the service through partnership; and if the Town has the resources available to deliver the service.</p>	<p>Encourage Participation in Sport Engage Sport Organizations and Sport Enthusiasts Maintain a Fiscally Sustainable System of Sport Facilities A Demonstrated Commitment to Inclusivity in Sport Council Goals #3, #4, #7, #8</p>	<p>Ongoing (2015-2031)</p>	<p>To be determined as requests for service are presented</p>	<p>Development Charges Rental Surcharge Partnership Fundraising Tax Base</p>
<p>29. Continue to work with community-based service providers whose mandate is oriented to persons with disabilities, cultural diversity, and low income populations to ensure that a broad range of accessible and inclusive sports facilities and programs are available in Whitby.</p>	<p>Encourage Participation in Sport Engage Sport Organizations and Sport Enthusiasts A Demonstrated Commitment to Inclusivity in Sport Council Goals #4, #7, #8</p>	<p>Ongoing (2015-2031)</p>	<p>Staff Time</p>	<p>Partnerships Tax Base</p>

Recommendation	Strategic Goal Achieved	Estimated Timing	Estimated Costs*	Potential Capital Funding Sources
30. Explore ways to advance principles of gender equity and the enhanced participation of females in sport to support principles of healthy living for the entire population. This should involve engaging females in the design and delivery of sport facilities and programs, while approaching service delivery and programming in a manner that recognizes the unique needs and preferences of the female population.	A Demonstrated Commitment to Inclusivity in Sport Council Goal #7	Ongoing (2015-2031)	To be determined	Not Applicable
31. Continue to implement improvements to sport facilities, as recommended through the Town's Accessibility Plans, to ensure conformity to local accessibility standards and provincial legislation while exploring the provision of specific sport facilities that are conducive to use by persons with disabilities.	A Demonstrated Commitment to Inclusivity in Sport Strive to Provide High Quality Community Sport Facilities Council Goals #4, #7	Ongoing (2015-2031)	To be determined	Partnerships Fundraising/Grants Tax Base
32. Periodically review facility allocation policies to ensure they remain relevant and respond to future market characteristics.	Maintain a Fiscally Sustainable System of Sport Facilities Council Goal #3	Ongoing (2015-2031)	Staff Time	Not applicable



Recommendation	Strategic Goal Achieved	Estimated Timing	Estimated Costs*	Potential Capital Funding Sources
33. Trend tracking and monitoring efforts should be undertaken and applied in the context of the Sport Facility Strategy'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.	Engage Sport Organizations and Sport Enthusiasts Maintain a Fiscally Sustainable System of Sport Facilities Council Goals #3, #4	Ongoing (2015-2031)	Staff Time	Not applicable
34. Undertake an internal audit of this Sports Facility Strategy after five years.	Maintain a Fiscally Sustainable System of Sport Facilities Council Goal #3	2020	Staff Time	Not applicable
Subtotal Capital Costs – 2015 to 2020	\$6,487,500			
Subtotal Capital Costs – 2021 to 2026	\$45,725,000			
Subtotal Capital Costs – 2026 to 2031	\$3,540,000			
Total Estimated Cost of Implementation	\$55,752,500			

* Base cost of construction stated in 2014 dollars exclusive of site development, FFE, servicing requirements, design fees, contingencies, etc. as appropriate. Capital costs are preliminary, high level estimates that should be confirmed through facility-specific architectural/landscape architectural design and/or business planning exercises.

Operating estimates have been provided by the Town of Whitby based upon current operating profiles of its facilities, excluding capital renewal. Note estimates should be confirmed through further study at the time of implementation due to year-over-year changes in operating rates (e.g. labour, materials, utilities, etc.). Operating estimates are articulated as annual figures for new facilities only and are applied as follows: \$6,650 per lit and \$5,100 per unlit rectangular field; 11,125 per lit and \$7,700 per unlit ball diamond; \$830 per hard surface court and skateboard/bike park.

5.7 Monitoring Plan

This Sports Facility Strategy represents a point of departure through which ongoing trend tracking and monitoring is an essential first step to ensure recommendations remain relevant in the context of future circumstances.

The Town of Whitby undertakes long-term growth planning for the community as a whole. The directions of this Strategy 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. As a result, ongoing monitoring of community demographics and growth patterns in relation to the assessments contained in this Strategy is crucial.

The Community and Marketing Services Department collects a great deal of information regarding the performance of its sports facilities and programs. For example, CLASS software provides Town 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 Town as it manages its recreation facility and service delivery system.

The Town's information tracking system is largely relegated to internal operations. Moving forward, continued engagement with external users is considered to be an essential part of the planning and management of facilities. User groups should continue to be consulted to determine the trends, needs and capacity affecting them, recognizing that the long-term sustainability of community-based organizations to deliver services is critical to the local recreational system. As an example, the Town should continue to collect registration information from major users of municipal sport facilities to assist in facility planning to assist in decision-making beyond facility allocation and booking processes.





Through continued professional development and appropriate allocation of staff time to research, Community and Marketing Services Department 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 Whitby (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.

By having the best information possible, the Town is putting itself in a position to make informed decisions with respect to the planning and management of its recreation system. This information, as derived through ongoing monitoring, is a critical component in making the Sports Facility Strategy a “liveable” document.

Performance Measures

The ability to measure the operational performance of the sport system provides decision-makers with critical insights aimed at improving efficiencies. Measuring performance provides the ability to track whether implemented service improvements have met their objectives, and help to create a culture of accountability and responsibility among staff units. Ultimately, performance measurement allows decision-makers to learn from past experiences, adjust current practices if necessary and to also communicate success stories to others.

Effective use of information available to the Town, as discussed in previous paragraphs, is the basis of performance measurement. There are countless metrics that can be used to evaluate performance relating to finance, operations, utilization, etc. of facilities and services. Whitby already uses performance measures to ensure it is providing services effectively, many of which feed into the annual budgeting processes as an example. Performance measures that may be specifically useful to this Strategy may include (but not be limited to):

- Financial operating performance of specific sport facilities (aggregated or on a per capita basis);
- Cost recovery ratios of sport facilities and programs delivered;
- Rental hours booked in municipal sport facilities;
- Utilization rates during peak and non-peak hours (as was measured in the arena assessments);
- Annual participation in sport programs by age category and program type;
- Satisfaction levels among sport program participants, groups, volunteers, etc.;
- Average hours of staff training and professional development per employee; and/or
- Number of communication and planning opportunities with partners and community groups.

Review of the Sports Facility Strategy after 5 Years

It is strongly recommended that an update to the Sports Facility Strategy be undertaken after five years in order to ensure that recommendations contained herein remain relevant based on future demographic and market characteristics, as well as providing a basis for the Town of Whitby to update its critical plans such as Development Charge studies and long-range capital plans. This five year review is especially importance in the context of re-assessing needs after the year 2018 after the proposed multi-use community centre is recommended for construction.

Recommendations

33. Trend tracking and monitoring efforts should be undertaken and applied in the context of the Sport Facility Strategy’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.
34. Undertake an internal audit of this Sports Facility Strategy after five years.

