



Norfolk County

**Feasibility Study on the Simcoe Adult Community Centre,
Talbot Gardens Arena and the Simcoe Recreation Centre.**



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Version 5.0

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1 Introduction

In 2014, Norfolk County launched the development of its next generation Parks, Facilities and Recreation Master Plan. As part of this initiative, a separate Feasibility Study was to be undertaken on the future directions and alternatives associated with the longer term potential renewal, replacement and development of three of the larger recreation facilities within the County. The focus of the Feasibility Study is on the Simcoe Adult Community Centre, the Simcoe Recreation Centre and the Talbot Gardens Arena, all located in the Simcoe urban area of the County.

A significant amount of the technical and research perspectives for the Feasibility Study were developed within the work completed in the Situational Analysis Report in support of the Parks, Facilities and Recreation Master Plan. Additional work was also completed in support of the Feasibility Study.

The scope of the Feasibility Study, based on the Terms of Reference, was to provide analysis and recommendations on these three facilities as to whether their renovation or the development of a new, multi-purpose, integrated recreation complex would best meet the future recreation programming and participation needs of Norfolk residents. The Study examined demographics, building conditions, facility utilization, financial and other data to assess and develop alternatives and to provide recommendations or preferred strategies.

This document represents the Feasibility Study for the Simcoe Adult Community Centre, the Simcoe Recreation Centre and the Talbot Gardens Arena. It was reviewed by staff and was presented at two public forums on April 28th and 29th, 2015 in Simcoe and Port Rowan respectively. These forums were held in conjunction with the Parks, Facilities and Recreation Master Plan community workshops. The results of these forums are contained in an Appendix to the Master Plan. This final draft was prepared based on the results of this review process and were presented to the County of Norfolk Council in June 2015.

2 Recreation Facilities Profile

2.1 TALBOT GARDENS

2.1.1 Overview

Talbot Gardens was originally constructed in 1948 and is located at 10 Talbot Street North, Simcoe, Ontario. The facility received a significant upgrade in 1993, and has had a series of upgrade and renovation investments undertaken since that time.

This facility is the primary seated arena venue in Norfolk is approximately 40,980² foot facility. It has seating for approximately 1,200 individuals in a stadium model with 200 standing room capacity. The ice surface is 179' long x 85' wide which is smaller than the NHL size of 200' x 85'. There are eight dressing rooms plus ancillary support facilities typically found in a primary seated arena venue.

There is also a second storey meeting room that has capacity for 200 people with an adjacent kitchenette. The second floor also has a viewing area, concession, trophy cases and related legacy items.

The facility is located in the downtown Simcoe area. There is no park or open space associated with the building. Outdoor parking is provided for approximately 125 cars on the north and south sides of the facility.

2.1.2 Building Condition

In the fall of 2014, Nicholson Architects of London, Ontario undertook a Building Condition Study from an architectural perspective on Talbot Gardens. The report is in Appendix I. The key observations of the Building Condition Study are as follows:

- There is some compromise of the operations inside the building due to the multiple levels which impacts accessibility, particularly under the Accessibility for Ontarians with Disabilities Act and the Ontario Building Code. A series of other points are identified in terms of comprehensive roof repair, the need for a review of the walls and improving drainage away from the outside walls, fire rated walls, etc.
- A cost analysis for the identified considerations, including asbestos removal, identified an investment of \$715,000 to \$825,000 for these corrective actions. These investments would not alter the utilization profile of the facility but would address the various challenges identified relative to accessibility and sustaining the building moving forward.

The 2014 to 2023 Capital Plan for the County's Community Services Department identifies the following three investments required for the Talbot Gardens:

- In 2015, \$130,000 for a new compressor / condenser replacement – Phase 2.
- In 2015, \$300,000 to replace spectator seating.
- In 2016, \$40,000 to replace the cold pump / electrical panel.

This represents the additional investment of \$470,000, which along with the Building Condition Study would result in an overall investment of approximately \$1.185 million to \$1.295 million over the next three years.

2.1.3 Ice Time Utilization

Table 2-1, identifies non-prime time and prime time ice utilization for a typical week for the years 2010 to 2013 for all six Norfolk arenas.

The data indicates the following for Talbot Gardens:

- A variable non-prime time rate utilization of between 25% to 70% based on only ten hours of availability during the non-prime time hours.
- Based on 68 prime time hours, a utilization rate ranging from 81.3% in 2013 at the low end to 85.3% at the high end in 2012 for an average of approximately 83.3% utilization a week. There is approximately 12.75 of prime time hours available per week.

The data indicates the arena is well utilized at generally over 80% of its prime time hours which is the key measurement marker for arenas.

The table for all six arenas, identifies between 74.8 hours and 85.5 hours of prime time hours available, which represents approximately 20% to 25% of the total available capacity of prime time hours in Norfolk. This data would indicate there is no imminent need for additional ice capacity in Norfolk. Therefore, any arena development within a new multi-use facility would have to be undertaken on a replacement basis not for new capacity.

Table 2-1
2010 to 2013 Arena Ice Utilization Profiles

Non-Prime Time		2010		2011		2012		2013	
Arena	# of Hours Available	# Hours Sold	% Utilization						
Delhi	28.5	2.0	7.0	7.0	24.6	8.0	28.1	5.0	17.5
Langton	10.0	2.0	20.0	6.5	65.0	10.0	100.0	8.0	80.0
Port Dover	25.5	4.8	18.6	7.8	30.4	17.0	66.7	10.0	39.2
Simcoe Recreation Centre	28.5	8.8	30.7	9.5	33.3	6.0	21.1	6.0	21.1
Talbot Gardens	10.0	7.0	70.0	2.5	25.0	3.5	35.0	4.0	40.0
Tricentura	28.5	5.8	20.2	10.0	35.1	17.3	60.5	12.5	43.9
Total Utilization for Arenas	131.0	30.3	23.1	43.3	33.0	61.8	47.1	45.5	34.7
Unused Capacity		100.8	76.9	87.8	67.0	69.3	52.9	85.5	65.3
Prime Time									
Delhi	68.0	56.0	82.4	57.0	83.8	59.8	87.9	53.5	78.7
Langton	68.0	55.5	81.6	43.0	63.2	33.5	49.3	49.5	72.8
Port Dover	68.0	54.8	80.5	56.0	82.4	54.3	79.8	50.3	73.9
Simcoe Recreation Centre	68.0	48.5	71.3	49.0	72.1	47.5	69.9	47.3	69.5
Talbot Gardens	68.0	56.0	82.4	56.0	82.4	58.0	85.3	55.3	81.3
Tricentura	68.0	62.5	91.9	63.0	92.6	56.0	82.4	66.8	98.2
Total Utilization for Arenas	408.0	333.3	81.7	324.0	79.4	309.0	75.7	322.5	79.0
Unused Capacity		74.8	18.3	84.0	20.6	99.0	24.3	85.5	21.0

Non prime hours 6:00 a.m. to 4:00 p.m.

Prime time hours 4:00 p.m. to midnight and all day Saturday and Sunday

Note:

2.1.4 Current Community Use

Talbot Gardens is utilized by the Simcoe Minor Hockey Association, small regional figure skating events, the Simcoe Storm Junior Team, adult league rentals, public skating and hosts other community groups, including day time school uses. As the primary seated arena venue, it hosts the junior team as well as provincial play downs for minor hockey and other organizations. It also is the site for rental for special events when indoor seating is required.

Talbot Gardens is typical of the primary seated arena venue that occurs in most Ontario communities with a population over 10,000 to 40,000 people. These facilities typically have a community room, are often a primary location for a sports hall of fame and have the supporting ancillary amenities, such as a lobby, box office, concessions and related areas.

2.1.5 Financial Operating Profile

Table 2-2 profiles the financial operations of Talbot Gardens for 2011 to 2013. The operating deficit has been in the \$350,000 range but decreased to \$239,000 in 2013, largely due to the elimination of debt financing costs.

Table 2-2
Talbot Gardens 2011 to 2013 Financial Operating Profile

	2011		2012		2013	
	\$	%	\$	%	\$	%
Revenues						
Grants	1,320	0.6	290	0.1	350	0.1
Fees	213,621	99.2	236,515	99.9	236,570	88.3
Other	300	0.1	0	0.0	30,882	11.5
Total Revenues	215,241		236,805		267,802	
Expenditures						
Salaries	183,494	32.3	184,698	32.3	235,204	46.4
Materials & Supplies	133,320	23.5	131,694	23.0	141,741	28.0
Services	38,135	6.7	35,349	6.2	28,785	5.7
Debt	121,197	21.3	120,807		0	
Subsidies	49,228	8.7	57,317	10.0	61,194	12.1
Interdepartmental Charges	41,051	7.2	40,910	7.2	40,143	7.9
Other	1,840	0.3	957	0.2	0	0.0
Total Expenditures	568,265		571,732		507,067	
Net Position	-353,024		-334,927		-239,265	

2.1.6 **Conclusion**

The Talbot Gardens Arena facility, though built in 1948 and significantly renewed in 1993, remains the primary seated arena venue for Norfolk. With significant upgrades in 1993, and continuing investments, the arena's life expectancy exceeds ten years, and is likely another twenty years if remedial investments are continued to sustain the facility systems. The key perspectives from the physical plant review, are the need to upgrade accessibility to code requirements, asbestos mitigation and other items, along with planned investments in the physical plant, which will be in the order of \$1.5 million.

The utilization data for all the Norfolk arenas indicates there is no additional prime time arena ice capacity requirements in Norfolk as there is substantial unused prime time hours. Any new recreation complex perspectives would have to be justified, from an ice utilization perspective, on a replacement basis for Talbot Gardens and not from a perspective of providing additional ice capacity.

2.2 **SIMCOE RECREATION CENTRE**

2.2.1 **Overview**

The Simcoe Recreation Centre is located at 182 South Drive in the Simcoe urban area, on Norfolk County land and is integrated onto the Norfolk and Area Agricultural Society venue. As part of a lease agreement, the Agricultural Society has use of the Centre for three days before and after, and during their Fair. The original building, Annaleise Carr Aquatic Centre was constructed in 1972. A number of additions and renovations have been completed to the original building, including the addition of a single ice pad arena of 40,850² feet added to the west side of the building in 1978. The ice surface is 190' x 85' and has bleacher seating 250 seats with standing room and six dressing rooms. A community room in the arena has a capacity for 100 people.

In 2011, an addition was added to the east side of the building and various HVAC replacements were undertaken starting in 2012 and continued into 2014. The building also includes a Class A indoor pool of 82 feet 4 inches (approximately 25 metres) in length and five lanes wide or 30 feet, 1 inch, a 1 metre high diving board, sloped race blocks; with supporting aquatics office, change rooms and related amenities. There is an observation window onto the pool from the second storey in the community rooms and lobby area.

On the second storey, is a large meeting room that has divisible walls and can seat 100 to 120 people, per side. There is a lift in the facility and it has general accessibility.

The building is also the home to the Norfolk County Sports Hall of Recognition, has administrative offices and other amenity areas.

2.2.2 Building Condition Study

The 2014 architecturally based Building Condition Study identified the following points:

- Incomplete mechanical systems, insulation and accessibility to the arena change rooms, of which the first two items were under-development but delayed due to the bankruptcy of the contractor.
- Dated finishes and fixtures exist in the older parts of the building and are not well developed in terms of addressing those who are physically challenged. They do not meet current Building Code requirements, particularly in terms of access to the arena change rooms.
- A full review of the walls is required to indicate specific areas of repair where there has been water damage.
- A review of the lower level entrance or pool level entrance to the building is required to address the passage of cold air where the vestibule is not adequately sized.
- A review is required on the fire rated walls to address required missing hardware. Policies with respect to leaving doors open, material storage and using exits for storage needs to be reviewed, and all storage removed from exit areas.
- Storage generally is a significant challenge in the building and should be addressed.

The Report identifies there has been significant issues due to the bankruptcy of the current mechanical contractor. Once this work has been completed, some of the identified deficiencies will be addressed. The report goes on to identify a number of key issues around asbestos removal, exterior upgrades, window replacement, fire separation, barrier free upgrades and other areas that have an identified cost of \$660,000 to \$830,000. Added to this cost, is the need for a comprehensive storage program to free up exits, halls and mechanical spaces, as well as to meet code requirements. This work would add approximately \$75,000 to \$125,000. The two initiatives would total \$735,000 to \$955,000.

The detailed report is available in Appendix I.

In the 2014 to 2023 Capital Plan, a number of investments were identified for the Simcoe Recreation Centre:

- In 2014, \$100,000 for the compressor replacement.
- 2015, \$16,000 for a window refurbishment in the aquatics centre.

- In 2016, \$15,000 for washroom refurbishment.
- In 2016, \$120,000 to replace spectator seating.
- In 2019, \$91,000 to replace the ice resurfacers.

Some \$342,000 is identified for investment in the renewal of the facility. This along with the items in the Building Condition Study would result in an investment of approximately \$1 million to \$1.173 million.

It was identified from staff, that there is potentially \$5.4 million available for investment in the facility in 2016. This is the type of funds that move beyond regular investments and systems renewal. This funding could support a major renewal and repositioning of the facility in terms of its fundamental systems, the size of the pool, the quality of the change rooms and amenities and related perspectives, including the items identified in the Building Conditions Study.

2.2.3 Utilization

The same table as utilized for the Talbot Gardens Arena has the following utilization profile for Simcoe Recreation Centre Arena.

- Approximately 20% to 30% utilization of non-prime time hours over the 2010 to 2013 period.
- Approximately 70% to 72% prime time utilization over the three years, with nearly 21 hours of prime time available in 2013.

There are considerable unused prime time hours which is the primary measurement parameter. Again, the data suggests that if a new recreation complex were to be developed, it would need to be a replacement for the Simcoe Recreation Centre Arena as there is considerable prime time ice available both in this particular facility, as well as across all six Norfolk arenas.

In terms of the aquatics centre, it is a heavily used facility as it is the only indoor pool in Norfolk County. The closest other indoor pools are Tillsonburg to the west, Brantford to the north and Hamilton to the east. Therefore, this is the only indoor pool in a considerable geographic area to support the 62,000 people living in Norfolk, as well as people who live on the periphery of Norfolk, particularly on the east side.

The pool is heavily utilized based on current schedules and programs continually change and adapt to market demand. The core programs are youth swim lessons, aqua-fit, lane fitness swimming, recreational swims, swim team practices and events, and rentals. Based on staff input, the pool has approximately ten to twelve hours of availability per week. As a result, the data would suggest that any future development of the indoor pool would be based on a replacement strategy if a new pool were to

be developed, or investment strategy to enhance and renew the existing indoor pool, especially considering a general guideline ratio of one indoor pool per 50,000 plus residents.

The meeting room on the second floor is used extensively for community groups, Norfolk County staff training, rentals, seniors programs and a host of other activities. It represents one of four County meeting and program spaces in the Simcoe area, the others being at the Talbot Gardens and Simcoe Adult Community Centre and the Simcoe Centre Arena which have smaller community rooms.

2.2.4 Usage Profile

The Simcoe Recreation Centre Arena is used for minor hockey, adult hockey leagues, public skating, figure skating and rentals in its prime time. It has some mom and tots, school and other use during non-prime time hours which are limited.

The pool is used for all age groups as profiled previously in terms of uses. The community rooms are available for programs, in-house training and rentals on a broad basis.

2.2.5 Financial Operating Profile

For the Simcoe Community Recreation Centre, an operating deficit of \$643,706 a year has been identified as per Table 2-3. The primary cost driving the deficit is the indoor pool, constituted approximately 59.2% of the deficit in 2013. This is a typical scenario for an indoor pool which has high fixed operating costs and located in a lower volume market, such as 35,000 to 40,000 residents in the immediate service area.

**Table 2-3
Simcoe Recreation Centre 2011 to 2013 Financial Operating Profile**

	2011		2012		2013	
	\$	%	\$	%	\$	%
Revenues						
Arena						
Grants	1,320	0.5	1,160	0.5	1,050	0.4
Fees	237,856	97.4	239,092	99.4	248,182	98.1
Other	5,094	2.1	209	0.1	3,853	1.5
Total Arena Revenues	244,270		240,461		253,085	
Hall						
Fees	6,441	99.5	23,239	90.1	26,088	82.6
Other	30	0.5	2,541	9.9	5,499	17.4
Total Hall Revenues	6,471		25,780		31,587	

Table 2-3

Simcoe Recreation Centre 2011 to 2013 Financial Operating Profile

	2011		2012		2013	
	\$	%	\$	%	\$	%
Pool						
Grants	3,190	1.3	1,740	0.6	1,826	0.7
Fees	234,183	97.0	287,414	99.3	256,087	96.2
Interdepartment Fees / Transfers	4,115	1.7	375	0.1	8,281	3.1
Total Pool Revenues	241,488		289,529		266,194	
Total Simcoe Recreation Revenues	492,229		555,770		550,866	
Expenditures						
Arena						
Salaries	199,846	47.1	194,709	45.1	187,493	43.4
Materials & Supplies	113,100	26.6	130,594	30.3	128,009	29.6
Services	34,276	8.1	29,589	6.9	28,259	6.5
Subsidies	48,709	11.5	49,141	11.4	53,171	12.3
Interdepartmental Charges	27,624	6.5	26,362	6.1	25,932	6.0
Other	991	0.2	905	0.2	9,267	2.1
Total Arena Expenditures	424,546		431,300		432,131	
Hall						
Salaries	35,953	33.2	66,981	49.4	77,328	55.2
Materials & Supplies	45,410	41.9	44,919	33.1	41,813	29.8
Services	15,469	14.3	12,033	8.9	10,787	7.7
Interdepartmental Charges	11,444	10.6	11,631	8.6	10,251	7.3
Total Hall Expenditures	108,276		135,564		140,179	
Pool						
Salaries	467,154	77.4	493,847	77.8	528,913	77.2
Materials & Supplies	117,095	19.4	117,877	18.6	110,538	16.1
Services	7,654	1.3	7,413	1.2	12,223	1.8
Interdepartmental Charges	11,249	1.9	10,387	1.6	11,669	1.7
Other	119	0.0	4,899	0.8	21,361	3.1
Total Pool Expenditures	603,271		634,423		684,704	
Total Simcoe Recreation Expenditures	1,136,093		1,201,287		1,257,014	
Net Position						
Arena	-180,276		-190,839		-179,046	
Hall	-101,805		-109,784		-108,592	
Pool	-361,783		-344,894		-418,510	
Centre	-643,864		-645,517		-706,148	
Total Operating Net	-1,287,728		-1,291,034		-1,412,296	

2.2.6 Summary

The Simcoe Recreation Centre is a multi-use facility that has received some upgrading and is in need of a major renewal. At forty-three years of age, it needs renewal and some significant funding has been potentially identified for 2016. Being on leased land may create challenges for future expansion, such as adding a seniors adult centre, but the location is central to Simcoe and readily accessible.

The buildings life expectancy is well over twenty-years and longer if substantively renewed.

2.3 SIMCOE ADULT COMMUNITY CENTRE

2.3.1 Overview

The Simcoe Adult Community Centre is located 89 Pond Street in the Simcoe urban area. The building was originally built in 1891 and has been primarily used as a factory over the years. Additions have been put on the building in 1916, 1923 and 1928. It has approximately 24,000² feet on two floors, plus a small basement.

The building is in the downtown area of the Simcoe urban area, and backs onto the river at the point of the dam and mill pond.

2.3.2 Building Condition Study

Two Building Conditions Studies have been undertaken. The first one is an architectural review completed in June 2014 as part of the Master Plan. The general observations were as follows:

- The building is significantly compromised by poor systems, insulation, accessibility and circulation, and by dated finishes and fixtures.
- The building has significant design constraints that would impact any solution to renew or repurpose the building.
- The building is particularly poor in addressing the needs of the physically challenged and falls significantly short of current code requirements. Improvements to satisfy code requirements would require replacement of many components, such as washroom fixtures and plumbing, signage and spatial arrangements related to doors, counters, etc.
- Anticipating an elevator for the second floor would require reworking the floor layout to provide for a public corridor to provide access to different suites as more than one use is occurring on the second floor.

- A review of the walls is required as there is a need for specific repairs where there has been water or physical damage, as well as a review of the grading around the building.
- A comprehensive review is required of the fire rated walls to address required missing hardware and other elements.
- Policies regarding leaving doors open, materials storage and using exits for storage should be reviewed.

The report is available in Appendix I.

The report goes on to identify a budget for all the elements, including asbestos removal, exterior upgrades, basement, water leakage repairs, masonry, structure, an elevator, electrical and mechanical upgrades, sprinkler system and many other components. The identified cost is in the order of \$2.09 million and \$2.354 million plus HST.

A second Building Condition audit was completed by TSH Engineers, Architects and Planners, January 2005 as a comprehensive engineering and architectural review. This review, using the sixteen division format for cost analysis for building condition studies, identified a potential renewal cost of \$1.230 million in 2005. The largest cost components involved masonry at \$162,500, doors and windows at \$223,000 and mechanical upgrades at \$316,500.

Based on a 15% variance, the total capital costs were identified at \$1.045 million to \$1.415 million plus HST. These figures did not include professional services which could add another \$98,000 to \$148,000 plus HST. Therefore, a project budget of approximately \$1.5 million was identified.

2.3.3 Utilization

The Simcoe Adult Community Centre has a variety of uses. The main floor is primary used for older adult programs involving a resource centre, social recreation area, a darts area, a range of other facilities, some of them being artistic in nature, including a separate pottery area. The second floor is dedicated to primarily arts and culture, with a youth theatre, other theatre groups and other artistic activities. Access to the second floor is by a staircase from the outside of the building. There is no elevator, and there is significant challenges with the layout of the second floor from multiple dimensions.

The building is significantly utilized on a daily basis Monday to Friday. For the older adults, there is little capacity to add additional programming that involves more specialized or dedicated spaces. The accessibility perspectives reduce the functionality of both the first and second floors for older adults.

2.3.4 Financial Operating Profile

Table 2-4 profiles the financial operating profile for the Simcoe Adult Community Centre for 2011 to 2013. The operating deficit is limited to around \$20,000 a year as there are no staffing costs and the facility has self directed components.

**Table 2-4
Simcoe Adult Community Centre 2011 to 2013 Financial Operating Profile**

	2011		2012		2013	
	\$	%	\$	%	\$	%
Revenues						
Fees	13,572	45.4	8,462	34.2	9,012	35.6
Interdepartmental Charges	16,332	54.6	16,300	65.8	16,300	64.4
Total Revenues	29,904		24,762		25,312	
Expenditures						
Salaries	0	0.0	0	0.0	0	0.0
Materials & Supplies	22,623	45.7	25,030	51.2	22,741	50.5
Services	12,356	25.0	9,101	18.6	7,985	17.7
Interdepartmental Charges	14,543	29.4	14,751	30.2	14,280	31.7
Total Expenditures	49,522		48,882		45,006	
Net Position	-19,618		-24,120		-19,694	

2.3.5 Summary

The general consensus is that the building has served its purpose reasonably well, but is not the building to move forward. It is also not a building that a municipality should be investing \$2 million to \$3 million to bring it to a safe operating condition with some upgraded systems but no additional capacity or programming opportunities.

3 Community Profile and Demographics

3.1 OVERALL SETTING

Norfolk is a single-tier municipality comprising of just over 1,600 square kilometers in a largely rural setting. Norfolk is situated on the north shore of Lake Erie and is bordered by Haldimand County to the east, the Counties of Brant and Oxford to the north, and Elgin County to the west. Norfolk County consists of six urban areas – Simcoe, Port Dover, Delhi, Waterford, Port Rowan, Langton and Courtland, as well as 42 hamlets, two resort areas – Long Point and Turkey Point, and a large agricultural area. Simcoe and Port Dover have the highest urban populations that accounts for 67% of the County’s urban areas in the 2011 census.

Traditionally rooted in agriculture with a strong farming culture, Norfolk County is positioned at the heart of the Ontario Tobacco Belt and was once a major contributor to the Canadian tobacco industry. However, changes in the tobacco industry have led to greater agriculture diversity with an array of alternative crops, vegetables, fruits and are promoted under the moniker of ‘Ontario’s Garden’.

Norfolk County has a rich natural heritage with more than 25% of the County considered to be forested. Long Point is a significant natural feature with a 40 km (25 mile) narrow peninsula projecting into Lake Erie. It plays an important part in the eastern North American bird migration.

“Ontario’s South Coast” is the County’s tourism moniker as Norfolk promotes the coastal areas of Port Dover, Port Rowan, Turkey Point, and Long Point for their natural settings and water activities. Additional tourism opportunities such as eco-tourism along the lakeshore; including bicycle tours, festivals and concerts in the downtown areas, as well as agricultural areas are all contributing to the County’s vibrancy.

3.2 CURRENT POPULATION

3.2.1 Norfolk County

The following population demographics data was developed in 2014 for the Parks, Facilities and Recreation Master Plan and applies directly to this Feasibility Study.

Norfolk County’s population was 63,175 based on the 2011 Census. The County experienced modest population growth representing 4% over a ten year period from the County’s formation in 2001 to the 2011 Census. As shown in Table 1 below, Norfolk grew by only 1% over the 2006 to 2011 Census period.

Age Characteristics	2001	2006	2011	2011
	Population	Population	Population	Ontario
Total – All Persons	60,850	62,560	63,175	12,851,820
Age 0 – 4	3,140	2,965	2,920	704,260
Age 5 – 9	---*	3,400	3,140	712,755
Age 10 – 14	8,335	4,190	3,610	763,755
Age 15 – 19	4,650	4,665	4,180	863,635
Age 20 – 24	3,270	3,765	3,615	852,905
Age 25 – 34	----*	5,630	6,010	1,615,485
Age 35 – 44	15,680	8,285	7,110	1,768,410
Age 45 – 54	9,215	10,385	10,295	2,062,020
Age 55 – 64	6,650	8,415	10,070	1,630,275
Age 65 – 74	5,500	5,780	6,710	1,004,265
Age 75 – 84	3,365	3,855	4,025	627,660
Age 85 & over	1,045	1,215	1,475	246,400
Median age of population	40.4	43.4	46.1	40.4
% of population change from previous census	.5	2.8	1.0	
% of population ages 19 & under	26.5	24.3	21.9	23.7
% of population ages 55 & over	27.2	30.8	35.3	27.3
% of population ages 65 & over	16.3	17.3	19.3	14.6
Total private dwellings	25,359	26,527	27,814	
Population density per square km	39.3	38.9	30.3	8.76

The above table identifies Norfolk County's population according to age characteristics with a comparison from 2001 to 2006 and to 2011, including a comparison to the overall 2011 Ontario population. The County's Total Population is increasing modestly and is forecasted to continue in a modest trend over the next three decades. (source: Norfolk County Population Projection Study, 2014)

The County continues to undergo a change characterized by an aging population similar to Ontario and across Canada. The median age has increased from 40.4 in 2001 to 46.1 in 2011. In comparison, the provincial 2011 median age is lower at 40.4. The demographic change is due in part to the employment decline in the agriculture and resort areas. Also, the out-migration of young adults looking for improved employment and post secondary education opportunities in surrounding counties and regions, including the Toronto, London and Greater Golden Horseshoe areas is on the increase.

On the other hand, there is an in-migration of middle to older age adults, from surrounding regions/counties, who wish to experience the rural and shoreline characteristics unique to Norfolk County. This population influx is most prevalent in Port Dover where residential development is taking place with a focus on active living retirement communities.

Of particular interest is the decrease in population over a ten year period in all age segments 44 and under, with the exception of the age group 20 - 24. This anomaly may be due, in part, to the economic decline where more young adults are still living with their parents. More on this subject is discussed later in this section under Families and Households. Conversely, the population increases during the same ten year time frames from 45 and older. For example, pre-school to older teens, ages 0 to 19 show a 4.6% decrease over a ten year span (2001 to 2011). This amount is 1.8% lower than the provincial median for the same age group. Similarly, the age group 25 to 44 represents a 5% decrease in population over the same ten year span. This amount is 5.5% lower than the provincial median for the same age group.

In contrast, older adults, ages 55 and over have increased by 4.5% over the same time frame. This amount is 8% higher than the provincial median.

These six urban centres account for 48% of the County's population. Within the urban areas, growth has been focused in the Simcoe and Port Dover communities, accounting for one half of the County's urban area population growth between 2006 and 2011. As shown in Table 2, Simcoe and Port Dover have grown 24% and 26% respectively.

Table 2: Urban Area Population Growth, 2006 - 2011

Urban Area	2006	2011	Net Change	Share of Urban Area Population Growth	Share of Urban Area Total 2011 Population
Simcoe	14,420	14,644	224	24%	46%
Port Dover	6,292	6,530	238	26%	21%
Delhi	4,806	4,970	164	18%	16%
Waterford	3,355	3,485	130	14%	11%
Port Rowan	1,020	1,192	172	19%	4%
Courtland	1,019	1,019	0	0%	3%
Urban Area Total	30,910	31,840	928	100%	100%

3.2.2 Simcoe

Simcoe shows a slight increase of 1.8% in population from 2006 to 2011 census. However, studies show that Simcoe is the second fastest growing community, next to Port Dover, and will see a minimal to moderate increase of new development in the foreseeable future. Similar to Port Dover, Simcoe is also experiencing an aging population with 40% of the population over the age of 55. As in other Norfolk communities, the ages 15 to 19 are under-represented at only 6.2 % in the 2011 census. However, the younger age group of 0 to 14, at 13.4% of the total population, will see the older teen years better represented in the next Census period.

3.2.3 Port Dover

Port Dover is a significant urban waterfront community and tourism node in the County. Port Dover is the fastest growing community in Norfolk County with a strong emphasis on the retirement population. The older age group of 55 plus represents 46.1% of the total population, while the least represented age group is the teens, aged 15 to 19, at 5.2% of the total population. The youngest age group, 0 to 14, is also at a lower rate than other Norfolk urban communities, at only 10.7%.

3.2.4 Delhi

The Delhi community shows a slight population increase at 1.7% in population from 2006 to 2011 census. This minimal increase suggests that no limited new development will may take place in the foreseeable future. Further, Delhi portrays an aging population with 34.6% over the age of 55. In 2011, the ages 15 to 19 were the minority age group at 5.4%, however the younger generation, 0 to 15 are growing at 16% and will be in their older teen years in the next Census period.

3.2.5 Waterford

Waterford is the only urban community where the population decreased between the 2006 and 2011 Census. The decrease was minimal at -1.7%. The age group of 15 to 19 is the least represented at 7.5% while the senior population (55+) is the highest at 32.7%. When compared to other urban communities however, Waterford has a higher than average teenage group (15 to 19) and a lower than average senior population. The age group 0 to 14 consists of 14.6%. The median age is 44.5.

3.2.6 Port Rowan

Port Rowan is a small waterfront community in the southwest area of the County and on the shore of Lake Erie. The 2011 population was just under 1,200 showing an increase of 7% from 2006. (source: Norfolk Population Project Study, 2014) There is no census information regarding specific age groups.

3.2.7 Courtland

Courtland is the smallest urban community. The population stayed constant at 1,019 during the 2006 to 2011 Census Period. (source: Norfolk Population Project Study, 2014) There is no census information regarding specific age groups.

3.3 HISTORICAL POPULATION GROWTH

The following table represents the net change in population growth with a distinction between urban, resort, hamlets and agricultural areas. The six urban areas have had the highest growth from the 2006 to 2011 Census, however showing only modest growth at 3%. In comparison, the Resort areas took

experienced a drastic decline in population, with -14% growth. Hamlets held their own at 1% increase and agriculture areas declined slightly by 1%.

Table 3: Population Growth by Areas – 2006 to 2011

Location	2006	2011	Net Change	Growth Rate
Urban Areas	30,910	31,840	930	3%
Resort Areas	1,420	1,220	-200	-14%
Hamlets	6,800	6,880	80	1%
Agriculture Areas	23,440	23,230	-201	-1%
Norfolk County (Census)	62,560	63,180	620	1%

3.3.1 Population Projection

The future population growth will come from migration into the County with middle and older residents moving mostly from the Greater Golden Horseshoe urban centres. However, the continued out-migration of young adults will somewhat negate the future growth. (Source: Norfolk County Population Projection Study, 2014)

Norfolk’s population is forecasted to grow from 63,180 in 2011 to just under 70,000 in 2031. (Source: 2011 Norfolk Census) Most future growth and development will occur in the urban areas, which has accounts for 70% of growth since the 2001 restructuring. The rural areas will continue to see housing growth, however there will be a net decline in population due to declining average household size.

There will be sufficient designated residential lands to accommodate the forecasted population growth. However, there is a very limited supply of lands to accommodate traditional industrial-type employment growth.

3.3.2 Urban Centres

The 2006 Norfolk County Official Plan identifies a number of policies related to the management of growth in the urban centres. The following are excerpts of the Official Plan policies as they relate to parks and open spaces:

Simcoe - Current and future development will be focused on the Downtown Area, and Secondary Centres (shopping nodes) and Queensway Corridor.

Port Dover - Current and future development will be focused at three special policy areas:

- **Waterfront Area** - opportunities exist to continue its multiple roles as a tourist attraction, a working commercial port, an international gateway and a recreational and cultural resource.

General design policies relating to parks and open space include parks and open spaces with connectivity to each other and the broader County;

- **Silver Lake Area** – opportunities exist through the transition to open space and recreation uses with a focus on specific linkage between the Downtown Area and the Lynn Valley Trail. Recreational uses include passive and active open space as well as public and/or private commercial recreational facilities, and
- **Lynn River/Black Creek Area** – adherence to the marine industry will support a variety of interests relating to tourism, recreation and innovative residential development.

Delhi – The recognition as an important urban community and cultural and agricultural support centre will continue. Policies relevant to this report include the promotion of an open space and recreational network that is integrated with open spaces throughout the County and provides appropriate urban, natural and active areas.

Waterford - The recognition as an important urban community and cultural and agricultural support centre will continue. Waterford is the closest urban area to Highway 403, and as such, employment growth and development will be encouraged. The County will encourage development of trails integrating Waterford with other areas of the County. Trail linkage opportunities exist in the form of abandoned rail corridors and other linear open spaces.

- **Mill Pond Area** – redevelopment and revitalization opportunities exist through historical buildings, creating a focal point and theme for the southern shoreline of the Mill Pond area.

Port Rowan – The recognition as a significant urban waterfront community and tourism node will continue. There will be support and promotion as a sustainable waterfront urban community focused on port and lake-based activities.

- **West Area** – The development of commercial and service related uses serving tourists and visitors at a level that does not detract from the Downtown Area will be encouraged and will be recognized as a unique gateway to the lakeshore.

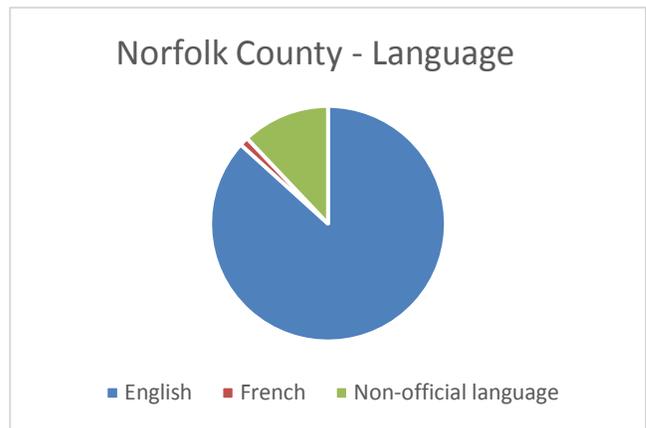
Courtland – There is a limited growth potential as the community’s sanitary services consist of private on-site disposal systems. Due to its strategic location in the western part of the County, Courtland will continue to accommodate an important employment node.

Hamlet Areas

Hamlet areas are designated on the basis that they contain a minimum of 25 residential units existing as a distinguishable cluster, or have an historical identity as a hamlet. The rural settlements are intended to function as small clusters providing limited commercial, institutional and recreational services to the surrounding agricultural community. The County will promote limited growth in these communities while supporting the rural character and evolving role as service and residential centres.

3.4 ETHNICITY

In 2011, Norfolk County reported 86.2% of the population as having English only as their mother tongue, while 1.2% reported French only and 12.0% reported a non-official language only. German was the highest rated non-official language, followed by Portuguese, Dutch, Hungarian and Flemish. The top four ethnic groups consisted of English, Canadian, German, Scottish and Irish in descending order. Figure 1: Norfolk County – Language.



3.4.1 Families and Households

In 2011, there were 18,770 census families in Norfolk, which represents a 1.8% increase from 2006 census. 86.8% of the families were married or common-law while 13.2% were lone-parent families. Among the married and common-law couples, 39.8% were couples with children aged 24 and under living at home. (2011 Norfolk County Census)

There are 25,045 private households in Norfolk, representing a 3.3% increase from 2006. This number is broken down into the following categories:

- Couple-family households with children aged 24 and under 6,340 (25.3%)
- Couple-family households without children 9,505 (38.0%)
- Lone-parent family households 2,265 (9.0%)
- One-person households 6,110 (24.4%)
- Multiple family households 330 (1.3%)
- Other households 500 (2.0%)

3.4.2 **Education**

Based on the 2011 Census, Norfolk residents have a higher level of education than the Ontario norm in relation to a high school certificate, apprenticeship or college diploma. 78.6% of the population has a high school certificate or higher education. On the other end of the scale, 21.4% of residents do not have a high school certificate.

The most prevalent fields of study in a post-secondary setting are architecture, engineering and related technologies. Business, management and public administration fields of study have the second highest prevalence, while the third largest field of study is health, parks, recreation and fitness.

3.4.3 **Summary**

The Norfolk County population is aging gradually at a rate slightly higher than the provincial average. This trend is anticipated to continue, due in part to fewer children being born now that the baby boomer generation is post child-bearing age and also as young adults and their children seek education and employment opportunities outside of Norfolk County. The decline in the younger population is offset by an increase in older adults starting at age 55. The in-migration of older adults plays a significant role in the current and future population characteristics.

An aging population profile is evolving, but there will not necessarily be an absolute decline in youth numbers. Therefore, there is a need to have a more balanced services delivery plan, which considers both an aging population and planning for youth retention.

The demographic data indicates that the Simcoe area population is approximately 25,000 individuals and will grow at a limited rate over the next number of years. The three facilities, the Simcoe Adult Community Centre, the Talbot Gardens Arena and the Simcoe Recreation Centre all primarily serve the Simcoe area as there are arenas in the other urban areas, as well as older adult programs. The indoor pool has a potentially broader reach across Norfolk, except for the residents to the west who have close proximity to the Tillsonburg indoor pool and to the north to the Brantford indoor pools.

With an aging population and limited growth in population, the demand for the recreation facility opportunities that align with those in this Feasibility Study, will not likely change from a population perspective in terms of total use volume. There could be changes in terms of an aging population that is looking for more fitness laps two, and potentially a smaller therapeutic oriented pool where the water temperatures are warmer and the therapy perspectives are important for mobility and related wellness perspectives. Such pools at the Kitchener Breithaupt Centre as well as the Waterloo Recreation Centre has proven extremely popular amongst older adults.

From an arena perspective, there will be no additional capacity pressures based on population growth, in fact there could be a reduction in utilization as hockey registrations decline in Canada generally and older adults do not continue with hockey as they reach into their sixties and seventies. There are fewer people moving into the middle-aged adult cohorts to offset potential future losses in participants. From an aquatics perspective, programs will remain popular relative to youth lessons, family swims, lane fitness swimming, fitness classes and related uses, as well as the swim team. However, there will be no growth pressures impacting demand due solely to population growth.

The demographic data suggests that any considerations associated with the three key recreation facilities within this Feasibility Study will need to focus on replacement of or renewal existing capacity, not on expansion of capacity to meet changing needs or a significantly growing population.

4 Community Engagement

4.1 INTRODUCTION

A community engagement program was completed in 2014 for the Parks, Facilities and Recreation Master Plan. To this end, the consulting team met with twenty-two groups. Internal stakeholders included council, senior management, department management, supervisors, lead hands, front line and program staff. External stakeholders included private recreation providers, tourism, BIAs, trail committees, arts and culture, aquatics, ice users, seniors, sports users and youth. Two Community Workshops and an on-line Community Survey were conducted to obtain the general public's feedback.

The following is a summary of the key themes arising from the community engagement program as to specific indoor recreation facilities in Norfolk.

4.2 FOCUS GROUPS AND COMMUNITY WORKSHOPS

There were four questions asked at the various Focus Group sessions. They are:

- When you look at Parks, Trails, Facilities and Recreation today in Norfolk, in your perspective, what is working well? What are the strengths?
- What is not working in Parks, Trails, Facilities and Recreation that needs to be addressed? Gaps in service? Other concerns and issues?
- Looking ahead 10 years, what is going to be different in trends and changes in Norfolk that we need to start planning for?
- What do you think are the priority needs of Norfolk community in the next ... 5 years, 5 - 10 years and 10+ years?

4.2.1 What Is Working:

Indoor Facilities **Six** arenas are well supported throughout the communities. Similar favourable comments were made with regards to the Annaleise Carr Aquatic Centre.

Service Delivery There was favourable agreement to the quality of care in regards to maintenance and customer service. Staff was noted to be experienced and

accessible with a wide variety of customer service stations. The County is recognized for being responsive to the changing demographics as recreation programming is evolving to meet the needs of the community.

Volunteerism Individuals, community partners and service clubs were acknowledged for their **recreation leadership and funding contribution and value to the community.**

4.2.2 Main Issues and Concerns

Indoor Facilities The aging and outgrown arena facilities have accessibility barriers as well as repair and on-going maintenance issues. The aquatics centre does not handle the demand of the whole community, is short staffed and does not have adequate storage space. The lack of an indoor facility for year-round soccer and walking is an issue.

Volunteer Sustainability Individuals, community partners and service clubs were acknowledged for their contribution and value to the community.

4.2.3 Future Trends

Demographics An aging population with an influx of seniors and a decline in youth will change the dynamics in the provision of recreation. A demand for more passive recreation will be balanced with more adventurous / risk taking activities.

Indoor Facilities There will be a decline in arena users with more attention to multi-use facilities. Any multi-use facility should keep in mind **summer sports now also operating, such as soccer, during winter months,** as well as non-competitive recreation opportunities.

Service Delivery Programming for an older age group, who have **higher expectations** than their predecessors, and is affordable will balance the traditional youth activities. Social media will be key to getting the message out to all age groups.

4.2.4 Top Priorities

Planning for the Future Identify what the needs are and the capacity to maintain. Model success stories from other municipalities.

Multi-use Facility One facility will maximize a number of recreation elements, including year round ice, soccer, walking, etc. Working with residents and community groups from all areas of the County will improve the likelihood of an inclusive plan that works for everyone. The facility should acknowledge the aging population and accessibility issues.

4.3 COMMUNITY SURVEY

There were 91 responses to the on-line community survey. The questions were in a different format than the Focus Group and Community Workshops and therefore a percentage of the total respondents is added to the comments where relevant. The following is a summary of the comments received:

4.3.1 Indoor Recreation Facilities (Arenas, Pools)

Arenas were the most frequently used facility in the County (74% for adults and 89% for children). Many respondents made positive comments about the arenas, including they play an important role in the community and provide recreation opportunities for both adults and children in the winter. Use of the different arenas was distributed fairly evenly. Suggestions for improvement included:

- Aging facilities, specifically Talbot Gardens and Recreation Centre Arena,
- Difficulty booking ice time (see Service Delivery below),
- Lack of ice time in the spring and summer, and
- Better utilization of areas in the summer months, for example, ball hockey and lacrosse.

The Annaleise Carr Aquatic Centre is quite popular (93.3%). However, the pool is rated lower than other indoor facilities, with 36% of respondents rating it fair or poor and respondents expressed the need for improved pool facilities. Suggestions for improvement include:

- Increased operating hours, especially for adult swim times,
- An indoor, multi-use facility that includes a pool and facilities for additional indoor sports.

4.3.2 Community Halls, Senior Centres

These facilities were used frequently (67% for adults and 45% for children) and many respondents rated them as very important. Respondents rated the Langton Community Hall as very important (36%) to the community. Comments made include:

- Community Halls play a vital role in rural communities, and
- Community Halls are in need of updating.

4.3.3 Programming (Comments on Specific Programs or Activities)

Programs and facilities for adults 18 to 64 were rated most highly at excellent or good (35%). Programming and facilities were rated fair or poor (35%) for teens aged 13 to 17. Similarly, people with disabilities or special needs rated programming and facilities as fair or poor (27%). Additional comments mentioned lack of programming for children, teens and seniors. The Early Years Program was mentioned as a successful program for children.

A number of respondents liked the variety of programs available throughout the winter and summer. Hockey was emphasized as an important activity in the community for both children and adults. Others noted that certain communities lack the programs and facilities that are available in Simcoe, for example, Port Rowan, Delhi and Waterford.

4.3.4 Service Delivery (Fees, Staffing Administration, Operations)

Positive comments were made about service delivery including accessibility of local programs and helpful, friendly personnel. Suggestions for improvements included:

- High fees,
- Better communication,
- Difficulty of booking ice time (late allotments given make it difficult to advertise and organize and difficulty booking on short notice), and
- Lack of sufficient operating hours for pools; more adult swim times in the late afternoon and evening are needed.

4.4 FUTURE OF PROGRAMS AND FACILITIES

By far the biggest concern raised about the future of programs was related to changes in the population such as an aging population (increased need for accessibility) and population growth (pressure on

existing facilities). Affordability Affordable participation was also mentioned as a potential challenge in the future.

The top priorities for parks, facilities and recreation services over the next 5 to 10 years were noted as improved facilities and maintenance of facilities, including respondents who suggested building a multi-purpose sports complex (24%) and improved arena facilities and operations (18%).

4.5 COMMUNITY ACTIVITY RECREATION EXCELLENCE COMMITTEE (CARE) SESSION

On March 18, 2015, three members of the Community Activity Recreation Excellence Committee (CARE) met with the consulting team on their proposed vision and development of a contemporary, multi-use recreation complex for Norfolk. The Committee provided some documentation related to their presentation to Council on the need for a feasibility study. The documentation indicates that the group has met with a wide range of perspective user groups and community representatives, and has been well received in terms of the concept, need and support for the initiative.

In the materials, the Committee identified the initiative would focus on a multi-generational, multi-use, highly efficient facility that would serve the whole Norfolk community and beyond. It would provide fitness, recreational, educational and other activities and services, as well as being a potential venue for sport tourism activities.

Some twenty individuals in community organizations were identified as providing letters of support.

The overall initiative has evolved around a number of key perspectives:

- The \$5.4 million identified for Simcoe Recreation Centre enhancements and expansion in the 2016 capital budget.
- A general review and update of recreation facilities across the County.
- The changing demographics, involving seniors and the need for enhanced facilities.
- Fanshawe College's initiative related to the recent renovations and their consideration of an expansion.
- Potentially university interest in locating in Norfolk County.

A number of key perspectives were identified to the facility:

- Inclusion of a modern aquatic facility for that would support competitive, recreation, fitness and related swimming programs for all ages. This would likely be a two pool concept, a regular tank facility, plus a possible therapy pool for children, individuals with mobility challenges and older adults.

- A multi-use arena with potential for indoor soccer, track, lacrosse, baseball, trade shows and related activities.
- A seniors facility with appropriate programming for social, physical fitness and related activities.
- Areas to support individual and youth programming, including minor sports.
- Potential culture and sports halls of fame.
- Possibility of an arts, library, lounge and other educational / entertainment / performance areas.
- Ancillary services, involving health, food and wellness and possible business incubation services for entrepreneurs.
- Social enterprise facilities, similar to the Fusion Centre in Ingersoll.

At this time, a wide range of considerations have evolved which will eventually be developed as to their feasibility and business planning perspectives. The group has visited a number of facilities in southern Ontario and continues to be active with respect to its vision.

The preferred strategy at this point in time, without feasibility and other assessments being completed, would be primarily for a greenfield site, potentially 30 to 40 acres. The group identified a potential series of indoor recreation facilities, as well as the possibility to have the site large enough to offer sports fields, trails, open spaces and other opportunities, as well as being able to expand the facilities over the long term.

The funding sources for such an initiative have yet to be fully developed, but an initial perspective would be one third federal government, one third provincial government and one third County in collaboration with the local community. No financial projections as to capital and operating costs have been provided to-date.

A number of possible program funding sources have been identified such as the ALICE Program which was inaugurated in Norfolk County, as well as the community foundation and other possible sources.

It was also identified that it would be important for the venue, wherever developed, to be connected to the network of community trails and be accessible by public transit.

The Committee's vision is that this facility would service the whole community of Norfolk. That through a public transit initiative, seniors, youth and others could travel to the facility from the far reaches of the County which would maximize both their participation opportunities, and an area interest and healthy lifestyles, along with their individual wellness, as well as maximize volume utilization of the facility which is essential for a facility of this scale operationally and financially.

5 Participation and Facility Trends

5.1 INTRODUCTION

In developing the Feasibility Study, a number of key strategic trends and considerations are relevant in setting directions and courses of action for the ongoing development, delivery and evaluation of these facilities in Norfolk.

5.2 SOCIETAL AND LEISURE TRENDS

5.2.1 *Aging And Youth Populations*

One of the most significant and well documented trends within Canadian society is that of the aging population. By 2016 to 2020, over 30% of most urban centres and a larger proportion of rural residents in Ontario will be over the age of sixty. Known as the "baby boom generation," this will have a profound impact in both the types of leisure services / activities that will be undertaken and resident servicing expectations.

Today, many "boomers" are in or are quickly moving towards an "empty nest" lifestyle. As a result, many of these adults are not raising families, have different priorities and are starting to, as they age, undertake different forms of leisure activities. Affordability, access, time available to participate, pursuing deferred interests and other impacts are occurring.

Currently, the "baby boomers" are 50 to 65 years of age, of which one half are 55 to 65 years of age and one half is 50 to 55 years of age. These individuals represent a significant proportion of the population, and from a public policy perspective, have typically been a central consideration in many government policy initiatives over the last five decades.

As this generation ages, there has been clear identification, politically and service delivery wise, towards health oriented issues. As a result, the following trends are being identified:

- Increasing political importance being placed on health care and wellness services. As boomers age, they become increasingly concerned about health care. This is also augmented by the fact that over 60% of a person's health care costs on average are incurred in the last five years of life;
- This generation tends to pursue interests and activities based on convenience, quality and price; compared to previous generations who tended to be significantly more price sensitive with convenience as a lower priority;

- This population group can also be somewhat nostalgic, often having a "60s phenomena" and have high expectations as to what their fees will provide, the quality of service received, the instantaneousness of response to information and other customer service perspectives.

Major assessments of this generation, as per the books "Boom, Bust and Echo", or "Sex in the Snow", have identified profiles of this population as being more inwardly looking to their own needs, having higher expectations and being uniquely different from the previous generations, which are primarily those who are associated with the depression and the war eras.

An aging population will have the following participation impacts in leisure and related services:

- A rising interest in bird watching, genealogy, walking and related health / fitness / wellness oriented activities;
- Declining interest in joining clubs, membership-based activities. This is evident in some changing profiles for senior centres, as well as golf course memberships where there is a trend to offering multiple courses in the same membership package;
- An increasing trend towards private fitness centres, personal trainers and related activities;
- A general willingness to pay for activities, but often asking what one gets for the increased costs on a year to year basis;
- Broader travel interests;
- Increasing interests in art, culture and heritage.

Other related demographic shifts, also involve the following points:

- The percentage of people retiring under the age of 60 has generally increased over the last two decades, resulting in younger and healthier retirees, even though legislation now bans forced retirement at an age threshold and economic impacts could, at least, in the short term, impact pensions and cause people to work longer;
- Improved pensions, as well as more females retiring from the workforce with pensions, which is uniquely different than when senior's discounts were established thirty years ago for a different type of seniors' demographic and financial situation;
- Many early retirees and other seniors are undertaking consulting, part time contracts and on-going work activities, or pursuing hobbies or deferred interests on a vocational basis;
- Seniors populations are showing interest in increased physical fitness and other related activity-based programming which is different from the more traditional socialization oriented leisure programming for older adults.

In conjunction with the aging trends and impacts, is the fact that the birth rate as per the 2011 Census indicates 1.7 children per family, which has stabilized at a low level after a period of decline from over three children per family in the 1950s and 1960s. Many couples are not having children or only having one child. The projection for most urban environments in Ontario, is that the 0-19 population over the next twenty years, will either remain stable in terms of their current absolute numbers of individuals or will actually see some declines in the number of youth. The question in regards to youth services is not that youth are going to disappear or that there is going to be less of them, rather, it is more the fact that there will not be significantly more of them which has been the traditional planning profile for leisure services for the last forty to fifty years. Therefore, proportionately, they will represent a reduced segment of the total population which is a uniquely different planning framework.

As a result of the demographic shifts over the next fifteen years, there will be absolutely more mature adults in terms of numbers who are looking for different types of leisure program relationships and activities while there will not be a growing but rather a likely stable or declining youth population. This trend uniquely changes some of the perspectives as to the planning and delivery of leisure services from what has historically been the benchmark of the last decades. The Echo Boom generation, now 25 to 35 years of age, has left secondary school and post-secondary institutions. They were the last identifiable growth-oriented youth age cohort, however they are now having children and there has been a slight rise in 0 to 4 year olds in the 2011 census compared to the 2006 census. The future of youth services, will likely focus on existing or declining youth population volumes.

5.2.2 Sport Activities

There are some significant changes occurring within the minor and adult sports areas which is one of the cornerstones to leisure services planning and development.

The first one involves hockey. One argument that prevails is that there may be no more additional need for ice surfaces as the youth population is stabilized in terms of numbers and the adult population playing hockey is aging. This argument has been presented by David Foot in "Boom, Bust and Echo" and by others.

However, there has been continuing demand for additional ice resources resulting in large part from the substantive growth in women's hockey, both at the youth and adult levels. Over the last number of years, women's hockey has grown between 10% and 30% annually in most urban centres, 10% to 15% in non-Olympic years and up to 30% in Olympic years. Though there have been some impacts on ringette, it has not caused ringette to collapse as some expected. There are many new female participants coming into the "ice world." As a result, the demand for ice time has been increasing on an annual basis in many areas.

What is also important in terms of longer-term planning is that many of these females at the youth level will want to carry these activities over into their adult life. Therefore, communities see the rise of junior female teams, as well as adult female hockey leagues.

The rise in female activity is not only at the youth level but will continue on through to the adult age groups. It is also anticipated that it will be a number of years before the female hockey participation growth rate stabilizes.

Additionally, there is growth in terms of disabled athletes participating in ice sports, such as sled hockey. As well, in the adult leagues, there is more league segmentation occurring by age groups which encourages older aged participants to continue to play into their 50s, 60s and 70s. This is occurring with the introduction of over 40, 50 and even over 70 year old leagues.

All these different groups and new applications / uses result in some increasing demand for ice time, even though there may be stabilization in members in the more traditional user categories. Another ice consideration is changes occurring in figure skating. In terms of figure skating numbers, the traditional activities may be stabilized but the growth in precision skating, rhythmic skating and other team oriented skating activities has increased.

Another area of interest in terms of ice use is the introduction of the Masters Skating Clubs / Programs, which is similar to old-timers hockey. A number of communities now have Masters skating programs that involve 50 to 100 individuals and this is anticipated to grow as more people re-engage with skating activities to be with their peers and for fitness.

Curling has become a popular TV-based sport. However, many curling clubs are challenged, especially in smaller communities, to remain financially viable, such as in Stratford, Ilderton, Kitchener-Waterloo and other centres. There has been increasing focus on youth development, however, the overall curling activity levels tend to be stabilized and in some areas declining. The TV exposure has not necessarily translated into substantive increased participation. Curling Canada has an active promotion and development program that achieves significant TV exposure and in-school programs.

Racquet sports have declined significantly from their peak levels of interest and exposure in the 1970s and 1980s. This has occurred because of the lack of readily available facilities in many communities, but also due to an aging population. These sports tend to be more challenging due to the impact on knees, ankles and other areas of the body. Many racquetball clubs have reduced the size of their facilities or closed, while a number of municipalities, YMCAs and other providers have eliminated these activities altogether.

Basketball and volleyball have increased in popularity and participation. Once the domain of the educational system in terms of intramural leagues and varsity sports, there are now more community-

based leagues. Some of these are offered by police departments as part of youth development initiatives in high crime / risk areas of cities. The YMCA, Basketball Canada and other groups are increasingly offering community-based league opportunities. This has resulted in increased requirements for gymnasium access. A number of communities have moved into developing some of their own gymnasium resources, as school facilities are not always readily available at the times and volumes necessary. Kitchener, London, Stratford and Oakville represent some communities who have recently developed gymnasium-type facilities as part of community centre complexes to facilitate both youth and adult basketball and volleyball opportunities. Burlington has developed gymnasiums at the Tansley Woods, Brant Hills and Alton Recreation Centres.

Other sports considerations involve a host of lesser known activities. One is cricket, which tends to have increasing interest amongst specific cultural connections in the population, particularly East and West Indians who come to Canada. Interest in this sport appears to be tied significantly to settlement patterns in North Rexdale, Mississauga and the Waterloo Region. As facilities are developed and immigration patterns unfold, there may be increasing interest over time but likely within narrower interest parameters.

5.2.3 Facility Quality

One of the fundamental transitions of the last twenty years has been the qualitative leaps that recreation / leisure facilities have experienced in municipal, YMCA and other related venues. The large multi-use complex, the twin pad and quad ice facility and the tournament / competitive level quality of many recreation facilities and community centres has been widely evidenced. For example, when one community builds a state of the art facility, then other communities start to look at that facility as the new standard.

The Waterloo Memorial Recreation Complex and RIM Park in Waterloo, the Western Fair Fourplex in London; the YMCAs in Toronto, Mississauga, St. Catharines, Niagara Falls and Goderich; and many other venues are being visited and seen as the new standard.

One of the consistent considerations with the "boomer generation" is their high expectations around quality. Therefore, arenas with large dressing rooms, showers, warm viewing areas and many ancillary supports are commonplace. Larger arena, multi-use complexes are incorporating food courts, rather than simple canteens. Older recreation facilities are being repositioned to contemporary standards at significant capital investment costs.

One of the long-term planning considerations is the need to determine what level of quality new facilities should be developed at and how do existing facilities compete and avoid being overlooked in terms of current uses/users moving to newer facilities. Sometimes this trend also needs to be assessed on a

regional market basis where neighbouring municipalities are building significant new leisure facilities that could be used by other municipalities' residents.

5.2.4 Tourism And Sport Tourism

One of the interesting trends within the leisure services sector has been the merging of tourism strategies with parks, recreation, culture and related services development and delivery. Increasingly, particularly as facility quality increases, the opportunity to attract day visitors and overnight tourists increases via tournaments, shows, meets and special events. One dimension of this has been the development of a market segment within tourism called sport tourism. Sport tourism involves tournaments, meets and other similar events that bring individuals and teams from out of town into the community for one or more days.

There has been a long history of local soccer, baseball and hockey tournaments; swim, as well as track and field meets; and related activities. What is increasingly occurring beyond this level is municipalities interested in pursuing larger provincial, national and international events, such as the World Under 17 Hockey Tournament, the Ontario Games, the Ontario Senior Games and many other such events. Cities like London, Brantford, Ottawa, Halifax, Brandon, Red Deer, Saskatoon and Kamloops represent cities that have become very aggressive in the sport tourism sector and Norfolk County has been a major venue for these markets.

The drive to sport tourism, as an increasingly marketed and municipally supported enterprise, results from the potential economic and related employment impacts that this type of activity can bring to the community in terms of room, food, retail, gas and other sales. They also are, at the minor sports level, popular amongst non-profit organizations due to their potential fundraising capacity for the host organizations. Increasingly, major municipal park and recreation facility development is being rationalized based on their sport tourism capacity in conjunction with the regular activity use supported by the facility or service.

5.2.5 Community, Health, Educational, Social And Policy Services Integration

Another trend that is occurring in the leisure services operating environment is the integration of education, social, health and leisure services, sometimes in conjunction with policing services. Increasingly, more holistic servicing strategies are emerging that look at all the needs of a family or an individual in their totality. As a result, many social services organizations, such as Children's Aid, Children's Mental Health, etc., look to the Municipality and other leisure service providers to deliver services that their clients can participate in. In many cases, often expecting reduced access costs due to affordability concerns and the clinical treatment benefits of leisure participation.

Also, what emerges from this integration strategy on a broader front is the movement towards wellness on physical, emotional and social levels. However, this is increasingly evolving into the youth and teen services areas. Many of the teen initiatives in various municipalities have leisure components but connect with broader services in terms of employment, mental health, youth justice and other linked service areas.

Therefore, the ability to work within a broader context rather than pure leisure philosophy and perspectives is increasingly important to deliver the right services at the right time to various target audiences. Halton Social Services now operates two neighbourhood programs in Burlington that have on-site recreation components.

5.2.6 User Fees And Charges And Affordability

A number of municipalities are increasingly looking to user fees and charges for leisure services to fund a higher proportion of the costs of services delivery operations. On the cost side, municipalities are also looking more at the total cost of services delivery, involving department and corporate overheads, long-term repair and rehabilitation costs, etc. On the revenue side, some rates and fees policies identify a specific coverage revenue target for children's / youth services, with usually a higher one for adult services. However, many municipalities still do not have a defined cost structure as a baseline to develop their user fees.

Today, more detailed discussions are occurring on what the role is of the users in funding a higher proportion of facility access/use costs, especially specialized facilities with high costs and more limited participation profiles, e.g.: municipal golf courses, fitness centres, etc. This is a key strategic question that has profound political considerations, influences the grants and subsidies provided by a Municipality to various user groups and represents a significant challenge in terms of key principles. Some of these principles include affordability, accessibility, enhanced resident health, a balanced set of participation opportunities and investing community tax dollars wisely and fairly.

Some other communities have been undertaking efforts to develop a sound cost understanding of services delivery and are recognizing the challenges of structurally changing this dimension of leisure services delivery. Overall, many of the fees charged have no real foundation, as well have evolved on an ad hoc basis and are not connected to each other by a set of principles or a unifying strategy or policy framework.

As fees and charges increase in value and complexity, affordability concerns have risen as a barrier to participation and equitable access. Many communities are developing policies on facilitating affordable access by ensuring discounted fees for youth and targeted populations, or providing a fund, alone or together with community groups, that subsidize individuals and families who have affordability

challenges and who would benefit from recreation participation. The Low Income Cut Offs (LICO) are often used as a threshold for providing financial support.

Chatham-Kent, London, Kitchener and Burlington are all communities, along with others, that are providing such supports. These supports are provided on the basis of equitable access, inclusion and to maximize the health and wellness, personal development, social and community benefits derived from leisure activity participation involving parks, recreation and culture services.

5.2.7 Market Segmentation / Services Differentiation

One of the business components that is emerging into the leisure services operating environment is the recognition that the population is not generic or homogeneous as to what activities they wish to undertake and at what participation / quality levels. Increased target audiences or market segmentation strategies are emerging. As an example, participation can often now be tracked on the following levels of interest:

- Experimental, general interest;
- Hobby / specialized interest;
- Competitive / elite interest and skills development.

Each of these levels has various degrees of intensity, cost and user preparedness to pay user fees and participation. They also have different levels of facility quality and capacity requirements. These range from the amount of seating that is available for competitive and tournament oriented activities, to the fact that unorganized recreational baseball can occur on school board or other less developed and maintained baseball fields.

The tendency in many municipalities has been to deliver services on a more generic basis. However, changing facility quality expectations results in a question as to whether all facilities need to be developed at a high end or whether different levels of facility development should occur in terms of quality and capacity supported by different levels of user fees. This is a changing consideration, in that historically municipalities have charged a common level of user fees for ice, fields, etc. An increasing trend is to consider charging different fees and rates based on the quality of the facility, with potential premiums being charged for the time slots that are most in demand. This is more of a business model and also focuses on different levels of intensity, interest and ability to pay.

The repositioning of the market to a more targeted approach may also result in changes to two of the other trends identified in this report related to user rates and fees as well as facility quality.

5.2.8 Collaboration, Partnership and Joint Ventures

The use of partnerships and joint ventures has come to dominate many of the discussions around future leisure services delivery. They are seen as a service delivery strategy that uses all the resources in the community, allows organizations and individuals with expertise and capacity to more effectively deliver service, expands service opportunities within the community and potentially achieves greater cost efficiencies through economies of scale and more coordinated / integrated delivery efforts.

Norfolk County has developed some partnerships as a leisure services delivery strategy. This notion of partnerships and joint ventures, involving the public, private and non-profit sectors, as well as community-based groups, is widely seen from the research and input as a vital leisure service delivery strategy now and in the future.

In terms of strategies, the use of partnerships, joint ventures and 3 Ps, and the expansion of their role and application in delivering major leisure facilities, is a strategy that will need to be examined in all services initiatives. This should be a check list question for each project as to potential partner's identification, feasibility and desirability. However, the challenges with partnerships, in terms of risk, sustainability, mutual benefit and value for investment, needs to be continually assessed.

Partnerships are also evolving in different contexts. As one example, YMCAs now have over one hundred municipal partnerships and joint ventures in the delivery of leisure services in Canada. The Town of Goderich in 2005 / 2006 entered into a partnership with the Sarnia / Lambton YMCA to build and operate the new South Coast Recreation Complex involving an indoor pool, arena, walking track, gymnasium and fitness centre, along with operating all the Town sports fields, a second arena and leisure programming. YMCAs are also moving into significant partnerships with the City of London on Northeast Recreation and Aquatics Centre and have undertaken similar initiatives in the City of Sarnia, along with the City of Waterloo on a new multi-use complex. In the City of Niagara Falls, a new recreation complex was built by the City and the YMCA in partnership, which houses a YMCA, Branch Library and the City's Parks and Recreation Offices.

Many different types of partnership models are evolving, both in terms of leisure programs and facilities. There are ongoing efforts to consider different ways of delivering services than traditional municipal only approaches. Financial constraints and the increasing spectrum of leisure services interests results in collaboration, partnerships and joint ventures representing important strategies in responding to an ever changing operating environment.

5.2.9 Capital and Operating Finances

For the last decade, considerable change has occurred within the context of capital and operating finances for major parks and recreation facilities. For the last ten years or more, targeted senior

government recreation and culture grants for leisure facilities have not been as available though some opportunities have opened up in recent years via infrastructure, rural development, culture and other granting programs. For decades, these grants contributed up to one third of capital costs via Wintario and other programs. In more recent years, fundraising, direct financing, Development Charges, municipal grants, corporate sponsorships and other strategies have become significantly more important in funding major parks and recreation facilities and development.

Beyond the loss or limiting of capital grants, the capital funding environment has continued to change significantly. Amendments to the Development Charges Act in 1999 and subsequent rulings have reduced the application of this capital funding source for new resources. The definition of eligible facilities has been reduced, e.g.: no cultural facilities, a redefinition of the service level has lowered the thresholds for the funding of future facilities needed to support population growth in the community, and there is a 10% arbitrary capital cost reduction, along with a penalty for overcapacity. As a result, Development Charges, which have been a primary source for parks and recreation facilities capital funding, especially in faster growing communities, can have a reduced role under the current legislation.

Another capital financing strategy that has begun to emerge has been the use of capital surcharges. The City of Burlington was one of the first to utilize this for the development of the Appleby Ice Centre. In this case, there is a \$45 plus surcharge on each hour of adult ice and a \$16 plus surcharge on each hour of youth ice. The surcharges are used to pay off the City debenture used to build the facility. Pickering and Oshawa are also utilizing surcharges, the latter at \$8 per hour. The Township of Strathroy-Caradoc has introduced a surcharge of \$3 for all ice hours rented and the County of Haldimand has a surcharge on only the new Caledonia Community Recreation Centre's ice but not its' other three arenas.

Other municipalities, e.g.: Stratford, have looked at surcharge applications for both new capital development and long-term renewal / rehabilitation. Burlington has subsequently used this model for a new soccer field and has developed a 7% surcharge on all rental revenues for the Tansley Woods Recreation Centre. Norfolk County applies a 5% capital surcharge. Broadening the use of surcharges is being discussed though it has moved slowly over the last ten years. It does represent another form of capital funding that is user-pay focused. However, it does have some implications in terms of:

- High cost capital facilities, such as indoor pools, require sensitivity in terms of any surcharges as user fees could become too high and user volume is needed in order to reduce operating deficits due to the high fixed operating cost nature of these facilities;
- Surcharges can create affordability concerns, impact volunteer groups, etc.;
- Fairness and equity considerations emerge if surcharges are used on some facilities and not others.

Fundraising and corporate sponsorships, including naming rights have become an increasing source of capital funding for larger recreation and leisure facilities. The opportunities to name facilities, to fund specific rooms or equipment, along with traditional cash donations have become increasingly important. However, the overall fundraising environment is increasingly competitive as not only the leisure services sector, but many sectors are competing for funds on a daily basis, such as health, education and others. Within the context of fundraising, corporate sponsorships have grown significantly which results in a changing relationship with corporate funders who take a stronger marketing and visibility-based approach to their contributions towards a particular project or program. Also, sometimes they wish to contribute value-in-kind as a displacement for direct funding. Fundraising may not always work as a strategy and securing and retaining volunteers to drive a fundraising campaign is a concern due to community volunteer fatigue. Fundraising can be a goal but does not come with a guarantee. It has enhanced application for joint venture initiatives where there may be significant shared outcomes.

There is now a wider mix of capital funding sources applied to leisure facility initiatives than in the past. Where major facility initiatives were once funded from two or three sources, it is likely in the future, that they will require four, five and six sources. This direction will create stronger partnership needs and a greater risk orientation related to creative financing approaches.

From an operating perspective, increases in user fees have become a growing strategy over the last decade for all municipalities. Most municipalities have increasing expectations that user fees will continue to move between 60% and 80% coverage of a department's total budget and even higher over time.

Increasing onus is being put on users to fund facility operations. As these funding formulas become more sophisticated, they begin to include not only direct costs, but also allocated corporate and indirect administrative costs, capital maintenance reserves and capital upgrading charges

5.2.10 Evaluation

Municipalities are moving into the area of services evaluation that are more comprehensive, data and input-based and which will become a key component in establishing servicing priorities/core services and resource allocations. Some municipalities have instituted a regular three year resident survey on twenty-five or more service themes, which gauges the value residents place on services through a gap analysis approach involving the level of satisfaction versus level of importance. This process identifies outcomes related to utilization levels, value held for the service and overall importance to residents.

The notion of evaluation has become increasingly apparent in all public and other service sectors as expectations grow for outcomes and restraint exists on the availability of public resources. Best practices and evaluation programs are supportive to continuous improvement approaches in ensuring

that resource decisions and operations are consistent with the real, demonstrated needs and interests of residents.

Evaluation of leisure services has become increasingly apparent now and for the years ahead. Both existing and new parks and recreation facilities and services will be influenced more and more by these evaluation strategies and their outcomes. As a result, leisure services will increasingly need to be targeted on specific needs that are demonstrated by community members, support specific outcomes that benefit those that have the needs and will need to be flexible and adaptable to the changing uses and applications that will occur within the population.

5.2.11 Multi-Use / Multi-Partner Facilities

The multi-use concept for major parks and recreation facilities has been available and used for many years both as a concept and in practice. Multi-use leisure facilities have more critical mass, potentially better operating and capital economies of scale, higher visibility and greater customer service potential by creating a single access venue. However, they also tend to result in larger facilities that move to a district and municipal-wide servicing perspective, potentially reducing neighbourhood / local area level presence and roles. There can be some significant trade-offs.

Multi-use facilities have been identified from the research as a strategy in developing major leisure facilities in many municipalities, such as with joint venture operators and public libraries. It is a strategy that is the basis for a partnership oriented facility development model.

5.2.12 Capital Facility Maintenance

One of the often forgotten dimensions of leisure facility ownership is the ongoing capital maintenance of facilities with respect to the replacement of major components, such as chillers in arenas, filters and pumps in indoor pools, roofs in community centres, park playground equipment and sports field infrastructure. Over a twenty year period, considerable capital rehabilitation can be required. Portions of these costs are sometimes paid for from reserves contributed from annual budgets. However, other supports are usually required due to the magnitude of the project and limitation of reserves. Since these projects often do not involve expansion or renovations, but rather capital replacement and maintenance, they typically are not candidates for fundraising or partnership approaches.

One of the key recognized trends is that many public bodies have significant capital maintenance and reserves deficits that will put increasing pressure on operating budgets in order to sustain these facilities and venue resources. The utilization of pro-active reserve funding approaches for capital renewal, self-sustaining debt coverage and other financing strategies should be incorporated.

5.2.13 Summary

The following material summarizes the trends and strategies perspectives:

- An aging population profile is evolving, but there will not necessarily be an absolute decline in youth numbers. Therefore, a need to have a more balanced services delivery focus that moves beyond a strong youth orientation focus since the 1960s;
- The ability to address, both through the principle of inclusiveness and participation, the needs and impacts of a changing ethno cultural mix within the population. A mix that will have other types of interests based on their traditions and experiences, as well as will want, in some areas, to adapt to Canadian leisure activities. Education, communications, engagement and focused contact with these communities represent important strategy considerations.

Other trends are as follows:

- Increased participation of females in sports, particularly related to girl's and women's adult hockey;
- Expected growth in soccer at both the youth and adult levels;
- Increased interest in extreme sports and specialized sports, such as year-round outdoor ball hockey, more skateboarding facilities, etc.;
- Some declines in baseball, racquet sports and related activities;
- Potential interest in multi-culturally related activities, such as cricket.
- Ever increasing expectations amongst users relative to facility quality, driven both by consumer and fee expectations, as well as what is being developed in other communities. This has significant capital and operating cost implications;
- The increasing merger of sport and cultural tourism with parks and recreation services facilities and operations as one of the key rationales and points of investment;
- An increasing interest in the environment and the conservation of key environmental features, such as water / wetlands, woodlots, ravines, etc., which often brings additional lands and management responsibilities to a Municipality;
- An increasing emphasis on energy efficient facility and venue designs, using LEED Standards as a baseline;
- The growing importance and value for arts, culture and heritage as part of a healthy and creative city and in support of changing resident values and population characteristics;

- The increasing integration of community, health, education, social and policy services relative to holistic servicing strategies, often led by health units and both public and community-based social service providers;
- The increasing sophistication, emphasis on and impact of user fees and rental rates development relative to how they are prepared, their fairness and equity, transparency; and the ability to develop them in a meaningful and consistent way;
- The growth in market segmentation and services differentiation between recreational use, higher skill interests and other types of uses that define different market niches and varying types of expectations and levels of needs amongst participants;
- The increasing role of not-for-profit, private sector and community organizations in the delivery of leisure services and the potentially changing role of municipalities with a greater emphasis on facilitation and community development;
- The growing use of partnerships, joint ventures and community engagement as a basis to facilitate services development and delivery;
- The increasing use of a wider array of capital and operating financial sources to support services delivery, including corporate sponsorships, community fundraising, senior government grants, etc.;
- The increasing emphasis on the evaluation of services delivery to ensure that the right services are being delivered within the appropriate frameworks and with the desired outcomes;
- The increasing emphasis on multi-use facilities and the potential to use more of the community's facilities in terms of institutions, schools, clubs / associations, etc.;
- The growing emphasis to balance the need for the rehabilitation of aging facilities in conjunction with the development of new facilities, along with the importance of ensuring adequate resourcing for ongoing capital facility maintenance, renewal and serviceability.

6 Location and Partnerships

6.1 LOCATION

Location for a multi-use recreation centre is important, especially from facility design, accessibility, visibility, expandability, site servicing and related perspectives. Three generalized sites have been identified that could shape where a multi-use recreation facility might be located in the future in Simcoe.

6.1.1 Norfolk County Agricultural Society

This venue is central to Simcoe, is visible and accessible and has extensive parking for most of the year. It would result in the County not owning the site but being reliant on a long term land use agreement. The benefits of the site are its centrality to the Simcoe community whose residents are the primary users of the three facilities identified. Regional access is also good. It is recognized, that working with the Agricultural Society to minimize the impact of a larger facility and its parking requirements on the site would be necessary and accommodations would likely need to be made by both parties.

Other benefits of this site that it is serviced and a core facility exists in terms of the indoor pool and arena which could be significantly upgraded based on the capital funding identified for 2016.

A first phase could involve the redevelopment of the Simcoe Recreation Centre, as currently budgeted, as well as **undertaking an addition to add the Simcoe Adult Community Centre**. At a future date, consideration could be given, if designed appropriately initially, to add a second ice surface and upgrade the existing ice surface so that there are two 200' x 85' ice pads, when the Talbot Gardens arena is ready for replacement.

6.1.2 Highways 3 / 24 in Simcoe

Sites on the Highways 3 / 24 corridors could be utilized if a large enough site could be acquired, such as a decommissioned 'big box' store or other large retail store, or other site that could be repurposed. Examples are the Zeller's facility of Highway 3 at 9.1 acres with 14 undeveloped acres to the east, or the former MTO operations centre on Highway 24 south of Simcoe at 9.8 acres with undeveloped land on three sides and in close proximity to site services. A retail facility would have significant indoor space that could be converted to an Adult Community Centre, as well as replace the community / meeting rooms at the existing

Simcoe Recreation Centre and Talbot Gardens. There could be significant parking available, along with the site being serviced.

At a future date, an indoor pool could be added and a twin pad arena complex developed. These would be longer term initiatives due to the life expectancies remaining with Talbot Gardens and the Simcoe Recreation Centre.

In this scenario, there would be an acquisition cost for the land that could be in the \$1 million to \$2 million range depending on the size of the building and the total acreage that is secured.

6.1.3 Simcoe Area Periphery

There are potential large sites on the periphery of the Simcoe urban area, such as in proximity to the Norfolk County Youth Soccer Park, which has 13 undeveloped acres with adjacent undeveloped lands, or at Lion's Ball Park on Davis Street with some open space available onsite and adjacent, and which is connected by community trails to other areas. This land could have a lower value as it is undeveloped and would provide a blank sheet for design and development of a multi-use recreation facility. Such a site could also provide enhanced regional accessibility for residents outside of the Simcoe urban area. The site would incur land costs and could have significant site servicing costs depending on its proximity to services.

6.1.4 Summary

From an integration and potential total project capital costing perspective, the Simcoe Recreation Centre could be the anchor facility for the long term development of multi-use recreation complex. This approach could be preferred because of the potential reduced land costs, the availability of parking and site servicing. It is central to the Simcoe community and has good regional accessibility, as well it would have lower long term capital costs. However, it could not deliver outdoor park facilities or potentially a future expansion option.

The other two strategies could be viable, but both would incur higher front end capital costs due to land acquisition, with the periphery strategy possibly also incurring significant site servicing costs. Both could integrate outdoor facilities and a long term expandability option.

From these perspectives, if an agreement can be reached with the Agricultural Society, this would be a possible preferred strategy if the Simcoe Recreation Centre can be reconfigured and added to effectively from an engineering assessment, and increased parking requirements can be achieved.

These types of decisions would be the focus, along with design, engineering and technical considerations, of the recommendation within the Master Plan for an Engineering and Locational Study for a multi-use recreation complex.

6.2 PARTNERSHIPS

Partnerships are an evident way to potentially reduce costs, enhance programming and deliver more specialized management and programming expertise.

Increasingly in the last ten years, many Ontario municipalities have engaged with partners in the development and operations of multi-use recreation centres. The following list provides some recent examples:

- The City of Waterloo and the YMCAs of Cambridge and Kitchener-Waterloo have developed a new multi-use complex in West Waterloo. This involves an indoor pool, fitness centre, community rooms, gymnasium and related elements that are owned by the City of Waterloo and operated by the YMCA. The YMCA also undertook a significant portion of the community capital fundraising in the order of \$6 million. The City has attached a branch library and operates and maintains the adjoining three soccer fields and other outdoor facilities.
- The City of London and the YMCA of Western Ontario have opened the Sunningdale Recreation Complex. The YMCA was a capital contributor to the complex which is owned by the City. The YMCA operates the indoor pool, gymnasiums, fitness centre, community rooms and related elements. There is a branch library operated by the City. There are no sports fields.
- The YMCA of Southwestern Ontario has entered into agreements with the Municipality of Chatham-Kent to operate a Family YMCA in Chatham, which is owned by the YMCA but had a significant funding contribution from the municipality in lieu of the municipality developing its own indoor aquatic centre. The same model was used in Sarnia approximately fifteen years ago.
- The YMCA of Southwestern Ontario also entered into an agreement approximately eight years ago with the Town of Goderich to build the new Sunrise Recreation Complex. This facility has an indoor pool, fitness centre, gymnasium and a single ice pad arena. In addition, the YMCA operates all recreation facilities and services in the community, including a second arena, splash pad, all park reservations for sports fields, special events and recreation and leisure programming. This is a contract. The YMCA was a capital funding contributor to the recreation complex.
- The YMCA of Hamilton-Burlington has entered into an agreement with Mohawk College to be the contract manager for the new student recreation complex. The YMCA was not a capital

contributor but is the operator of the facilities, as well as the deliverer of all programs and services.

- The YMCA of Western Ontario (London) has also entered into agreements with the Municipalities of Strathroy-Caradoc, Middlesex Centre and North Middlesex to operate fitness centres in local arenas, as well as fitness programming. These are generally contract management approaches with revenue sharing.

There are no other significant partnerships in southern Ontario at the scale of the YMCA initiatives with municipalities. There have been a number of private arenas developed that have entered into contracted sales agreements for prime time hours with local municipalities. However, virtually all of these have failed, the Dominion Recreation Complex in Oakville after three years, the Sportsworld Twin Pad Arena in Kitchener after nine months and a London group who developed seven ice pads across southwestern Ontario that has withdrawn from the market in Windsor, Cambridge, Brantford and at Brock University. Relative to Kitchener and Oakville, the municipalities ended up purchasing these facilities as there would have been a significant capacity deficit based on the ice agreements that they had signed. These were essentially forced sales for the municipalities.

Private arenas continue to operate in the Greater Toronto Area in Mississauga, at York University, Oakville, Burlington, Oshawa and the City of Toronto. However, these facilities are generally operated by larger companies in heavily populated markets where volume is significant and a model of having both public and private arenas in balance has evolved. There is no current arrangement whereby the private sector operates an arena facility in a smaller community like Simcoe or the County of Norfolk.

There is no private sector development in the Class A indoor pool market do to the high fixed cost and lower revenues within the business model, and the operating deficit nature of such facilities. These are almost universally operated by municipalities, YMCAs, Boys and Girls Clubs, colleges and universities and a few related groups, often membership-based clubs, where the facilities are part of a much larger integrated services model. These facilities are all typically 25 metres by six to eight lanes in order to maximize programming; competition utilization; length swimming, which is highly popular and revenue generating, as well as other considerations. These are all Class A pools. Class B pools in motels, apartment buildings, etc., tend to be significantly smaller, low volume related to use, and do not require lifeguards.

From a partnering perspective, two perspectives are offered:

- Possibility of working with the YMCA of Hamilton-Burlington on the development and operation of an integrated facility, particularly related to a fitness and aquatics services.

- Securing a key donor or naming opportunity on the facility, such as the Timken Centre in St. Thomas and other municipal facilities.

7 Observations and Conclusions

7.1 OBSERVATIONS

Based on the results of the Parks, Facilities and Recreation Master Plan, and the work undertaken for this Feasibility Study, the following observations are identified relative for the need for and potential strategies for considering a Multi-Use Recreation Centre in Norfolk.

- Current prime time ice utilization and indoor pool use indicates considerable time and use availability. Therefore, any new arena and / or indoor pool developments need to be considered on the basis of replacing current facilities / capacities. Population growth and changing age demographics will not have a profound effect on demand for these types of services.
- Demand for older adult services will likely increase due to the aging population in the Simcoe area, and particularly the Port Dover area. From a programmatic perspective, and due to the wider variety of program interests of older adults, eg: social recreations, arts and culture, physical activities, there will be an increased demand for these services.
- **The Simcoe Recreation Centre and the Talbot Gardens Arena have both had significant investments undertaken over the last twenty years to upgrade the facilities, 1993 for the Talbot Gardens Arena rebuild and the 2012 to 2014 systems upgrades at the Simcoe Recreation Centre. Both buildings have a reasonable life expectancy of ten to twenty years related to their structural and system components. As per the Building Condition Studies, both facilities will require ongoing investments for accessibility, exterior wall rehabilitation and related elements in the \$1 million range for each building.**
- **The Simcoe Adult Community Centre, at over 100 years of age, is at the end of its life expectancy. The Building Conditions Study identifies between \$2 million and \$3 million of accessibility, systems, structure, configuration and related requirements to sustain the building without delivering any enhanced programmatic opportunities. This building has reached the end of its lifecycle and any significant investments would not be effective or value-added. A new facility should be considered.**
- **The 2014 to 2023 capital plan for the County identifies a \$5.4 million capital investment allocation for 2016 for the Simcoe Recreation Centre. This figure would**

provide for a significant upgrade of the facility in all its dimensions, including adding a therapeutic pool and widening the existing pool if feasible.

- There can be important operating efficiencies due to economies of scale when recreation facilities are developed on a multi-use basis. These can be in the order of 15% to 20% of operating costs related to reduced utilities, fewer staff for janitorial and maintenance, stronger marketing capability in terms of being an enhanced destination venue and related impacts.
- Partnership opportunities could exist with the YMCAs of Hamilton / Brantford or Western Ontario. Recent municipal YMCA partnerships have occurred relative to the pool, fitness centre and community spaces in Waterloo, London, Chatham-Kent and Hamilton Mountain. This partnership opportunity could be comprehensive in terms of the total facility or relative to a fitness component only. The YMCA has also entered into a partnership agreement to operate the new Mohawk College Student Recreation Centre.
- From a site perspective, the current Simcoe Recreation Centre site is interesting due to its central location, availability of parking during most of the year and potential expandability and integration with the overall site. However, an expanded Simcoe Recreation Centre would have an impact on the overall Agricultural Society site, which would need to be considered and terms and conditions negotiated. A site exterior to the community, in close proximity to the Norfolk County Youth Soccer Park or on Highways 3 / 24, potentially replacing a decommissioned big box store or empty MTO site, could also be considered. The latter may appeal due to its accessibility on a regional scale.
- In light of the longer term participant capacity considerations for the arena and the indoor pool, as well as the life expectancy of Talbot Gardens and the Simcoe Recreation Centre, consideration should be given to phasing a multi-use recreation project, starting with Phase 1 potentially focusing on the Simcoe Adult Community Centre. It is also possible that a decommissioned 'big box' store could be leased for five to ten years if necessary to replace the Adult Community Centre until it is determined that a new multi-use recreation centre is to proceed. Such a building could also be acquired with the first phase being a new Adult Community Centre with future phases adding appropriate indoor pool and arena facilities on a replacement basis based on affordability, demand profiles and other perspectives that emerge in the future.
- The development of a twin pad arena, as advocated by some individuals and groups through the consultation program for the Parks, Facilities and Recreation Master Plan, is a strategy that is being employed in many communities and can have significant, up to 25%, capital and operating cost savings over two standalone arenas. However, with the prime time hours available within the six current Norfolk arenas, and the Master Plan's recommendation to undertake a

comprehensive review of arenas from multiple dimensions, it would be premature to pursue new arena facilities in the short term until an overall arena assessment is completed for Norfolk.

7.2 CONCLUSIONS

Based on the research, consultations, and technical assessments, several key conclusions have been derived that shape the alternatives and strategies moving forward within the context of this Feasibility Study for a multi-use complex:

- Building Condition and Life Expectancy outcomes are as follows:
 - The Simcoe Adult Community Centre is at or beyond its reasonable life expectancy, being over 100 years old. To meet building code, accessibility and other basic requirements would require a minimum of \$2 million to \$3 million without effectively improving the functional programming space and user experiences. To undertake this level of funding for this age of building is not deemed a viable investment. A replacement facility is a preferred approach.
 - The Simcoe Recreation Centre is of an age, being built in 1972 as per the pool, that it has reached a point in its life expectancy where a major renewal of the facility could be considered. A number of key investments have been made in recent years to improve the systems of the building. The Building Condition Study indicates that an additional \$1 million to \$1.173 million could be considered with respect to building code and accessibility. As well, the County's capital plans identify windows, compressor, seating and related upgrades. The life expectancy of this facility, with appropriate investments, could be a minimum of fifteen to thirty plus years.
 - Talbot Gardens Arena, was built in 1948 but was significantly renewed in 1993. The Building Condition Study indicated a need for approximately \$1.5 million for building code, accessibility and systems' investments, which would effectively sustain the building for at least fifteen to twenty plus years.
 - Outside of the Simcoe Adult Community Centre, there is no urgency for facility replacement within a considerable number of years, potentially two decades or more, for the Talbot Gardens and the Simcoe Recreation Centre depending on both sustainability and major renewal investments.
- The 2014 to 2023 Capital Plan for the County identifies significant ongoing investments in Talbot Gardens and the Simcoe Recreation Centre to sustain their systems. There is also an allocation of \$5.4 million for the renewal, upgrading and expansion of the Simcoe Recreation Centre which

would allow for a significant renewal of that facility which is timely in light of its current lifecycle, and market and user trends.

- Population forecasts for Norfolk, particularly for Simcoe, do not identify any significant market impacting increases in population, though there will be some. The volume of growth will not in itself be a factor in requiring additional ice, pool or related community centre capacities.
- The population is forecasted to become increasingly older on average, with the older age cohorts growing significantly as a proportion of the total population. There will also be continuing youth presence in the community which will be important to serve as well. The facilities under consideration are of particular interest to an aging population in terms of the Adult Community Centre and with respect to the indoor pool. A potential consideration emerging from the aging profile is not necessarily new facilities, but facilities that are enhanced in terms of their accessibility, particularly with the Accessibility for Ontarians with Disabilities Act, as well as possibly consideration of a therapeutic pool which is popular amongst older populations.

8 Alternative Strategies

8.1 INTRODUCTION

Based on the analysis, as well as the strategies identified in other communities examining multi-use facilities, several alternative approaches should be considered by the County. The following material provides a profile of alternative strategies.

For the Feasibility Study, the Space Activity Profile could involve:

- Adult Community Centre of up to 30,000 square feet for older adult and cultural programming.
- Twin Pad Arena to contemporary standards, one pad with seating.
- Aquatics – two pool configuration, involving a swim tank of 25 metres by eight lanes and a therapeutic pool.
- Possible fitness centre and double gymnasium.

In considering the various options and perspectives, four conceptual alternatives have evolved:

- Shorter term development of a multi-use recreation complex on an undeveloped site.
- Development of a multi-use recreation complex centered on the Simcoe Recreation Centre on a phased basis.
- Development of a multi-use recreation complex in Highways 3 / 24 corridors on a phased basis, potentially using an existing vacant commercial building.
- Sustaining the existing Talbot Gardens Arena and the Simcoe Recreation Centre, and developing a new Simcoe Adult Community Centre at the Simcoe Recreation Centre or as a standalone facility.

8.1.1 Multi-Use Recreation Centre on a New Site

This alternative would develop a multi-use recreation centre in the shorter term, three to five years, likely on a site on the periphery of the community, e.g. Lion's Ball Park or Norfolk Youth Soccer Park. It would require the decommissioning of all three existing recreation facilities as new capacity is not required for ice or indoor pool time.

The benefits of this model are:

- An integrated, more operationally efficient and contemporary multi-use recreation facility as found in other communities and which could have enhanced user experiences, opportunities and utilization.
- A stronger destination-based venue that could attract higher levels of participation, particularly if a fitness centre and therapeutic pool were developed.
- A larger site could also accommodate outdoor park and sports fields, as well as future long term facility expansion opportunities.

The challenges with this particular alternative are:

- Premature decommissioning of the Talbot Gardens Arena and the Simcoe Recreation Centre before their life expectancies are realized.
- A high capital cost strategy, including the acquisition of land and site servicing.
- Would likely be completed before the proposed arena and community centre assessments and other technical reviews proposed in the Master Plan are completed to determine their alternatives and strategies relative to the long term need and positioning for those specific facilities and services.

This alternative would not have a phasing perspective, and would develop the facility as one integrated approach with significant capital costs. It would likely take three to five years to secure the government grants, community fund raising and to design and construct the facility, along with acquiring and servicing the site. Also, the \$5.4 million for 2016 in the 2014 to 2023 capital budget would be deferred and allocated to the new facility.

8.1.2

Multi-Use Recreation Complex Centre onto the Simcoe Recreation Centre

This alternative would utilize the Simcoe Recreation Centre as the anchor to the longer term development of a multi-use recreation complex. The two immediate steps would be to utilize the \$5.4 million in the 2016 capital plan to enhance the current facility in terms of widening the pool to six or eight lanes, adding a possible therapeutic pool and improving the overall facility. Also to be considered, would be putting an addition, in the short term, of 30,000² feet for an Adult Community Centre. Over the longer term, a second ice surface could be added when the Talbot Gardens Arena is at its reasonable life expectancy limit. The initial design would need to accommodate this strategy.

The benefits of this alternative are as follows:

- Central location to the community
- Builds on an existing facility and parking, as well as site servicing, that substantively reduces the capital cost.
- With an upgraded and renewed Simcoe Community Centre, the core facility would not be of an age or quality that would be substantively problematic in terms of longer term life expectancy or contemporary user experiences.
- It achieves significant operational efficiencies over time.

The challenges with this strategy are:

- Site availability and compatibility with the Agriculture Society, both its longer term plans and current operations.
- The land-lease arrangement would be contingent on working with the Agricultural Society on a long term basis of approximately 50 years.

This alternative will have lower capital costs, achieves operational efficiencies and creates a stronger destination-based venue that is not dependant on the life expectancies of two current facilities.

8.1.3 Highways 3 / 24 Corridors / Decommissioned Building and / or Site

This alternative builds on the availability of a potential decommissioned, large retail store, such as the Zeller’s building or MTO yard. It has the potential to reduce capital costs and to create a multi-use recreation complex. Such a site is serviced, has a large parking area available and the building itself could support the Adult Community Centre, community / meeting rooms, administration, a fitness centre and related areas. Additions to the facility would be required for an indoor pool and a twin pad arena in the future. The facility could be acquired initially and the Adult Community Centre incorporated in a portion of the building. Over time, other facilities could be added as life expectancies of existing facilities reach their end point if the site is large enough. As an alternative, the site and building could be leased for the Adult Community Centre and then the Centre relocated in the future to another venue.

The benefits of this alternate are:

- A visible site with a good local and regional accessibility
- Capitalizes on an existing building that would need extensive renovations but provides parking, site servicing and an exterior building framework, resulting in a lower total capital costs.

- Could be utilized in Phase 1 as a the Adult Community Centre.
- In the long term, would have more efficient operating costs due to being a multi-use venue.
- If the site is large enough, further expansions in the long time future could be accommodated.

The challenges with this site are:

- The acquisition costs.
- The quality and state of the decommissioned building relative to the renewal costs that may be required to bring it to an acceptable standard.

This alternative would facilitate long term phasing towards a multi-use recreation centre, starting with the Adult Community Centre. The state of any building on a preferred site would be a key acquisition consideration that would need be part of the Master Plan's Engineering and Locational Study's recommendation.

8.1.4 Sustain Talbot Gardens and Simcoe Recreation Centre, and Develop a Standalone Adult Community Centre

This alternative would focus on sustaining, due to the longer life expectancies and the capital funds that have been allocated for the next few years, the Talbot Gardens Arena and the Simcoe Recreation Centre. Under this model, the Simcoe Recreation Centre could be significantly overhauled, the pool expanded and other enhancements undertaken. Similarly, Talbot Gardens is an effective facility in terms of its condition, though its ice surface is small at 175' x 75' compared to contemporary ice surfaces at 200' by 85' which is the NHL standard. The Adult Community Centre would require a site to operate as a standalone approach.

The benefits of this alternative are as follows:

- Recognizes the longer term life expectancies of the Talbot Gardens Arena and the Simcoe Recreation Centre.
- Has the lowest capital cost on a long term basis.
- New Adult Community Centre would be developed, potentially in partnership with other community groups, as more of potentially a multi-use, adult centre involving, health, recreation, and other aligned services.

The challenges of this alternative are as follows:

- Will not achieve any integration benefits, such as becoming a stronger venue destination and attracting higher participation levels.

- Foregoes operating cost efficiencies of an integrated venue on a multi-use site.
- In the long term, sustains multiple venues that will over ten to fifteen years require increased investments relative to the buildings continuing to age and needing upgrading which is usually more complicated and costly in older facilities. Replacement facilities will likely be required in fifteen to twenty years.

9 Alternative Capital and Operation Cost Projection Profiles

9.1 COSTING COMPARISONS

Generalized capital costs have been developed for the alternatives based on:

- For a twin pad arena, the Aactiva Arena Complex in Kitchener built in 2010. It had a cost of \$19 million, including a boxing club space similar in size of a fitness centre.
- An indoor swimming pool that would be 25 metres by 8 lanes, a smaller therapeutic pool, as well as having 10' to 15' decks on four sides, plus a viewing area, two large change rooms with showers, significant storage, aquatics and teaching offices, fitness centre and a gallery.
- An Adult Community Centre that would be approximately 30,000² feet compared to the current facility which is 24,000² feet but has significant design deficiencies and underutilized spaces. Considerable economies can be achieved via an enhanced design, but growth in use is expected due to demographics and to support cultural activities.
- The use of 8% professional fees for new construction, and 9% for construction that involves significant renewal / rehabilitation work.
- Contingencies at a standard 10%, except for the Highways 3 / 24 commercial site which is 15% due to uncertainty around the quality of any building and systems on a preferred site.
- Furnishings and fit-out at 15% which covers all furniture, window coverings, ice resurfacers, sports clocks, lane markers, technology applications, kitchenette equipment and commissioning and start-up costs.
- Decommissioning and land acquisition costs are estimates at this time and would need to be further developed within the Engineering and Locational Study proposed in the Master Plan.
- Costs are anticipated as 2016 construction costs.

9.2 ALTERNATIVES CAPITAL COST PROFILES

Table 9-1 examines a new multi-use complex to be built in a more immediate timeframe. It would have a total cost of approximately \$46.23 million, with \$17.5 million for the twin pad arena and community rooms, \$7.5 million for an indoor pool and fitness centre, and \$6 million for an Adult Community Centre

relative to construction costs, totally \$29 million. Another \$15.23 million is allocated for ancillary land and servicing costs.

**Table 9-1
New Multi-Use Recreation Complex
Capital Cost Profile**

	Total Area (2ft)	Rate	Total Fee
Construction			
Twin Pad Arena and Community Rooms	70,000	\$250	17,500,000
Indoor Pool and Fitness Centre	25,000	\$300	7,500,000
Adult Community Centre	30,000	\$200	6,000,000
Subtotal			31,000,000
Professional Services		8%	2,480,000
Furnishing and Fit Out		15%	4,650,000
Contingency		10%	3,100,000
Land Acquisition & Servicing Net	20 acres	200,000	4,000,000
Decommission Existing Facilities			1,000,000
Subtotal			15,230,000
Project Total			<u>46,230,000</u>

For a multi-use recreation complex centered on the Simcoe Recreation Centre, Table 9-2 identifies two phases. Phase 1 which would be the renewal and expansion of the Simcoe Recreation Centre at \$5.125 million and the addition of Adult Community Centre at \$4 million for an estimated construction value of \$11.125 million. The total cost estimate with ancillaries would be \$15.307 million.

Phase 2 would involve the addition of a twin pad arena in the future that would cost in the order of \$10.475 million. The total project cost would be in the order of \$27.782 million.

**Table 9-2
New Multi-Use Recreation Complex
Simcoe Recreation Centre**

Phase I	Total Area (2ft)	Rate	Total Fee
Construction			
Renewal Expansion of SRC	41,000	\$125	5,125,000
Addition of Adult Community Centre	30,000	\$200	6,000,000
Subtotal			11,125,000
Professional Services		9%	1,001,250
Furnishing and Fit Out		15%	1,668,750
Contingency		10%	1,112,500
Decommission Existing Adult Community Centre			400,000
Subtotal			4,182,500
Project Total Phase 1			15,307,500
Phase II			
Construction			
Single Pad Arena Addition	30,000	\$250	7,500,000
Subtotal			7,500,000
Professional Services		8%	600,000
Furnishing and Fit Out		15%	1,125,000
Contingency		10%	750,000
Decommission of Existing Talbot Gardens			500,000
Subtotal			2,975,000
Project Total Phase II			10,475,000
Total Project Cost Phases I and II			25,782,500

Table 9-3 examines a Highways 3 / 24 commercial space and vacant / unused site. Phase 1 would involve the Adult Community Centre at 30,000² feet. Approximately \$100 per square foot is utilized as much of the facility is in place. There are land and building acquisition cost at \$3 million, however the land and part of the building could be available for the indoor pool and fitness components, as well as a future twin pad arena. Total costs for Phase 1 is estimated at \$8.6 million. The future phases would involve the

twin pad area and the indoor pool and fitness centre which would add another \$33.85 million for a total project of \$42.45 million.

**Table 9-3
Highway 3 and Highway 24 Commercial Space and Site**

Phase I	Total Area (2ft)	Rate	Total Fee
Construction			
Adult Community Centre	30,000	\$100	3,000,000
Subtotal			3,000,000
Professional Services		10%	300,000
Furnishing and Fit Out		15%	450,000
Contingency		15%	450,000
Land Acquisition & Servicing Net	20 acres	200,000	4,000,000
Decommission of Existing Adult Community Centre			400,000
Subtotal			5,600,000
Project Total Phase 1			8,600,000
Phases II & III			
Construction			
Twin Pad Arena & Community Room	70,000	\$250	17,500,000
Indoor Pool and Fitness Centre	25,000	\$300	7,500,000
Subtotal			25,000,000
Professional Services		8%	2,000,000
Furnishing and Fit Out		15%	3,750,000
Contingency		10%	2,500,000
Decommission of Existing Talbot Gardens & RSC			600,000
Subtotal			8,850,000
Project Total Phase II & III			33,850,000
Total Project Cost Phases I, II and III			42,450,000

Table 9-4 profiles three standalone venues. This would involve the construction of a new Adult Community Centre and the renewal of the Simcoe Recreation Centre which has capital funds identified for 2016 currently in the 2014 to 2023 capital plan.

The total estimated cost for this alternative would be \$15.8 million. This alternative does not have any new investments in Talbot Gardens other than what is cited in the various 2014 to 2023 capital plans.

**Table 9-4
Standalone Venue**

	Total Area (2ft)	Rate	Total Fee
Construction			
Adult Community Centre	30,000	\$200	6,000,000
Simcoe Recreation Centre Renewal and Expansion	41,000	\$125	<u>5,125,000</u>
Subtotal			11,125,000
Professional Services		9%	1,001,250
Furnishing and Fit Out		15%	1,668,750
Contingency		10%	1,112,500
Land for Adult Community Centre	2 acres	\$250,000	500,000
Decommission of Existing Adult Community Centre			<u>400,000</u>
Subtotal			4,682,500
Project Total Phase			<u>15,807,500</u>

NOTE:

No new investment in Talbot Gardens beyond that citted in 10 Year Capital Plan.

The capital cost projections for the four alternatives vary widely. These would need to be further developed based on architectural and engineering analyses of several existing facilities, plus the cost to decommission the existing facilities and land acquisition costs and availability, including site servicing.

As a result of these considerations, the Parks, Facilities and Recreation Master Plan identifies the need for an Engineering, Locational and Business Plan Study to better develop the capital costs and alternative engineering and architectural feasibilities beyond what is achievable within the scope of this Feasibility Study.

9.3 CAPITAL REVENUES

It is also somewhat premature to assign perspective capital revenue sources. There will need to be senior government grants, as well as a Norfolk County investment and a community capital campaign. Table 9-5 provides some preliminary allocations of what may need to be considered based on the preliminary capital cost forecasts.

This generalized model of capital funding has 33.3% allocated to each of the federal and provincial governments, as well as Norfolk County. The latter share would include the community capital campaign.

**Table 9-5
Preliminary Capital Funding**

Alternative	Project Value	Federal Government Grants	Provincial Government Grants	Norfolk County	Community Capital Campaign
1 New Multi-Use Complex	46,230,000	15,410,000	15,410,000	10,000,000	5,410,000
2 Multi-Use Complex Centered on Simcoe Recreation Centre					
Phase I	15,307,000	5,102,000	5,102,000	3,500,000	1,603,000
Phase II	10,475,000	3,500,000	3,500,000	2,500,000	975,000
Total	25,782,000	8,602,000	8,602,000	6,000,000	2,578,000
3 Highways 3/24					
Phase I	8,600,000	2,866,000	2,866,000	1,750,000	1,118,000
Phases II and III	33,850,000	11,283,000	11,283,000	7,500,000	3,784,000
Total	42,450,000	14,149,000	14,149,000	9,250,000	4,902,000
4 Three Standalone Facilities	15,807,000	5,269,000	5,269,000	3,500,000	1,769,000

There are three possible sources of funding for the County over and above new funding allocations:

- \$5.4 million for 2016 in the 2014 to 2023 capital plan.
- Sale of Adult Community Centre.
- Sale of Talbot Gardens.

The sale value of the Adult Community Centre could be limited as the site has floodplain constraints and is believed to have some level of environmental contamination, both of which could substantively diminish the net sale value. Talbot Gardens represents an urban core block that could have significant sale value. Both sites will need a property appraisal completed to ascertain the reasonable net asset value return to the County.

9.4 OPERATING COST PROFILE

Table 9-5 identifies the 2013 facility operating deficits for the three facilities involved within the Feasibility Study. Collectively the operating deficits totaled approximately \$965,000 in 2013.

Table 9-5
2013 Current Facility Operating Deficit

	(\$)
Adult Community Centre	19,794
Talbot Gardens	239,265
Simcoe Recreation Centre	<u>706,148</u>
Total Funded Operating Deficit	<u>965,207</u>

It is challenging to develop operating cost projections based on the four alternatives due to the degree of uncertainty that exists. However, the following considerations are a starting point:

- Potentially \$50,000 to \$75,000 in operational savings due to a twin pad operation over two standalone arenas.
- Potentially \$50,000 to \$100,000 a year in energy efficiency and mechanical upgrades savings, particularly related to the replacement of the Adult Community Centre and Talbot Gardens.
- Potential \$50,000 to \$100,000 in cost savings relative to maintenance, reception and administrative support staffing if aggregated in one building.
- Increased marketing and destination opportunities that could enhance revenues by a minimum of \$100,000 to \$250,000 a year.

New costs would include the following:

- Larger operating venue in terms of maintenance, particularly with increased emphasis on custodial and operability of systems to sustain participation levels at \$50,000 to \$150,000 a year.
- Increased staffing for programs and services delivery approximately \$50,000 to \$100,000 a year.
- Increased marketing costs at \$25,000 to \$40,000 a year.

These increased costs and savings assume the current operating model for the Adult Community Centre would be sustained which does not involve staffing costs as per the financial statements, as well as the models used for the Talbot Gardens and the Simcoe Recreation Centre.

Due to the scale of a new facility, some increased operating deficits could be experienced. As well, there could be adequate offsets to sustain the approximate current deficit levels. From a preliminary planning perspective an initial operating deficit estimate of \$950,000 to \$1.3 million would need to be considered. Also, these deficits would need to be prorated based on the phasing and related strategies that are undertaken depending on which alternative development model were to be pursued.

10 Recommendation

Based on the analysis to-date within this Feasibility Study, the following recommendations are put forward for consideration by Norfolk County Council:

- That Norfolk County plan for the development of a multi-use recreation centre within the policies, strategies and directions of the Parks, Facilities and Recreation Master Plan and the frameworks developed in the Multi-Use Centre Feasibility Study.
- That through the Parks, Facilities and Recreation Master Plan, the County undertake an Engineering, Locational and Business Plan Study at cost of approximately \$75,000 to ascertain the engineering viability of the alternatives, to develop an enhanced understanding of land availability and related acquisition and servicing costs, and to develop the business model.
- That the preferred strategy focus on the Simcoe Recreation Centre as the potential site for multi-use complex if land negotiation with the Agriculture Society can be achieved and engineering and design results are favourable.
- That a phased approach be undertaken, involving first the renewal of the Simcoe Recreation Centre and the addition of the Adult Community Centre if the Simcoe Recreation Centre is the selected alternative. This would be followed by the twinning of the arena component at a later date after the Talbot Gardens Arena is near or at its life expectancy.
- That if the Simcoe Recreation Centre is not a viable technical site alternative, then the Highway 3 / 24 corridor or greenfield alternatives be considered.
- That Norfolk County actively explore a potential project development partnership and management contract initiative with a regional YMCA.

APPENDIX I

Building Condition Reports

Adult Community Centre
89 Pond Street
Simcoe Ontario

Site visit June 20, 2014.

Introduction

The Adult Community Centre is located in Simcoe Ontario. The original heritage building was constructed as a tanning factory and has been converted into a multi-tenant Community Centre. The building has been designated as a Heritage Structure. A number of internal alterations have been made, and components added to the original building.

The Adult Community Centre is a two storey building with two partial basements. The building is currently used by a number of different community groups. The main level houses the seniors community centre which includes a library, kitchen area, meeting rooms, offices, recreation areas, ancillary spaces, and storage areas, including a vault. Also located on the main floor are separate suites housing a pottery studio, the municipal works area and its offices, and second floor exit stairways serving suites above. Second floor spaces include separate suites for each of a youth theatre, an arts studio, a dance studio, a Scouts office and meeting spaces, and ancillary spaces and exit stairways serving each suite. The basement include two areas, which are little used due to low headroom and water issues. There is loading access and a parking lot access on the rear of the building.

It should be noted that this review speaks only to the architectural components of the building.

Ontario Building Code (OBC) Summary

While not purpose built, the current Major Occupancy is considered as an assembly space, (Group A, Division 2) with other minor occupancies and support spaces in the building.

The building is considered to face one street for firefighting purposes. The fire fighter's access is on Pond Street.

The building is considered combustible construction with no sprinklers. The original sprinkler system in building has been disconnected a number of years ago. Residual components of the sprinkler system remain in the building.

The building is divided by fire separations that generally relate to the tenant spaces. Rooms normally requiring fire separation, such as janitors' rooms, service rooms, and exits appear to have fire separations around them. A number of these existing fire separations need to be repaired or completed; some walls need to be extended to the underside of floor assemblies and fire stopping finished; and door closures to be finished or added.

It appears that there is a "fire wall" between the south and the north sections of the building. The first floor is served by a number of exits around the building perimeter. Four independent exit stairs located between suites serve the second floor. These exit stairs do not meet the current Ontario Building Code in a number of different ways. Some areas of the second floor in the Scout Suite have limited or no use since they are too far from the exit door.

A fire alarm system, smoke detector, heat detectors, exit signs and emergency lights are installed in the building. The fire alarm panel is located at entrance off of Pond Street. The existing system should be upgraded.

Adult Community Centre
89 Pond Street
Simcoe Ontario

A commercial kitchen is located in the adult community centre for food preparation. The hood has been recently upgraded.

Fire extinguishers are located throughout the building.

Accessibility

The first floor is accessible by a ramp added at the rear of the building. Some appropriate signage exists, and some attempts have been made to accommodate wheelchairs. While many portions of the main floor are reasonably accessible, **numerous** upgrades would be required to bring the building up to current Ontario Building Code standard for accessibility. Items such as signage, door hardware, access, clearances, controls, washrooms, and an elevator require attention. Since there is no elevator, the second floor is not accessible at all.

Building Structure

The existing building has a concrete foundation, heavy timber frame with exterior masonry walls. Some of the existing heavy timbers have been reinforced with metal plates. Some wood columns have had a concrete base installed at the bottom of columns. In spite of the apparent heavy timber construction, the flooring types do not allow the building to be considered as non-combustible.

Some areas of the exterior masonry walls require repairs, such as repointing joints. There are a variety of interior wall constructions, such as masonry, gypsum board, and paneling. Some finishes are clearly incomplete.

Building Envelope

The existing heritage windows are generally wood with single pane glass or singled glazed steel windows. A number of windows require painting and/or have been painted shut. Storm windows have been added to some of the existing windows. Some sections of glass have been removed for washroom exhaust vents and individual air conditioners, and others have been in filled in with a solid wall. A number of existing stone windowsills are in need of repair.

The existing exterior walls are solid masonry with no insulation. Exterior sealant for the building needs to be replaced in numerous locations around windows, doors, flashing, penetrations, etc. The mortar at the chimney is in need of repair.

Doors, frames and finishes are in poor condition at a number of entrances/exits. It is apparent that salt has been used for de-icing at the entrances that has caused deterioration of building materials.

The main sections of roof have been replaced recently and are in good condition. The sealant at the joints in the original parapet caps is in need of replacement. Down spouts around the perimeter of building need to be cleaned out and repaired.

Adult Community Centre
89 Pond Street
Simcoe Ontario

Mechanical Systems

While this report does not focus on mechanical or electrical systems, it is noted that a variety of mechanical systems are used in the building. Some mechanical systems have been upgraded recently. Sump pumps exist but are in need of repair/replacement since both basements have water leaks and water is ponding on the floor. The basement floods intermittently.

Designated Substances:

Designated Substances exist within the building. Refer to designated substance report / asbestos survey by others.

Interior finish:

Various interior finishes have been replaced. Numerous interior finishes, such as stained ceiling tiles, wall finishes, and flooring require updating.

General Observations:

As noted, the building is generally operating for the changed purpose intended, but the building is significantly compromised by poor systems, insulation, accessibility, circulation, and by dated finishes and fixtures. As a designated building there are constraints, which will impact any solutions to these issues.

The building is particularly poor in addressing the needs of the physically challenged, and falls significantly short of current code requirements. Improvements to satisfy these needs would require replacement of many components, such as washroom fixtures and plumbing and signage, and would also require spatial rearrangement for a number of doors and counters for appropriate clearances.

Anticipating an elevator, any accessibility for the second floor would require reworking the layout to provide for a public corridor to provide access to different suites, or consideration of a single tenant suite. In general, when considering the use of a facility by those in wheelchairs and scooters, one looks for comprehensive representative access to ALL parts of the building.

A full review of the walls is required to indicate specific areas of repair where there has been water damage or physical damage to the building skin and structure. A full review of the perimeter of the building at grade is required to address exiting issues.

A comprehensive review to complete fire rated walls and address required and missing hardware should be undertaken. Policies regarding leaving doors open, materials storage, and using exits for storage should be reviewed.

Adult Community Centre
89 Pond Street
Simcoe Ontario

A budget of approximately \$2,090,000 – 2,354,000 plus HST should be considered for action on the identified repair and access items.

Asbestos removal	\$ 100,000 - 120,000
Exterior upgrades at exists	\$ 30,000 - 50,000
Basement water leakage repairs	\$ 50,000 - 60,000
Masonry repairs	\$ 40,000 - 50,000
Structural repairs	\$ 50,000 - 60,000
Existing stair upgrades	\$ 100,000 - 120,000
Exterior/Window and door replacement	\$ 350,000 - 380,000
Sealant replacement/repair of down spouts	\$ 20,000 - 25,000
Fire Separation repairs	\$ 100,000 - 110,000
Barrier Free upgrades	\$ 200,000 - 220,000
Interior finishes	\$ 150,000 - 165,000
Elevator	\$ 160,000 - 175,000
Electrical upgrades	\$ 150,000 - 165,000
Mechanical upgrades	\$ 200,000 - 220,000
Sprinkler system	\$ 200,000 - 220,000
	\$1,900,000 - 2,140,000
Design fees @ 10%	\$ 190,000 - 214,000
Total budget	\$2,090,000 - 2,354,000

Simcoe Recreation Centre
182 South Drive
Simcoe Ontario

Site visit June 20, 2014.

Introduction

The Simcoe Recreation Centre is located in Simcoe Ontario. The original component, the indoor swimming pool, was constructed in 1972. A number of additions and renovations have been completed to the original building; the ice rink addition was added to the west side of building in 1978, an addition was added to the east side of building in 2011, and various HVAC replacements added in 2012.

The Recreation Centre is a two storey building. The building includes an arena, and related change rooms, a pool and aligned change rooms, halls and meeting rooms, a service kitchen, offices, supervisory spaces and associated support rooms. Building functions are located on and accessed at a number of different levels which are connected internally by stairs, a dumb waiter and an elevator.

While the building, particularly in the most recent construction, is generally operating for the purposes intended, there are spaces, such as the rink change rooms, that are clearly dated, too small, and not working for the purposes required. As a general observation, the storage spaces throughout the facility are grossly inadequate in both size and location, which has compromising safety and reasonable use of both major areas, such as exits, pool deck, and offices, and minor areas, such as numerous mechanical and electrical rooms.

It was also noted that the new entry vestibule is not functioning appropriately, particularly with respect to the passage of cold air in the winter. It was also noted that many of the elements required to complete the most recent addition remain unfinished as a result of contractor bankruptcy and insurance issues.

Ontario Building Code (OBC) Summary

The building's Major Occupancy is Assembly Group A, Division 3 – indoor swimming pool and ice rink. The building also includes a meeting room(s) on the second floor. The building is considered non-combustible construction. The building has a sprinkler system that was added during the 2011 addition. The building is considered to face 3 streets for the purposes of fire fighting. The fire fighters' entrance is located on the east side of building.

The building is divided by fire separations. Rooms, such as janitor's closets, storage rooms, and exits are separated by fire separations from surrounding spaces. A number of existing fire separations require completion or repair. For example, walls need to be extended to the underside of floor assemblies, fire stopping is missing, and door closures need to be added.

The building has numerous exits around the perimeter. The existing stair railings do not meet the current Ontario Building Code, and should be upgraded for safety reasons. Having items such as tables and lockers stored within compromises a number of the exits. **All** items stored in exits should be removed.

A fire alarm system, smoke detectors, heat detectors, fire extinguishers, exit signs and emergency lights exist in the building.

Simcoe Recreation Centre
182 South Drive
Simcoe Ontario

A commercial kitchen is located on the second floor of the building for food preparation. There are damaged surfaces at the cooktop and surrounding appliances.

Precast concrete storage sheds have been added along south side of building to store pool chemicals externally.

Accessibility

The building has been modified to improve accessibility. A lift is located centrally in the building. A barrier free washroom is located in the building and automatic entrance doors have been installed.

Building Structure

The existing building has concrete foundation walls, steel structure with metal deck and concrete floors and a precast concrete roof structure above pool. Interior walls are masonry and gypsum board.

Building Envelope

The newest section of building consists of aluminum curtain wall, aluminum windows with sealed glass units, composite aluminum panels, and stone veneer. The original building is comprised of masonry and areas of wood siding. Sections of wood siding are in need of repair or replacement. Exterior walls are concrete block, insulation, air space and exterior masonry and aluminum windows with single glazing. A metal and wood sun shade is located on the south side of building above the pool windows. It requires maintenance.

Insulation has been applied to the upper portion of walls in the pool area. The insulation has been painted, raising concerns about its protection in the event of fire to prevent smoke development. Various interior water stains are visible.

The owner's representative noted that several sections of roof have been replaced. The building has since been renovated with mechanical upgrades. The roof and a number of interior finishes have been damaged during these mechanical upgrades, and some existing equipment on the roof remains covered with tarps.

Mechanical Systems

While this report does not focus on mechanical or electrical systems, it is noted that a variety of mechanical systems are used in the building. Some mechanical systems have been upgraded recently, but some aspects of the building systems, notably the pool ventilation and new dryatron system, are not yet finished or connected. There is clearly an urgent need to finish the project as quickly as possible. It was also clear that a lack of a general and programme storage is impacting the mechanical and electrical rooms. There should be NO storage in these rooms.

Designated Substances:

Designated Substances exist within the building. Refer to designated substance report / asbestos survey by others.

Simcoe Recreation Centre
182 South Drive
Simcoe Ontario

Interior finish:

Various interior finishes have been replaced. Numerous interior finishes are in need of maintenance, such as many stained or damaged ceiling tiles, walls where marked and damaged, missing and damaged stone veneer, sprinkler head trim, and bases where corners have been damaged. Some walls require significant repair and completion, such as the wall between the mechanical room and the pool.

The building remains incomplete as a result of contractor bankruptcy and subsequent insurance issues. A deficiency list of items from previous projects requires completion or repairs.

General Observations:

As noted, the building is generally operating for the purposes intended, but the building is significantly compromised by incomplete mechanical systems, insulation, and accessibility at the rink change rooms, and by dated finishes and fixtures.

The building and its systems have extremely compromised by the bankruptcy and failure of the most recent contractor.

The older parts of the building are poor in addressing the needs of the physically challenged, and falls short of current code requirements. Improvements to satisfy these needs would require replacement of components, such as washroom fixtures and plumbing and signage, and would also require spatial rearrangement for a number of doors and counters for appropriate clearances. Reworking the arena change rooms to current standards would require significant, work but could allow for broader use.

In general, when considering the use of a facility by those in wheelchairs and scooters, one looks for comprehensive representative access to ALL parts of the building. This facility, as recently altered, offers reasonable access, but areas such as the arena change rooms are mobility challenged to a high level.

A full review of the walls is required to indicate specific areas of repair where there has been water damage or physical damage to the building skin and structure.

A review of the main entry to the building is required to address the passage of cold air where the vestibule is not adequately sized. A longer vestibule to allow the closure of doors at the interlock should be considered.

A comprehensive review to complete fire rated walls, and to address required and missing hardware should be undertaken. Policies regarding leaving doors open, materials storage, and for using exits for storage should be reviewed.

As noted above, the storage spaces throughout the facility are significantly inadequate in both size and location. There are many areas where storage has compromised safety and space use. A full review of storage needs for building operations and programme needs is required to address these issues.

Simcoe Recreation Centre
182 South Drive
Simcoe Ontario

A budget of approximately \$660,000 - \$830,000 plus HST should be considered for action on these identified items.

Asbestos removal	\$ 40,000 - 50,000
Exterior upgrades – replacement of wood siding/sun shade	\$ 25,000 - 40,000
Exterior Window replacement	\$ 50,000 - 60,000
Sealant replacement	\$ 5,000 - 8,000
Fire Separation repairs	\$ 20,000 - 25,000
Stair railing/guards	\$100,000 - 110,000
Barrier Free upgrades	\$100,000 - 122,000
Interior finishes (repair for damaged areas)	\$150,000 - 200,000
Entrance vestibule	\$110,000 - 140,000
	\$600,000 - 755,000
Related design fees @10%	\$60,000 - 75,000
Total Budget	\$660,000 - 830,000

Beyond these repairs and accessibility considerations, are the need to develop a significant storage capacity throughout the facility for both building and program requirements in order to free up exits, halls and mechanical spaces, as well as to meet code requirements. This work could range from \$75,000 to \$125,000 depending on the number of spaces created, location in the building, access needs and level of remediation work required, including electrical, sprinkler and ventilation alternates.

Talbot Gardens
10 Talbot Street
Simcoe Ontario

Site visit June 20, 2014.

Introduction

Talbot Gardens Arena is located in Simcoe Ontario. The original building was constructed in 1948 with numerous additions and significant renovations added to the original building over time.

The Talbot Gardens Arena is a three storey building with a partial lower level. The main floor consists of the ice rink, perimeter viewing stands, lobby, change rooms, offices and washrooms. The second floor consists of the washrooms, general purpose room(s), a food outlet, and upper viewing stands. The third level consists of a mechanical room and the press box overlooking ice surface and the lower level contains mechanical equipment for the building. There is parking on the north and south sides of building. The building is generally operating for the purpose intended but is significantly compromised by the many level changes throughout the building.

It should be noted that this review speaks only to the architectural components of the building.

Ontario Building Code (OBC) Summary

The Major Occupancy of the building is Group A, Division 3 - Arena. There are secondary uses within the building, such as the large general purpose room(s), and supervisory offices. For the purposes of fire fighting, the building is considered to face two streets. The fire fighters' access is located at the main entrance on Talbot Street.

Fire separations are evident around such rooms as janitors' closets, service rooms, and exits, however a number of the existing fire separations require repairs, such as completion of fire-stopping and the addition of door closures.

A number of exits are located around the perimeter of the building. Railings and guards at exit stairs do not meet the current OBC. Grade differences and changes in level near the doors at several of the exits do not comply with current code.

The building has a sprinkler system. The fire department connection for the sprinkler system is on the south side of building at the west end. Fire extinguishers are located throughout the building.

Accessibility

The main entrance has a barrier free operator on one of the doors. Accessible washrooms are provided on the main floor. A small lift is in located centrally that allows reasonable access to the second floor. In spite of these alterations, numerous upgrades would be required to bring building up to current Ontario Building Code standards for accessibility. Improvements to signage, door hardware, access, clearances, controls, plumbing, insulation, and washrooms would all be required in a comprehensive update. As mentioned above, the many levels of the building make true accessibility difficult.

Talbot Gardens
10 Talbot Street
Simcoe Ontario

Building Structure

The existing building has concrete foundation walls. The east section consists of concrete block construction with concrete parging on the exterior face. The arena area is a sloped pre-engineered steel structure, z-purlins on steel frame to support the roof. The concrete walls at base of columns have a number of cracks, and spalling concrete is occurring in some locations. The second floor at the east end of building is constructed with precast concrete core slabs with a concrete topping.

It appears that minor settlement has occurred which has caused cracks in masonry walls and flooring.

The metal pan and steel joist floor structure above basement at the west end of the building has visible signs of corrosion.

Building Envelope

The building exterior is principally prefinished metal siding and face brick. A number of repairs to face brick and mortar are required. The main roof is a sloped standing seam roof with a perimeter gutter. The building manager noted a number of leaks in the roof and blockages and leaks at the perimeter gutter. The roof over the mechanical room is an inverted roof system with stone ballast. Roof access ladder is located in the mechanical room. The prefinished metal roof north of the overhead door at west end of building has been damaged and requires repair.

Water staining is visible on the concrete piers around the perimeter of building and on various locations of face brick and soffits. Water stained ceiling tiles are visible at the front entrance, suggesting blocked drains or inadequate gutters.

It was noted that snow slides off the roof over the perimeter gutter/fascia in the winter season causing parking spaces to be closed during significant drifting in winter.

The main entrance doors show significant signs of use. A number of repairs have been made to the main entrance doors. Gaps exist around the perimeter of a number of the exit door frames.

Brick sills at several glass block openings will require future maintenance or replacement. Several existing single pane windows at the west end of building should be filled in or replaced.

Existing sealant needs to be replaced around the perimeter of building. Sealant at roofing joints is also in need of replacement.

Mechanical Systems

While this report does not focus on mechanical or electrical systems, it is noted that a variety of mechanical systems are used in the building. A number of the lighting and mechanical systems have been upgraded. It was noted that sump pumps are in need of repair or replacement, and that the roof top mechanical unit above the mechanical room is very noisy. One fan blade is not spinning and the unit requires servicing.

Talbot Gardens
10 Talbot Street
Simcoe Ontario

Designated Substances:

Designated Substances exist within the building. Refer to designated substance report / asbestos survey by others.

Interior finish:

A number of interior finishes have been replaced. Numerous other interior finishes, such as seating and countertops need to be updated. Wood/metal frame seating is located around perimeter of the ice surface. Various repairs have been completed to these dated components.

Building maintenance representatives noted several high spots on the rink slab, which have been ground down. The slab itself is a replacement to the original floor.

The snow melting pit at the west end of the building is reported to work well. The basement level has visible signs of water stains indicating water leakage into the basement level. Some repairs have been completed to reduce this leakage but additional repairs are needed. The exterior concrete curb at the west end of the building is deteriorating and requires repair.

General Observations:

As noted above, the building is generally operating for the purpose intended but the building is significantly compromised by the many level changes throughout, and by dated finishes and fixtures.

The building is particularly poor in addressing the needs of the physically challenged, and falls short of current code requirements. Improvements to satisfy these needs would require replacement of components, such as washroom fixtures and plumbing and signage, and would also require spatial rearrangement for a number of doors and counters for appropriate clearances. In general, when considering the use of a facility by those in wheelchairs and scooters, one looks for comprehensive representative access to ALL parts of the building. While there is nominal access for the spectator, there is very poor representative options for the spectator and next to no reasonable option for the use of the arena surface or service spaces.

Comprehensive roof repair, including the addition of snow stops at critical areas, is required.

A full review of the walls is required to indicate specific areas of repair where there has been water damage or physical damage to the building skin and structure.

A full review of the perimeter of the building at grade is required to address exiting issues in the context of improving drainage.

A comprehensive review to complete fire rated walls and address required and missing hardware should be undertaken. Policies regarding leaving doors open, and using exits for storage should be reviewed.

Talbot Gardens
10 Talbot Street
Simcoe Ontario

A budget of approximately \$650,000 – 825,000 plus HST should be considered for action on these items.

Asbestos removal	\$ 50,000 – 60,000	
Basement water leakage repairs	\$ 20,000 – 25,000	
Masonry repairs	\$ 20,000 – 30,000	
Structural repairs (Spalling concrete)	\$ 50,000 – 55,000	
Exterior/Window and door replacement	\$150,000 – 165,000	
Sealant replacement around perimeter of building	\$ 20,000 – 25,000	
Fire Separation repairs	\$ 10,000 – 15,000	
Roof repairs/gutter at perimeter/snow stops	\$150,000 – 165,000	
Barrier Free upgrades	\$100,000 – 120,000	
Interior finishes	\$ 80,000 – 90,000	
	\$650,000 – 750,000	-
Related design fees @10%	\$65,000 - 75,000	
Total Budget	\$715,000 - 825,000	