



# General Government Committee

## Revised Agenda

**Date:** October 15, 2019  
**Time:** 9:30 AM  
**Location:** Council Chambers, 2nd Floor  
Municipal Administrative Centre  
40 Temperance Street  
Bowmanville, Ontario

**Inquiries & Accommodations:** For inquiries about this agenda, or to make arrangements for accessibility accommodations for persons attending, please contact: Samantha Gray, Committee Coordinator, at 905-623-3379, ext. 2106 or by email at [sgray@clarington.net](mailto:sgray@clarington.net).

**Alternate Format:** If this information is required in an alternate format, please contact the Accessibility Coordinator, at 905-623-3379 ext. 2131.

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**Noon Recess:** Please be advised that, as per the Municipality of Clarington's Procedural By-law, this meeting will recess at 12:00 noon, for a one hour lunch break, unless otherwise determined by the Committee.

**Cell Phones:** Please ensure all cell phones, mobile and other electronic devices are turned off or placed on non-audible mode during the meeting.

Copies of Reports are available at [www.clarington.net/archive](http://www.clarington.net/archive)

\*Late Item added after the Agenda was published.

**1. Call to Order**

**2. New Business – Introduction**

Members of Committee are encouraged to provide the Clerk's Department, in advance of the meeting, a copy of any motion the Member is intending to introduce, (preferably electronic) such that staff could have sufficient time to share the motion with all Members prior to the meeting.

**3. Adopt the Agenda**

**4. Declaration of Interest**

**5. Announcements**

**6. Adoption of Minutes of Previous Meeting**

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| 6.1 | Minutes of a Regular Meeting of the General Government Committee meeting dated September 23, 2019 | 5 |
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**7. Delegations**

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| 7.1 | Christopher Norris, Manager of Customer Service Experience, Durham Region Transit Commission, Regarding Rural Service Review |  |
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**8. Communications – Receive for Information**

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| 8.1 | Minutes of the Bowmanville Business Improvement Area, from the June 11, 2019 meeting  | 20 |
| 8.2 | Minutes of the Ganaraska Region Conservation Authority, from the September 19, 2019 meeting   | 24 |
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<b>9.</b>	<b>Communications – Direction</b>	
9.1	Edgar Lucas, Chair, Bowmanville BIA, Regarding Bagging Street Parking Meters during the Month of December  (Motion to Refer to the Consideration of Report CLD-021-19, Bowmanville BIA Requests Regarding Parking Meters)	41
<b>10.</b>	<b>Presentations</b>	
<b>11.</b>	<b>Engineering Services Department Reports</b>  No Reports for this section of the Agenda.	
<b>12.</b>	<b>Operations Department Reports</b>  No Reports for this section of the Agenda.	
<b>13.</b>	<b>Emergency and Fire Services Department Reports</b>	
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<b>15.</b>	<b>Municipal Clerk’s Department Reports</b>	
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16.1	COD-020-19 CL2019-28 - 2019 Facility Parking Lots	136
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16.3	COD-022-19 Supply and Delivery of Winter Sand	161
<b>17.</b>	<b>Finance Department Reports</b>	
17.1	FND-027-19 Audit Committee and Value for Taxpayer Committee	166

17.2 FND-028-19 Prudent Investor Standard for Municipal Investments –  
Update and Options Analysis

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**18. Solicitor's Department Reports**

No Reports for this section of the Agenda.

**19. Chief Administrative Office Reports**

No Reports for this section of the Agenda.

**20. New Business – Consideration**

**21. Unfinished Business**

21.1 COD-013-19 Council Awards During Council Recess [Referred from the  
September 9, 2019 General Government Committee meeting]

(Link to Report COD-013-19)

\*21.2 Christine McSorley, Newcastle's of the World, Municipality of Clarington  
Representative at the Newcastle of the World Conference 2020  
(Referred from the October 7, 2019 Council Meeting)

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**(Memo from the Acting Director of Community Services regarding Item  
21.2 included)**

**22. Confidential Reports**

\*22.1 Verbal Update from the Chief Administrative Officer regarding a  
Personnel Matter

**23. Adjournment**



## General Government Committee

### Minutes

**Date:** September 23, 2019  
**Time:** 9:30 AM  
**Location:** Council Chambers, 2nd Floor  
Municipal Administrative Centre  
40 Temperance Street  
Bowmanville, Ontario

**Present Were:** Mayor A. Foster, Councillor R. Hooper, Councillor J. Jones,  
Councillor C. Traill, and Councillor M. Zwart  
**Regrets:** Councillor G. Anderson, Councillor J. Neal  
**Staff Present:** A. Allison, G. Acorn, S. Brake, T. Cannella, M. Marano, T. Pinn,  
G. Weir, A. Greentree, J. Gallagher, S. Gray

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#### 1. Call to Order

Mayor Foster called the meeting to order at 9:30 AM.

##### **Suspend the Rules**

Resolution # GG-421-19  
Moved by Councillor Hooper  
Seconded by Councillor Zwart

That the Rules of Procedure be suspended.

##### **Carried**

##### **Alter the Agenda**

Resolution # GG-422-19  
Moved by Councillor Hooper  
Seconded by Councillor Zwart

That the Agenda be altered to consider the Presentation from Takako Ito, Consul General of Japan, regarding Japan-Canada Relations, at this time.

##### **Carried**

**10.1 Takako Ito, Consul General of Japan, Regarding Japan-Canada Relations**

Takako Ito, Consul General of Japan was present regarding Japan-Canada Relations. She made a verbal presentation to accompany an electronic presentation. Ms. Ito explained that Japan and Canada share values and a common vision for a more prosperous and peaceful world: Democracy, Human Rights, Free & Open Economy, Rule of Law, etc. She stated that Canada is a major developed country which is politically stable, increasingly interested in Asia Pacific. Ms. Ito noted that Canada has abundant natural resources, advanced technologies and industries including well-developed service sector. She provided comparisons between Japan and Canada, specifically regarding our economic relations. Ms. Ito highlighted the economic strengths and the sophisticated market in Japan. She explained that there are many incentives offered by the Japanese National Government for foreign trade. Ms. Ito advised the Committee on what Japanese companies seek for overseas expansion. She explained that the Japanese External Trade Organization (JETRO) is a government-related organization working to promote mutual trade and investment between Japan and the rest of the world. Ms. Ito Japan answered questions from the Committee.

Regional Chair John Henry brought greetings to the Council General of Japan on behalf of Durham Region.

**Recess**

Resolution # GG-423-19  
Moved by Councillor Traill  
Seconded by Councillor Zwart

That the Committee recess for 10 minutes.

**Carried**

The meeting reconvened at 10:16 AM with Mayor Foster in the Chair.

Resolution # GG-424-19  
Moved by Councillor Zwart  
Seconded by Councillor Traill

That the presentation from Takako Ito, Consul General of Japan, be received with thanks; and

That the Newcastles of the World Committee be thanked for their efforts.

**Carried**

Resolution # GG-425-19  
Moved by Councillor Jones  
Seconded by Councillor Hooper

Communication Item 9.7, Christine McSorley, Newcastles of the World, Municipality of Clarington Representative at the Newcastle of the World Conference 2020, be added to the Agenda.

**Carried**

**Alter the Agenda**

Resolution # GG-426-19  
Moved by Councillor Traill  
Seconded by Councillor Hooper

That the Agenda be altered to consider Report CAO-010-19, Cedar Crest Beach Update, at this time.

**Carried**

**19.1 CAO-010-19 Cedar Crest Beach Update**

Resolution # GG-427-19  
Moved by Councillor Traill  
Seconded by Councillor Hooper

That Report CAO-010-19, Cedar Crest Beach Update, be referred to the November 25, 2019, General Government Committee meeting.

**Referred**

**2. New Business – Introduction**

Councillor Jones asked that a new business item, regarding a Stop Sign on Prestonvale Road, be added to the New Business – Consideration section of the agenda.

**3. Adopt the Agenda**

Resolution # GG-428-19  
Moved by Councillor Hooper  
Seconded by Councillor Traill

That the Agenda for the General Government Committee meeting of September 23, 2019 be adopted with the addition of a New Business Item, regarding a Stop Sign on Prestonvale Road.

**Carried**

**4. Declaration of Interest**

There were no disclosures of interest stated at this meeting.

**5. Announcements**

Members of Committee announced upcoming community events and matters of community interest.

**6. Adoption of Minutes of Previous Meeting**

**6.1 Minutes of the Joint General Government and Planning and Development Committee September 9, 2019**

Resolution # GG-429-19

Moved by Councillor Hooper

Seconded by Councillor Jones

That the minutes of the meeting of the Joint General Government and Planning and Development Committee meeting held on September 9, 2019, be approved with the following changes:

- Item 17.1 – was seconded by Councillor Hooper, not Councillor Jones
- Item 12.6 – Councillor Neal conveyed, via Councillor Jones, that his declaration of an interest was indirect, not direct.

**Carried**

**7. Delegations**

**7.1 DJ Nascimento, Mosey & Mosey, Regarding Report COD-016-19, Health Benefit Program Renewal 2019**

DJ Nascimento, Mosey & Mosey, was present regarding Report COD-016-19, Health Benefit Program Renewal 2019. Mr. Nascimento explained that the employee group benefits for the Municipality of Clarington are underwritten by Sun Life and Chubb Insurance, which are both scheduled to renew effective November 1, 2019. He advised the Committee that Attachment 1 to Report COD-016-19, includes the insurers' proposed renewal rate adjustments by benefit and subsequent negotiated adjustments. Mr. Nascimento noted that the overall proposed adjustment is 8.6% to the current monthly rates, which is a monthly premium increase of \$26,978 including PST. Mr. Nascimento answered questions from the Committee.

## **7.2 Donna Lanigan regarding Green Bins in Clarington**

Donna Lanigan was present regarding green bins in Clarington. She explained that composting is an important strategy designed to divert waste from a landfill, or from incineration. Ms. Lanigan advised the Committee that we are experiencing an urgent situation in Clarington. She is concerned with the green bin collection, and she found that, on one morning, 444 residents that didn't have green bins in her immediate neighborhood and some didn't even have blue bins. Ms. Lanigan noted that there was a roll out of green bins July 2006 in Durham Region and 132,000 green bins were delivered to homes across Whitby, Ajax, Oshawa & parts of Pickering. She advised the Committee that the Municipality of Clarington was not a part of this roll out. She stated that the cost of the green bin rollout was covered by the Region's solid waste reserve fund, which is intended for large capital purchases, such as the green bins. Ms. Lanigan noted that you can purchase green bins, but added that she believes that it should not be a money maker. She advised the Committee that it is costing taxpayers a lot more money to burn garbage and therefore it would be in everyone's best interest to get composting working successfully. Ms. Lanigan stated that green bins should be free, and that there shouldn't be a price tag on the importance of composting. She explained that we shouldn't just sit back and do nothing to improve the composting problems in Clarington. Ms. Lanigan stated that residents are not able to buy/obtain green bins outside of business hours. She advised the Committee that she has submitted a request to the Region and they indicated that the Compliance Officer starts work after the garbage is picked up. Ms. Lanigan advised the Committee that we should work with residents, to make them more informed and that we have to make composting a priority because we are being burdened with too much garbage and too much burning. She stated that Canadians waste \$31 billion in food every year, nearly 50% of the waste occurs in the home. Ms. Lanigan explained that composting is a good solution, and we have to work to make it successful in Clarington. She noted that with an increase in tonnage at the incinerator being ask for and the anaerobic digestion facility which costs \$165 million, it is time to act now to improve composting. She answered questions from the Committee.

Resolution # GG-430-19

Moved by Councillor Zwart

Seconded by Councillor Traill

That staff be directed to investigate ways, with the Region, to make compost bins more accessible to residents to increase participation in the composting process.

**Carried**

**8. Communications – Receive for Information**

**8.1 Minutes of the Newcastle Business Improvement Area dated September 12, 2019**

Resolution # GG-431-19

Moved by Councillor Zwart

Seconded by Councillor Jones

That Communication Item 8.1, be received for information.

**Carried**

**9. Communications – Direction**

**9.1 Memo from George Acorn, Acting Director of Community Services, Regarding Land Acknowledgement Statement - Update**

Resolution # GG-432-19

Moved by Councillor Zwart

Seconded by Councillor Traill

That the request for an extension to report back regarding the Land Acknowledgment Statement Report to October 15, 2019 General Government Committee meeting, be approved.

**Carried**

**9.2 Christine Tarling, Director of Legislated Services & City Clerk, City of Kitchener, Regarding Producer Requirements for Packaging in Ontario**

Resolution # GG-433-19

Moved by Councillor Zwart

Seconded by Councillor Traill

That the following resolution from City of Kitchener, regarding Producer Requirements for Packaging in Ontario, be endorsed by the Municipality of Clarington:

Whereas the Province of Ontario, through the Ministry of the Environment, Conservation and Parks, has posted a discussion paper entitled “Reducing Litter and Waste in our Communities”;

Whereas producer responsibility has not been adequately addressed by the Province of Ontario;

Whereas a successful deposit/return program for single use plastic, aluminum and metal drink containers has been in existence in other Provinces in Canada including Newfoundland, Nova Scotia and British Columbia;

Whereas these successful programs have eliminated many of these containers from the natural environment;

Whereas the City of Kitchener is committed to climate action and understanding our role as a municipality in a globalized world and the need to be prepared for the effects of climate change;

Whereas the City of Kitchener has declared a climate emergency with the directive to provide continued support to corporate and community climate action;

Therefore be it resolved that the City of Kitchener call upon the Province of Ontario, through the discussion paper entitled “Reducing Litter and Waste in our Communities”, to review and implement a deposit/return program for recycled plastics, aluminum and metal drink containers; and,

Be it further resolved that the Province of Ontario be requested to review producer requirements and look for extended producer responsibility for all packaging; and,

Be it finally resolved that this resolution be forwarded to the Honourable Premier of Ontario; the Minister of the Environment, Conservation and Parks; the Minister of Municipal Affairs and Housing; the Local Members of Provincial Parliament; the Association of Municipalities of Ontario; and the Region of Waterloo;

That the Federal Government be requested to continue to support policies and programs to require product manufacturers, of goods made in Canada as well as goods imported into Canada, to be more responsible through the reduction of plastic packaging, the use of reusable, recyclable and compostable plastics, and through a prohibition of non-recycling packaging; and

That the Honourable Catherine McKenna, Minister of Environment and Climate Change, The Honourable Erin O’Toole – MP Durham and the Honourable Kim Rudd – MP Northumberland – Peterborough South be advised of Council’s decision.

**Carried**

**9.3 Christine Tarling, Director of Legislated Services& City Clerk, City of Kitchener, regarding Christine Tarling, Director of Legislated Services& City Clerk, City of Kitchener, regarding Single-use Disposable Wipes**

Resolution # GG-434-19

Moved by Councillor Zwart

Seconded by Councillor Jones

That the following resolution from City of Kitchener, regarding Single-use Disposable Wipes, be endorsed by the Municipality of Clarington:

Whereas in 2018 the City of Kitchener implemented a sustainable funding model Water Infrastructure Project (WIP) for the city’s water, sanitary and stormwater infrastructure to ensure the safe delivery of these valued utilities;

Whereas in 2018 a multi-year initiative approved through the WIP has already improved several key measures of water quality, and proactive maintenance has reduced the risk of flooding in high-risk areas;

Whereas in 2018 the City has already seen a number of impacts due to the implementation of the WIP including: 48% decrease in complaints related to discoloured water; Storm main repairs increased by 27 per cent; 300 metric tonnes of sediment removed from catch basins; and, 2,200 properties protected against backflow and cross-connection contamination;

Whereas Single-use wipes are a \$6-billion industry and growing, and are now being advertised as the clean alternative to toilet paper and are safe to flush;

Whereas there is no one standard for what the word “flushable” means;

Whereas Single-use wipes are in fact not safe to flush as they are buoyant; are not biodegradable; and, are unable to break down into small pieces quickly;

Whereas Single-use wipes accumulate in the sewer system and eventually clog the sanitary sewer system costing municipalities hundreds of millions of dollars in additional repairs and maintenance costs each year to municipal sewer systems across the country; and

Whereas there is a lack of public awareness of the impact caused by non-flushable wipes being flushed down toilets and consumer education and outreach could play a large part in reducing the impact;

Therefore be it resolved that the City of Kitchener lobby the Federal Government, to review regulations related to consumer packaging on single-use wipes to remove the word flushable; and,

Be it finally resolved that this resolution be forwarded to the Right Honourable Prime Minister of Canada; the Honourable Premier of Ontario; the Minister of the Environment, Conservation and Parks; the Minister of Municipal Affairs and Housing; the Association of Municipalities of Ontario; the Local Members of Provincial Parliament; the Region of Waterloo; and, all Municipalities within the Province of Ontario.

**Carried**



**9.4 Sharon Baird and Les Gariscsak, Regarding an Amendment to By-law 2015-047, The Discharge and Sale of Fireworks**

Resolution # GG-435-19

Moved by Councillor Zwart

Seconded by Councillor Traill

That Communication Item 9.4, be referred to staff to report back.

**Carried**

**9.5 Julie Bouthillette, CAO/Clerk-Treasurer, Township of Larder Lake, Regarding Electronic Delegations**

Resolution # GG-436-19

Moved by Councillor Jones

Seconded by Councillor Traill

That the following resolution from the Township of Larder Lake, regarding Electronic Delegation, be endorsed by the Municipality of Clarington:

Whereas Council has discussed lobbying the provincial ministers to allow for electronic delegation;

Whereas Council feels that it is unjust to have to attend expensive conference to be able to have a delegation with Ministers or the Premier;

Therefore, Council request that the Ministers and the Premier offer electronic delegations to small and rural Municipalities that do not have sufficient budget to attend conferences; and

Further that this resolution be sent to the Premier and all the Ministries for their consideration.

**Carried**

**9.6 Chris Darling, Chief Administrative Officer, CLOCA, regarding Changes to the Conservation Authorities Act**

Resolution # GG-437-19

Moved by Councillor Jones

Seconded by Councillor Hooper

That the following resolution from Central Lake Ontario Conservation Authority, regarding Changes to the Conservation Authorities Act, be endorsed by the Municipality of Clarington:

Whereas the Province of Ontario intends to release regulations under the Conservation Authorities Act that will define conservation authority mandatory programs and services and further details on the process of defining non-mandatory program and services through agreement with municipal partners;

Be it resolved that the Central Lake Ontario Board of Directors recommends that the province engage in early pre-consultations with Central Lake Ontario Conservation, other conservation authorities and member municipalities to define the governing regulations under the Conservation Authorities Act related to core and non-core program areas;

That the Central Lake Ontario Conservation Board of Directors invites the Minister of the Environment, Conservation and Parks to meet with conservation authorities to fully understand the funding structure and local benefit of our programs and to help us deliver provincial priorities in a responsible and sustainable manner; and

That a copy of this report and resolution be forwarded to the Honourable Doug Ford, Premier of Ontario, the Honourable Jeff Yurek, Minister of the Environment, Conservation and Parks, watershed MPPs and regional and local municipal councils.

**Carried**

**9.7 Christine McSorley, Newcastle's of the World, Municipality of Clarington Representative at the Newcastle of the World Conference 2020**

Resolution # GG-438-19

Moved by Councillor Traill

Seconded by Councillor Zwart

That Communication item 9.7, be referred to the Council Meeting dated October 7, 2019.

**Referred**

**10. Presentations**

**10.1 Takako Ito, Consul General of Japan, Regarding Japan-Canada Relations**

The Presentation from Takako Ito, Consul General of Japan, was considered earlier in the meeting.

**11. Engineering Services Department Reports**

No Reports for this section of the Agenda.

**12. Operations Department Reports**

No Reports for this section of the Agenda.

**13. Emergency and Fire Services Department Reports**

No Reports for this section of the Agenda.

**14. Community Services Department Reports**

Councillor Traill chaired this portion of the meeting.

**14.1 CSD-008-19 Single Use Plastics in Municipal Buildings**

Resolution # GG-439-19

Moved by Councillor Hooper

Seconded by Councillor Jones

That Report CSD-008-19 be received;

That Council direct staff to develop and implement a program for the elimination of single use plastics in municipal facilities and buildings, where there exists an environmentally responsible alternative;

That staff report back to Council after six months on the highlights of the program and the results achieved; and

That the Clarington Public Library, Clarington Museums & Archives and Municipality owned/Board operated Community Halls and Arenas be advised of the decisions of Council.

**Carried**

**15. Municipal Clerk's Department Reports**

Councillor Jones chaired this portion of the meeting.

**15.1 CLD-019-19 Appointments to Fill Vacancies on Various Boards and Committees**

Resolution # GG-440-19

Moved by Mayor Foster

Seconded by Councillor Traill

That Report CLD-019-19 be received;

That the Committee consider the applications for appointments to the various boards and committees, and that the vote be conducted to appoint the citizen and Council representatives to the various boards and committees, in accordance with the Appointment to Boards and Committees Policy;

That the Municipal Clerk's Department be authorized to continue to advertise for the remaining vacancies on the Newcastle Arena Board, Newcastle Village Community Hall Board and the Livestock Valuers;

That the resignation of Glynn Green, from the Committee of Adjustment and Connor Visser, from the Clarington Public Library, be received;

That Katherine Warren, current Chair of the Museum and Archives Board, be appointed to fill the vacancy on the Clarington Public Library Board; and

That all interested parties listed in Report CLD-019-19, and any delegations be advised of Council's decision.

**Carried**

**Committee of Adjustment**

Noel Gamble was appointed to the Committee of Adjustment for a term ending December 31, 2022 or until a successor is appointed.

**Samuel Wilmot Nature Area Management Advisory Committee**

Carrie-Anne Atkins was appointed to the Samuel Wilmot Nature Area Management Advisory Committee of Clarington for a term ending December 31, 2022 or until a successor is appointed.

**15.2 CLD-020-19 New Legislation Regarding Drinking in Parks (i.e. Tailgate Parties)**

Resolution # GG-441-19

Moved by Mayor Foster

Seconded by Councillor Traill

That Report CLD-020-19 be received;

That the Municipal Clerk, in consultation with relevant Staff, be authorized to make decisions with respect to proposed Tailgate Events on Municipal Property; and

That all interested parties listed in Report CLD-020-19, and any delegations be advised of Council's decision.

**Carried**

**16. Corporate Services Department Reports**

Mayor Foster chaired this portion of the meeting.

**16.1 COD-014-19 Benefits Cost Containment Best Practices**

Resolution # GG-442-19

Moved by Councillor Hooper

Seconded by Councillor Traill

That Report COD-014-19 be received for information.

**Carried**

**16.2 COD-015-19 Supply and Deliver Two Single Axle Cab and Chassis Trucks with Snow Plow, Wing and U Body Dump Spreader**

Resolution # GG-443-19

Moved by Councillor Hooper

Seconded by Councillor Traill

That Report COD-015-19 be received;

That Premier Truck Group with a total bid amount of \$478,840.00 (Net HST Rebate) being the lowest compliant bidder meeting all terms, conditions and specifications of Tender CL2019-26 be awarded the contract for the Supply and Delivery of Two Single Axle Cab and Chassis Trucks with Snow Plow, Wing and U Body Dump Spreader, as required by the Operations Department;

That the funds required for this project in the amount of \$478,840.00 (Net HST Rebate) be funded by the Municipality from the approved budget allocations as follows:

Description	Account Number	Amount
Fleet Replacement Roads	110-36-388-83642-7401	\$478,840

That all interested parties listed in Report COD-015-19, and any delegations be advised of Council's decision.

**Carried**

**16.3 COD-016-19 Health Benefit Program Renewal 2019**

Resolution # GG-444-19

Moved by Councillor Traill

Seconded by Councillor Hooper

That Report COD-016-19 be received;

That the presentation by DJ Nascimento from Mosey & Mosey be accepted with thanks and advised of Council's decision;

That Council approve the recommendation by Mosey & Mosey to transfer the Extended Health and Dental Benefits programs to an Administrative Services Only (ASO) funding arrangement with Sun Life effective January 1, 2020; with the renewal for the transition period effective November 1, 2019 until ASO conversion, at an overall impact of 5.9% as negotiated by Mosey & Mosey;

That the Non-ASO benefit program renewal continue with Sun Life until the next renewal period for this program on November 1, 2020 under a combined net 0% impact after moving to the ASO funding model; and

That the Library and Museum be advised of the renewal program, and that they continue to be invoiced for their portion of the benefit program, as applicable.

**Carried**

**16.4 COD-017-19 Bill 66 Concern Raised by Carpenters' Union Local 27**

Resolution # GG-445-19

Moved by Councillor Zwart

Seconded by Councillor Traill

That Report COD-017-19 be received; and

That Bradley Archambault be advised of this report and Council's decision, by the Municipal Clerk's Office.

**Carried**

**16.5 COD-018-19 CL2019-21 Waterfront Trail Upgrades**

Resolution # GG-446-19

Moved by Councillor Traill

Seconded by Councillor Hooper

That Report COD-018-19 be received;

That Gray's Landscaping & Snow Removal Inc. with a total bid amount of \$499,853.79 (Net HST Rebate) being the lowest compliant bidder meeting all terms, conditions and specifications of Tender CL2019-21 be awarded the contract Waterfront Trail Upgrades, as required by the Engineering Services Department;

That the funds required for this project in the amount of \$581,200.00 (Net HST Rebate) which includes the construction cost of \$499,853.79 (Net HST Rebate) engineering design and testing/inspection be funded by the Municipality from the approved budget allocations as follows:

Pave the Waterfront Trail (Bowmanville Ave. to West Beach Road)(2018 & 2019)	110-32-331-83449-7401	\$495,965
Bowmanville Creek Valley Trail (Baseline to Waterfront)	110-32-325-83257-7401	\$85,235

That all interested parties listed in Report COD-018-19, and any delegations be advised of Council's decision.

**Carried**

**17. Finance Department Reports**

No Reports for this section of the Agenda.

**18. Solicitor's Department Reports**

No Reports for this section of the Agenda.

**19. Chief Administrative Office Reports**

**19.1 CAO-010-19 Cedar Crest Beach Update**

Report CAO-010-19, Cedar Crest Beach Update, was considered earlier in the meeting.

**20. New Business – Consideration**

**20.1 Stop Sign on Prestonvale Road**

Resolution # GG-447-19

Moved by Councillor Jones

Seconded by Councillor Zwart

That staff report back to the General Government Committee meeting of November 4, 2019 regarding consideration of a Stop Sign northbound on Prestonvale Road at Robert Adams Drive to address queuing issues.

**Carried**

**21. Unfinished Business**

**22. Confidential Reports**

No Reports for this section of the Agenda.

**23. Adjournment**

Resolution # GG-448-19

Moved by Councillor Jones

Seconded by Councillor Zwart

That the meeting adjourn at 11:59 AM.

**Carried**

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Mayor

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Deputy Clerk

Historic Downtown Bowmanville Business Centre (BIA)  
Board of Management Meeting Minutes

Tuesday June 11, 2019; 6:30pm

Clarington Meeting Room 1-C

Present: Edgar Lucas, Chair  
Laura Holmes, Secretary  
Gerri Lucas, Treasurer  
Cathy Holmes  
Ron Hooper

Absent: Justin Barry  
Carrie Hooper  
Morgan James

Delegations Present: Tracey Pettigrew

The meeting was called to order by the Chair.

**1. Presentation by Delegations**

Tracey Pettigrew, owner of Romancing The Home

Expressed concerns over cancellation of the 3-day sidewalk sale in June. Historically, the Saturday of the sidewalk sale is the largest sales day of the summer for her business and is concerned that shifting the event to a single day in July will hurt sales. Ms. Pettigrew was seeking an explanation for why this decision was made and asks that the Board reconsider this change for next year.

**2. Adoption of Minutes**

Moved by C. Holmes, seconded by R. Hooper

THAT the minutes of the meeting of May 14, 2019 be approved as circulated.  
CARRIED

**3. Business Arising from Previous Minutes**

(a) Mural Restoration

Councillor Hooper reported that there may be some restoration funds available through OMAFRA.

(b) Flower Basket Watering

Robert Strickland (Mr. Trim) has withdrawn his services. Negotiations for watering contract are ongoing with a replacement vendor.

(c) Flower Planters



The volunteers planted the flowers in the downtown planters two weeks ago and Councillor Hooper will continue to water these flowers until the contract for watering commences.

(d) Vehicle Towing at Maplefest

The property owner of Service Ontario has not returned any calls or visits to discuss this issue. The next step will be for the Chair to send an official letter to the property owner to address the issue of vehicle towing from the parking lot during events.

(e) New Winter Decorations for Street Lamp Posts

(by email) James Printing and Signs will not be able to store the newly ordered decorations. A quote for installation and removal will be provided once the decorations are delivered.

(f) Request for Elimination of 2 Hour Free Parking in Municipal Lots

Duncan Anderson, Manager of Municipal Law Enforcement, has reviewed the request and will present it at the September budget meeting of council.

**4. Correspondence**

Correspondence was received from

- i. Victoria Sautner, who is contracted with Cachet Clothing for social media promotion, regarding the Digital Main Street program and concerns over conflict of interest of Teresa Shaver from the Business Advisory Centre of Durham (via email)
- ii. Tracey Pettigrew, owner of Romancing The Home, expressing concerns related to the date change for the annual sidewalk sale (via email)

Moved by R. Hooper, seconded by G. Lucas

THAT the correspondence be received for information.

CARRIED

**5. Treasurer's Report**

The Treasurer presented the following:

- i. \$66 217.16 is in the current account. From Edward Jones Investments: \$15 000 is coming due now but will be reinvested. \$20 000 coming due July 2.
- ii. Audit for 2018 is ongoing

Moved by C. Holmes, seconded by L. Holmes

THAT the Treasurer's Report be adopted as presented.

CARRIED

## **6. Directors' Reports**

(a) Council Liaison – R. Hooper:

Reported that Ontario Power Generation announced yesterday that by 2024 they will be relocating their headquarters to Clarington bringing 2000 jobs. Crosswalks on King St at Silver St and Queen St at Division St will go forward this summer. The first Concert in the Park for 2019 is this Thursday.

(b) Events – C. Holmes:

Reported that Food Truck Friday is set for this Friday. 20 food vendors are scheduled for Temperance St. and George Andrews DJ (12-5pm), Eric Lambier band (6-10pm) will play on the stage in the parking lot beside Olympia Restaurant. Summerfest on July 20 planning is underway and includes the Green Street Challenge. Assistance from the Municipality was requested on April 25 and went unanswered. Tourism was able to connect Jennifer Stycuk who will help facilitate.

(c) Membership Relations – J. Barry:

No report

(d) Streetscape – G. Lucas:

Reported that Rekker's flower basket delivery is tentatively scheduled for June 18-19.

(e) Communications – M. James:

Reported (by email) that the number of undeliverable email addresses has reduced drastically.

(f) Website – L. Holmes:

Reported that updates have been made to Food Truck Friday and Summerfest event pages. Access to the Historic Downtown Bowmanville Instagram account has been recovered and a few posts were made this week.

(g) Media Relations – C. Hooper:

No Report.

## **7. New Business**

(g) Concerts in the Park

Moved by C. Holmes, seconded by L. Holmes

THAT a sign advertising Concerts in the Park will be installed at the Roegnik Drive sign posts.  
CARRIED

(h) Business/Property Changes

Jakes has closed effective May 29. Shooters Billiards has closed. Gay Construction has purchased the CIMA+ building. Coffee and Cakes business is up for sale.

(i) Parking Meters

Moved by L. Holmes, seconded by G. Lucas

THAT a permanent request be sent to council to bag the parking meters for the entire month of December, annually.

CARRIED

**8. Date of Next Meeting**

The next meeting of the Board of Management is scheduled to be held on Tuesday September 17, 2019 commencing at 6:30pm in Clarington Meeting Room 1-A.

**9. Adjournment**

Moved by R. Hooper, seconded by L. Holmes

THAT the meeting adjourn.

CARRIED

The meeting adjourned at 8:27pm.

# GANARASKA REGION CONSERVATION AUTHORITY

## MINUTES OF THE BOARD OF DIRECTORS

September 19, 2019

GRCA 05/19

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### 1. Welcome and Call to Order

The Chair called the Ganaraska Region Conservation Authority Board of Directors meeting to order at 7:15 p.m.

**MEMBERS PRESENT:** Jeff Lees, Chair - Municipality of Port Hope  
Mark Lovshin, Vice Chair - Township of Hamilton  
Nicole Beatty - Town of Cobourg  
Tim Belch - Township of Cavan Monaghan  
Greg Booth - Township of Alnwick/Haldimand  
Brian Darling - Town of Cobourg  
Vicki Mink - Municipality of Port Hope  
Joe Neal - Municipality of Clarington  
Tracy Richardson - City of Kawartha Lakes

**ALSO PRESENT:** Linda Laliberte, CAO/Secretary-Treasurer  
Cory Harris, Watershed Services Coordinator  
Ken Thajer, Planning and Regulations Coordinator  
George Elgear, General Superintendent  
Pam Lancaster, Stewardship Technician  
Mike Smith, Water Resources Technician  
Ed Van Osh, Forest Recreation Technician  
Gus Saurer, Forester  
Members of the public

**ABSENT WITH REGRETS:** Margaret Zwart - Municipality of Clarington

### **ALSO ABSENT:**

The Chair introduced Cody Harris, Watershed Services Coordinator, to the Board of Directors. The Board members welcomed Cory.

### 2. Disclosure of Pecuniary Interest

None

### 3. Minutes of Last Meeting

Joe Neal brought forward a concern that he had voiced at the last meeting in regards to the lack of maintenance of a walking trail. Staff spoke to the maintenance that has been carried out as well as the removal of dead trees from the trails. Staff will contact Mr. Neal directly to receive specific trail location.

**GRCA 30/19**

**MOVED BY:** Brian Darling  
**SECONDED BY:** Mark Lovshin

**THAT** the Ganaraska Region Conservation Authority approve the minutes of the June 20, 2019 meeting.

**CARRIED.**

4. Adoption of the Agenda

**GRCA 31/19**

**MOVED BY:** Joe Neal  
**SECONDED BY:** Vicki Mink

**THAT** the Ganaraska Region Conservation Authority adopt the agenda as presented.

**CARRIED.**

5. Delegations

a) Positively Green, 100+ Priority Projects to Enhance our Greenbelt  
Shelley Petrie, accompanied by Kevin Beaulieu, of the Friends of the Greenbelt Foundation provided the Board of Directors with an overview of a collaborative initiative between the Conservation Authorities on the Greenbelt. "Positively Green" has more than 100 shovel-ready priority projects on the ground in communities across the Greater Golden Horseshoe. These projects are community-facing and provide real, tangible examples of how climate action benefits people and neighborhoods directly. The Friends of Greenbelt Foundation is presenting to all the Conservation Authorities across the Greenbelt to ask for their support in endorsing "Positively Green" which will be used to seek out potential funding partners.

**GRCA 32/19**

**MOVED BY:** Brian Darling  
**SECONDED BY:** Mark Lovshin

**THAT** the presentation by Friends of the Greenbelt Foundation be received;

**AND FURTHER THAT** the Positively Green project be endorsed.

**CARRIED.**

b) A Natural Waterfront Park for Cobourg

Richard Pope, accompanied by Margaret Bain, made a presentation to inform the Board of a proposal that is being presented to the Town of Cobourg Council to create a Natural Heritage Waterfront Park. The presenters' intention was to inform the Ganaraska Region Conservation Authority (GRCA) of the initiative and to bring the planned proposal to the Board in the event that GRCA would have some input. Mr. Pope asked that the GRCA endorse the proposal.

There was discussion at the Board to receive the presentation for information. There was an amended motion put forward.

**GRCA 33/19**

**MOVED BY:** Joe Neal  
**SECONDED BY:** Greg Booth

**THAT** the Board of Directors refer the presentation to staff for a report back to the Board at a future meeting.

**CARRIED.**

c) Sandaraska Park Social Committee Presentation.

Jackie Stewart and Ray Feraday, of the Sandaraska Park Social Committee, presented a cheque for \$1,040.00 from fundraising initiatives for the Ganaraska Forest. The Chair thank the Sandaraska Park Social Committee for their generous donation to the Ganaraska Forest.

6. Presentations

a) Lake Ontario Flooding and Plan 2014

Mike Smith, Water Resources Technician, provided the Board of Directors with an update on Lake Ontario flooding conditions of 2017 and 2019, including water levels, inflows/outflows, regulations, causes of the flooding and what the International Joint Commission (IJC) is doing to address concerns. He described the set of rules in Plan 2014 that are used by the IJC in regulating outflows and further compared the outcomes under the new plan with those of the previous regulation plan.

A copy of the presentation will be sent to the Board members. Board members followed up with questions in regards to the presentation.

**GRCA 34/19**

**MOVED BY:** Nicole Beatty  
**SECONDED BY:** Vicki Mink

**THAT** the Board of Directors receive the Lake Ontario Flooding and Plan 2014 presentation for information.

**CARRIED.**

Nicole Beatty arrived at 8:28 during the presentation.

7. Business Arising from Minutes

a) Review of 2018 Financial Statements

Linda Laliberte, CAO/Secretary Treasurer, provided an overview of the 2018 Financial Statements focusing on the "Amortization of Tangible Capital Assets".

b) 2020 Preliminary Budget and Municipal Levy

Joe Neal asked questions in regards to the difference in Watershed Services from 2019 to 2020. The CAO/Secretary Treasurer reported some of the 2019 initiatives would be completed during the year reducing the budget program area.

**GRCA 35/19**

**MOVED BY:** Vicki Mink  
**SECONDED BY:** Mark Lovshin

**THAT** the Board of Directors receive the 2020 Preliminary Budget for information and, **FURTHER THAT** the budget be forwarded to the watershed municipalities, indicating in the cover letter, that the vote to approve the 2020 levy will be taken at the November 2019 Board of Directors meeting.  
**CARRIED.**

**8. Correspondence**

- a) 09-19 Letter from Jeff Yurek, Minister of the Environment, Conservation and Parks
- b) 10-19 cc email to Kim Gavine, Conservation Ontario from Jeff Yurek, MECP

Board members asked questions in regards to core and non-core programs. Staff indicated that these have yet to be defined.

**GRCA 36/19**

**MOVED BY:** Joe Neal  
**SECONDED BY:** Brian Darling

**THAT** the Board of Directors receive the correspondence for information.  
**CARRIED.**

**9. Applications under Ontario Regulation 168/06:**  
Permits approved by Executive:

**GRCA 37/19**

**MOVED BY:** Mark Lovshin  
**SECONDED BY:** Brian Darling

**THAT** the Board of Directors receive the permits for information.  
**CARRIED.**

Permit Application requiring Ganaraska Region Conservation Authority Board of Directors discussion:  
None

**10. Committee Reports:**

- a) Ganaraska Forest Recreation Users Committee – September 5, 2019  
The members discussed some of the current issues concerning maintenance as well as some of the current discussion at their municipalities in regards to motorized use.

**GRCA 38/19**

**MOVED BY:** Tracy Richardson  
**SECONDED BY:** Tim Belch

**THAT** the Board of Directors receive the Ganaraska Forest Recreation Users Committee minutes for information.

**CARRIED.**

11. New Business:

a) Response to Minister Yurek's August 16, 2019 letter

**GRCA 39/19**

**MOVED BY:** Mark Lovshin

**SECONDED BY:** Nicole Beatty

**THAT** the Board of Directors endorse the letter to be sent to Premier Ford and Minister Yurek.

**CARRIED.**

12. Other Business

None

13. In Camera

**GRCA 40/19**

**MOVED BY:** Vicki Mink

**SECONDED BY:** Nicole Beatty

**THAT** the Board of Directors move in camera.

**CARRIED.**

**GRCA 41/19**

**MOVED BY:** Nicole Beatty

**SECONDED BY:** Brian Darling

**THAT** the Board of Directors move out of camera.

**CARRIED.**

**GRCA 42/19**

**MOVED BY:** Nicole Beatty

**SECONDED BY:** Tim Belch

**THAT** the Board of Directors send the letter as discussed.

**CARRIED.**

14. Adjourn

The meeting adjourned at 9:53 pm on a motion by Joe Neal.





September 25, 2019

Kelly Lackner  
Senior Business Consultant  
Ministry of Transportation  
87 Sir William Hearst Ave  
Bldg A Rm 178  
Toronto, ON M3M 0B4

The Regional  
Municipality of  
Durham

Corporate Services  
Department –  
Legislative Services

605 Rossland Rd. E.  
Level 1  
P.O. Box 623  
Whitby, ON L1N 6A3  
Canada

905-668-7711  
1-800-372-1102  
Fax: 905-668-9963

durham.ca

Dear Kelly Lackner:

**RE: Red-Light Camera Program Implementation (2019-W-65),  
Our File: T02**

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Council of the Region of Durham, at its meeting held on September 25, 2019, adopted the following recommendations of the Works Committee:

- “A) That the Regional Municipality of Durham proceed with the implementation of twelve (12) Red-light Cameras as identified in Attachment #1 to [Report #2019-W-65](#) of the Commissioner of Works to reduce re-light running and improve safety, subject to confirmation from the vendor that installations are technically feasible;
- B) That the Commissioner of Works be authorized, subject to concurrence of the Commissioner of Finance and Director of Legal Services, to negotiate, enter into and execute a standing agreement with the City of Toronto for Red-Light Camera record processing including the cost sharing of expenses related to the operation of the Joint Processing Centre, at an estimated annual cost of \$72,000, with all 2019 costs to be funded from allowances within the Works Department’s 2019 operating budget and 2020/2021 costs within the 2020 and 2021 Business Plans and Budgets;
- C) That the Commissioner of Works be authorized, subject to concurrence of the Commissioner of Finance and Director of Legal Services, to negotiate, enter into and execute a standing agreement with Her Majesty the Queen in Right of Ontario, as represented by the Ministry of Transportation, for the access and use of licence plate registration information, at an estimated annual cost of \$35,000, with all 2019 costs to be funded from allowances within the Works Department’s 2019 operating budget and 2020/2021 costs within the 2020 and 2021 Business Plans and Budgets;
- D) That Regional Council request that the Province of Ontario permit the use of an Administrative Penalty System for offences issued by Red-Light Camera;

- E) That the Commissioner of Finance be authorized to negotiate, enter into and execute a sole source agreement with Traffipax LLC for the supply, including installation and operation, of 12 red-light cameras, based on a Contract awarded through the City of Toronto's Request for Proposal No. 9148-15-5000 for "The Supply, Installation, Operation, and Maintenance of Red-Light Camera Systems within the City of Toronto and Other Municipalities within Ontario." In April of 2015, and as permitted under Article 13 of the Region's Purchasing By-law 68-2000, with the following provisions:
- i) Contract period of two years and one month, commencing December 1, 2019 with an estimated total value of approximately \$1,000,000 (i.e., approximately \$500,000 per year), excluding taxes, with all 2019 costs to be funded from allowances within the Works Department's 2019 operating budget and 2020/2021 costs within the 2020 and 2021 Business Plans and Budgets; and
  - ii) Option to renew the contract for an additional five years, commencing January 1, 2022, subject to annual budget approval, for an estimated total value of approximately \$4,000,000, excluding taxes;
- F) That pre-budget approval be granted for the annual costs to administer the program, in both 2020 and 2021, in the amount of:
- i) \$800,000, in both years, for Works Department red-light camera expenses; and
  - ii) \$350,000, in both years, for Legal Provincial Offences Act red-light camera expenses;
- G) That the Director of Legal Services be authorized to submit applications and other documents as may be required to the Province of Ontario or Ministry of Transportation for the appointment of any Regional employees as Provincial Offence Officers to implement the Region's Red-Light Camera Program;
- H) That staff report back to the Works Committee with an update on the Red-Light Camera program, including information on red-light running violations and program expenses and revenues in fall 2020; and
- I) That a copy of [Report #2019-W-66](#) of the Commissioner of Works be sent to the Ministry of Transportation – Ontario, the City of Toronto and all area municipalities within the Regional Municipality of Durham."

*Ralph Walton*

Ralph Walton,  
Regional Clerk/Director of Legislative Services

RW/sp

c: S. Siopis, Commissioner of Works  
All Region of Durham Municipalities  
City of Toronto



September 27, 2019

Kelly Lackner  
Senior Business Consultant  
Ministry of Transportation  
87 Sir William Hearst Ave  
Bldg A Rm 178  
Toronto, ON M3M 0B4

The Regional  
Municipality of  
Durham

Corporate Services  
Department –  
Legislative Services

605 Rossland Rd. E.  
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905-668-7711  
1-800-372-1102  
Fax: 905-668-9963

durham.ca

Dear Kelly Lackner:

**RE: Automated Speed Enforcement Program Implementation  
(2019-W-66), Our File: T02**

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Council of the Region of Durham, at its meeting held on September 25, 2019, adopted the following recommendations of the Works Committee:

- “A) That the Regional Municipality of Durham proceed with the implementation of an Automated Speed Enforcement program at the twenty-two locations identified in Attachment #1 to Report [#2019-W-66](#) of the Commissioner of Works to reduce operating speeds and improve safety;
- B) That the Commissioner of Works, subject to the concurrence of the Commissioner of Finance and Director of Legal Services, be authorized to negotiate, enter into and execute an agreement with the City of Toronto for Automated Speed Enforcement record processing including the cost sharing of expenses related to the operation of the Joint Processing Centre with all 2019 costs to be funded from allowances within the Works Department’s 2019 operating budget and 2020 to 2024 for costs within the 2020 to 2024 Business Plans and Budgets;
- C) That the Commissioner of Works, subject to the concurrence of the Commissioner of Finance and Director of Legal Services, be authorized to negotiate, enter into and execute an agreement with Her Majesty the Queen in Right of Ontario, as represented by the Ministry of Transportation, for the access and use of licence plate registration information with all 2019 costs to be funded from allowances within the Works Department’s 2019 operating budget and 2020 to 2024 for costs within the 2020 to 2024 Business Plans and Budgets;
- D) That Regional Council request that the Province of Ontario permit the use of an Administrative Penalty System for offences issued by Automated Speed Enforcement;
- E) That the Commissioner of Finance be authorized to negotiate, enter into and execute a sole source agreement with Redflex Traffic Systems (Canada) Limited (vendor identified through City

of Toronto RFP 9148-0048) for the supply, including installation and operation of Automated Speed Enforcement equipment as permitted under Article 13 of the Region's Purchasing By-law 68-2000, as amended;

- F) That the term of the contract with Redflex Traffic Systems (Canada) Limited be for a period of five years and one month commencing December 1, 2019 with an estimated total value of approximately \$2,000,000, excluding taxes, with all 2019 costs to be funded from allowances within the Works Department 2019 operating budget and 2020 to 2024 costs within the 2020 to 2024 Business Plans and Budgets;
- G) That the Commissioner of Works, subject to the concurrence of the Commissioner of Finance and Director of Legal Services be authorized to exercise an option to renew the contract for an additional five years, commencing July 16, 2024, to operate the automated speed enforcement system, subject to budget approval, for an estimated total of approximately \$4,000,000, excluding taxes;
- H) That pre-budget approval be granted for the annual costs to administer the program, in 2020 to 2024, in the amount of:
  - i) \$500,000, in all years, for Works Department automated speed enforcement expenses; and
  - ii) \$350,000, in all years, for Legal Provincial Offences Act automates speed enforcement expenses;
- I) That staff report back to the Works Committee with an update on the Automated Speed Enforcement program, including information on speed violations and program expenses and revenues, in fall 2020; and
- J) That a copy of [Report #2019-W-66](#) of the Commissioner of Works be forwarded to the Ministry of Transportation – Ontario, the Ministry of the Attorney General – Ontario, all area municipalities and Durham Regional Police Services.”

*Ralph Walton*

Ralph Walton,  
Regional Clerk/Director of Legislative Services

RW/sp

See attached list.

c: S. Siopis, Commissioner of Works  
Ministry of the Attorney General – Ontario  
All Region of Durham Municipalities  
Durham Regional Police Service

September 30, 2019

Clerks Department  
Municipality of Clarington  
Administrative Center  
40 Temperance Street  
2<sup>nd</sup> Floor  
Bowmanville ON L1C 3A6

**Re: Amendments to Ontario Regulation 619 – Speed Limits, under the Highway Traffic Act for Highway 407 and Highway 418 in Clarington**

To Whom it may Concern:

The Ministry of Transportation is proposing legislative amendments to Ontario Regulation 619 – Speed Limits, under the Highway Traffic Act (H.T.A) related to Highways 407 and 418 in the Municipality of Clarington.

The ministry is proceeding with legislative changes as required to open the final phase of the Highway 407 East Project which is anticipated by the end of 2019. The actual opening date has not yet been determined; the Ministry of Transportation will make an announcement at an appropriate time.

The following H.T.A. regulation amendments are required:

- Regulation 619 - Speed Limits:
  - The existing Highway 407 eastbound lanes from Solina Road to Highway 418 transitions from 100 km/h to 80 km/h. With the continuation of Highway 407 easterly past Highway 418, the 80 km/h transition will be eliminated in its entirety;
  - A posted speed limit of 100 km/h will be established throughout the limits of Highway 407 from Highway 407 ETR to Highway 35/115;
  - The existing Highway 418 southbound lanes from Highway 407 to Taunton Road transitions from 80 km/h to 60 km/h and the 60 km/h zone extends to the to the Taunton Road terminus. With the continuation of Highway 418 southerly, the 60 km/h transition will be eliminated in its entirety; and

- A posted speed limit of 100 km/h will be established throughout the limits of Highway 418 from Highway 401 to Highway 407.

The following documents are attached to assist with understanding the proposed legislative amendments:

- Exhibit 1 identifies current speed zones on Highway 407 and Highway 418; and
- Exhibit 2 identifies new speed zones to be implemented upon opening the final phase of the Highway 407 East Project.

### **Background Information:**

On March 10, 2011, a seamless plan was announced to construct the Highway 407 East Project which was comprised of two P3 contracts to construct and toll three highways – Highway 407, Highway 412 and Highway 418 (see Exhibit 3). The following summarizes key dates:

- June 20, 2016, Highway 407 opened to traffic from Brock Road in Pickering to Harmony Road in Oshawa (20.3 kilometres) and Highway 412, a 10-kilometre controlled access toll highway extending from Highway 401 in Town of Whitby to Highway 407 in the City of Pickering; and
- January 2, 2018, Highway 407 opened to traffic an additional 10 kilometres, from Harmony Road in Oshawa to Highway 418 in the Municipality of Clarington and a 1-kilometre section of Highway 418 from Highway 407 to Taunton Rd in the Municipality of Clarington.

If you have any questions regarding this matter, please feel free to call Shane Giguere at (416) 235-5600 or by emailing [Shane.Giguere@ontario.ca](mailto:Shane.Giguere@ontario.ca). We welcome comments on the proposed regulations. If our office does not receive correspondence by October 18, 2019, we will assume your support to the proposed regulatory amendments.

Yours sincerely,



Martin Michalek, P. Eng.  
Head, Planning and Engineering

CC Shane Giguere



Exhibit 1 – Existing Speed Zones on Highways 407 & 418

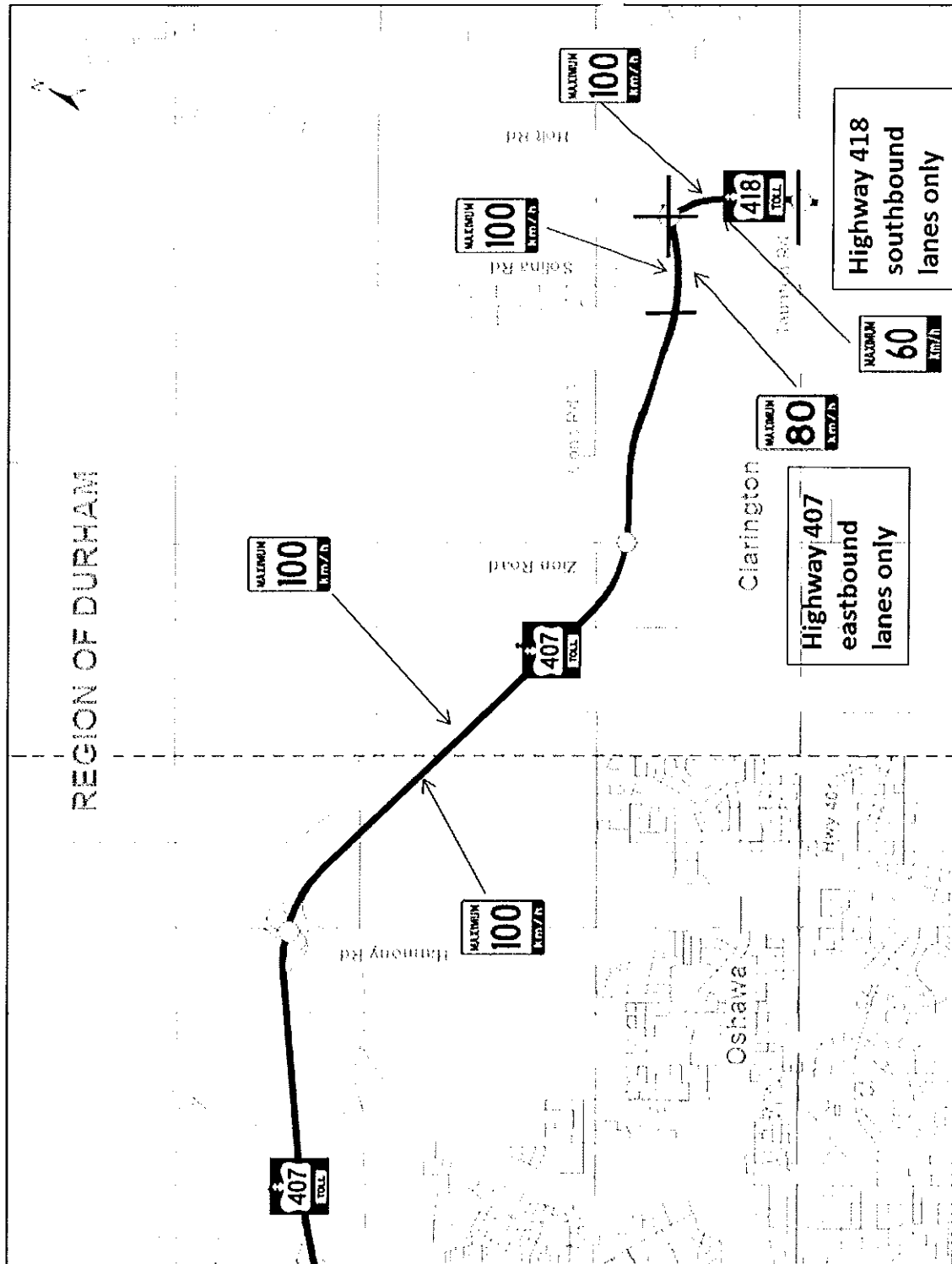
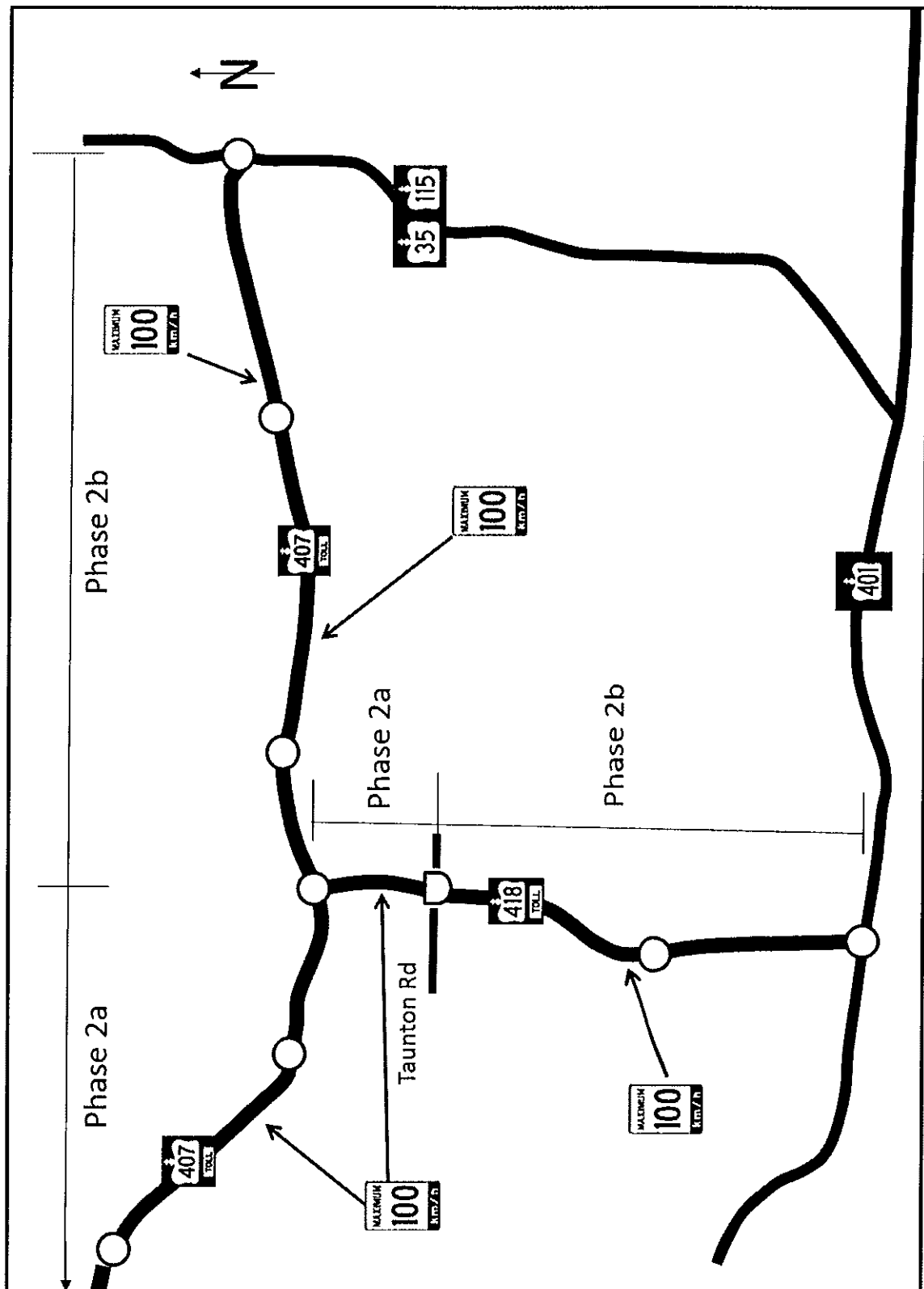


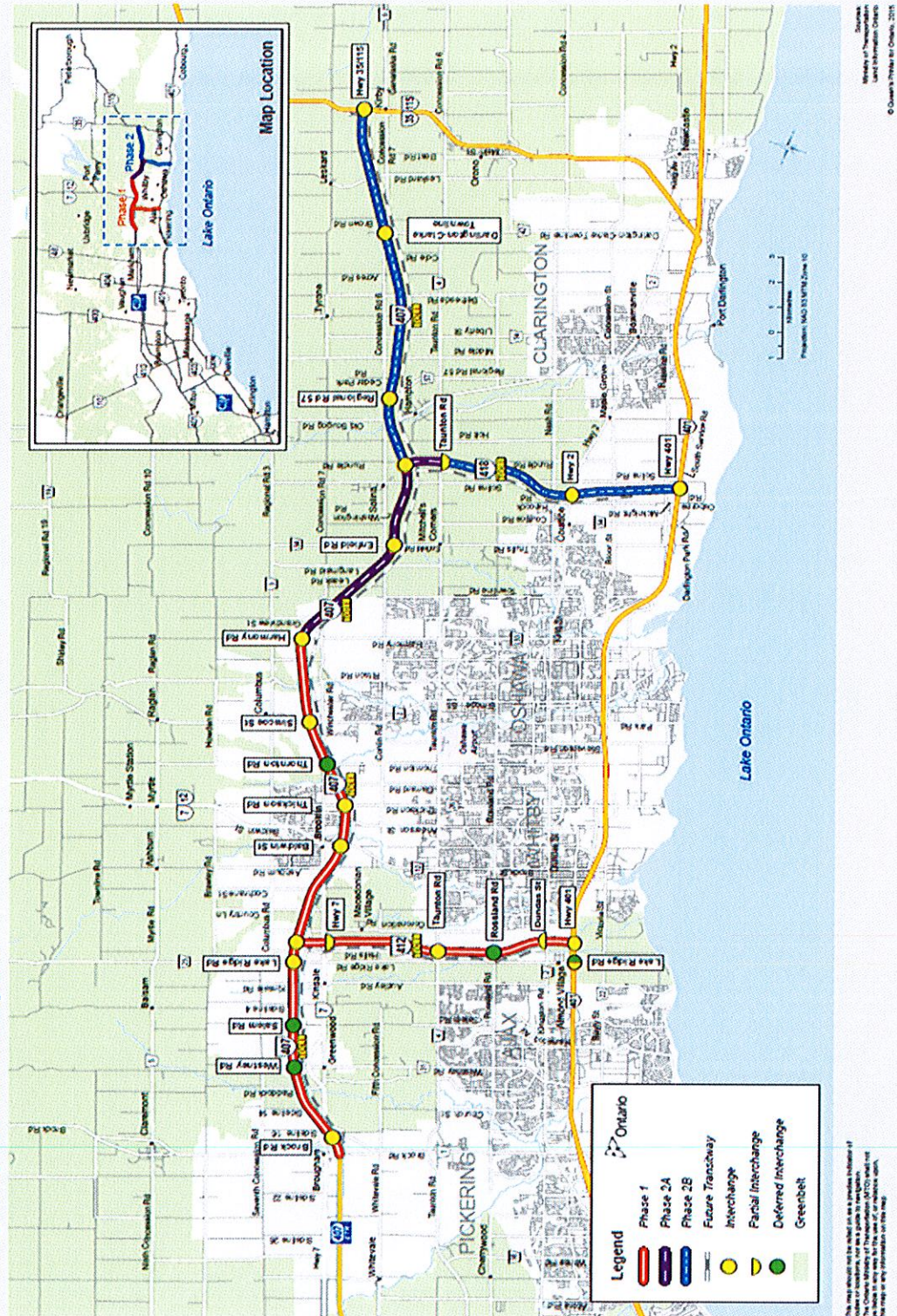


Exhibit 2 – New Speed Zones on Highways 407 & 418



# Exhibit 3 – Highway 407 East Key Map

## Highway 407 East Project





HISTORIC  
DOWNTOWN BOWMANVILLE

SHOP · DINE · DISCOVER

PO BOX 365, Bowmanville, ON, L1C 3L1

Duncan Anderson  
Manager of Municipal Law Enforcement  
Municipality of Clarington  
2611 Trulls Road, Courtice, ON

Delivered by hand

September 19, 2019

Dear Mr. Anderson,

A motion was passed at the June 2019 Board of Management meeting of the Historic Downtown Bowmanville Business Centre (BIA) regarding the practice of bagging the street parking meters during the month of December in Historic Downtown Bowmanville.

The BIA is asking that the Municipality of Clarington consider creating a new policy which would see the street parking meters located in Historic Downtown Bowmanville bagged for the entire month of December, each year.

During the busy holiday shopping season having the street parking meters bagged would allow the local businesses to attract more customers and compete with larger big box stores and malls with ample free parking.

The BIA respectfully requests that you present this on our behalf.

Sincerely,



Edgar Lucas  
Chair, HDB BIA



Laura Holmes  
Secretary, HDB BIA  
[secretary@bowmanville.com](mailto:secretary@bowmanville.com)

## Staff Report

If this information is required in an alternate accessible format, please contact the Accessibility Coordinator at 905-623-3379 ext. 2131.

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<b>Report To:</b>	General Government Committee	<b>Report Number:</b> ESD-007-19
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<b>Date of Meeting:</b>	October 15, 2019	<b>By-law Number:</b>
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<b>Submitted By:</b>	Gord Weir, Director of Emergency Services
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<b>Reviewed By:</b>	Andrew C. Allison, CAO	<b>Resolution#:</b>
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**File Number:**

<b>Report Subject:</b>	Emergency Services Activity Report – Q2 2019
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### Recommendation:

1. That Report ESD-007-19 be received for information.

## Report Overview

The Emergency and Fire Services Department is responsible for delivering fire suppression and emergency response, fire prevention and public education programs in accordance with the Fire Protection and Prevention Act (FPPA). This Report provides Council with an overview of the activities associated with the Department's Suppression and Fire Prevention Divisions for Q2 of 2019.

### 1. Fire Suppression and Emergency Response

- 1.1 Fire suppression services are delivered in both an offensive and defensive mode, including search and rescue operations, forcible entry, ventilation, protecting exposures, salvage and overhaul as appropriate. Emergency pre-hospital care is provided through medical acts such as defibrillation, standard first aid and cardio pulmonary resuscitation.
- 1.2 Fire Suppression staff responded to **1069** calls in the second quarter of 2019. Of the **1069** incidents, **26** were property fires with an estimated dollar loss of **\$652,000**.
- 1.3 The following is a summary of emergency incidents by response type (see Attachment 1 for description):

Response Type	Q2 2018	Q2 2019	% Change	% of Total 2019
Property Fires/Explosions	26	26	0%	2.43%
Outdoor - No Loss Fires & Burning - Controlled	57	54	-5.26%	5.05%
CO False Calls	40	25	-37.50%	2.34%
False Fire Calls	85	75	-11.76%	7.02%
*Medical/Resuscitator Calls	518	595	+14.86%	55.66%
Other Response	101	123	+21.78%	11.51%
Overpressure Rupture/Explosion (No Fire)	0	0	0%	0.00%
Pre Fire Conditions/No Fire	10	19	+90.00%	1.78%
Public Hazard	72	55	-23.61%	5.14%
Rescue	100	97	-3.00%	9.07%

\*See Section 2

1.4 Call Volume by Geographical Area  
(Generated by first vehicle dispatched according to geography)

Geographical Area	Call Volume	Call Volume %
Bowmanville and surrounding area	528	49.39%
Newcastle and surrounding area	177	16.56%
Orono and surrounding area	58	5.43%
Courtice and surrounding area	271	25.35%
Enniskillen and surrounding area	35	3.27%

1.5 Annual Total for Comparison at a Glance

Event Type	2015	2016	2017	2018	2019
Call Volume	3,636	3,736	3,675	3,929	1069
Civilian Injuries	3	4	1	1	4
Firefighter Injuries	1	0	0	0	0
Fatalities	1	0	0	0	0
Dollar Loss	\$4,563,251	\$6,148,757	\$4,244,699	\$2,738,750	\$1,743,012

## 2. Medical/Resuscitator Calls

2.1 The following chart lists the medical call volume by geographical area.

Emergency Request	Call Volume	Call Volume %	% of Q2 Calls
Bowmanville and surrounding area	296	49.75%	27.69%
Newcastle and surrounding area	98	16.47%	9.17%
Orono and surrounding area	28	4.71%	2.62%
Courtice and surrounding area	158	26.55%	14.78%
Enniskillen and surrounding area	15	2.52%	1.40%



- 2.2 The following chart lists the total medical calls to long-term care (LTC) and medical facilities.

LTC / Medical Facility	Address	Total Medical Calls	% of Medical Calls
Glen Hill Marnwood	26 Elgin St., Bowmanville	6	1.01%
Seasons Clarington Retirement Home	65 Clarington Blvd., Bowmanville	14	2.35%
Glen Hill Strathaven	264 King St. E., Bowmanville	0	0%
Bowmanville Creek Retirement Community	105 Queen Street, Bowmanville	11	1.85%
Fosterbrooke Long Term Care	330 King Ave. West, Newcastle	2	0.34%
WhiteCliffe Terrace Retirement Residence	1460 Highway 2, Courtice	16	2.69%
Bowmanville Clinic	222 King St. E., Bowmanville	1	0.17%
Walmart Clinic	2320 Highway 2, Bowmanville	3	0.50%
Courtice Health Centre	1450 Highway 2, Courtice	12	2.02%

- 2.3 6.08% of Q2 calls were for LTC/medical facilities. Crews arrived on scene prior to EMS 49.23% of the time, at an average of 2.81 minutes. The average time on scene was 10.14 minutes.

### 3. Fire Prevention Division

- 3.1 Fire Prevention staff continue to perform a variety of functions in accordance with the FPPA and policies of the Department focusing on; creating a fire safe community. These functions are implemented through public education programs and fire inspections.

3.2 The following is a summary of inspection services performed during the second quarter.

Fire Prevention Activity – Q2	Volume
Complaint Inspections	30
Requested Inspections	69
Self-initiated Inspections	82
Retrofit Inspections	1
Burn Permits	111
Fire Safety Plans Reviews	16
General Plans Reviews	58
Site Visits	35
Fire Investigations	9
FPPA Part 3 Charges Laid	0
FPPA Part 1 Charges Laid	0

3.3 The following is a summary of the various public education activities we attended in the second quarter of 2019.

Public Education Activity – Q2	Volume
Station Tours	16
School Visit	2
Public Events	13
Safety Lectures	3
Extinguisher Training Events	7
TAPP-C Attendance	1

## 4. Concurrence

Not Applicable.

## 5. Conclusion

It is respectfully recommended that this Report be received for information.

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Staff Contact: Gord Weir, Director of Emergency & Fire Services, 905-623-5126 ext. 2802 or gweir@clarington.net.

Attachment:

Attachment 1 – Response Type Description

There are no interested parties to be notified of Council's decision.

Response Type Description
<b>Property Fires / Explosions:</b> Instance or destructive and uncontrolled burning involving structures, vehicles and open area fires, including explosion of combustible solids, liquids or gasses which may or may not have resulted in a dollar loss.
<b>Outdoor, No Loss Fires:</b> Uncontrolled fires, outdoors, that did not result in a loss, injury or fatality and is not suspected to be caused by arson, vandalism or children playing.
<b>Burning Controlled:</b> Complaint call related to outdoor controlled burning, authorized or unauthorized. Fire Department did not take suppression action.
<b>CO (carbon monoxide) False Calls:</b> A call where it is determined that the detection equipment malfunctioned or there was a perceived emergency - no CO present.
<b>False Fire Calls:</b> Alarm activation or fire call that when investigated, is determined to be as a result of equipment failure, malicious/prank, perceived emergency, accidental activation of alarm by a person.
<b>Medical/Resuscitator Call:</b> Includes a response to a patient(s) suffering from asphyxia, respiratory condition, convulsions, epileptic, diabetic seizure, electric shock, traumatic shock, heart attack, stroke, drug related, cuts, abrasions, fractures, burns, person fainted, nausea and pre-hospital care such as administering oxygen, CPR, defibrillation, or first aid.
<b>Other Response:</b> Assistance to other Fire Departments, calls cancelled on route, non-fire incidents where an illegal grow operation or drug operation was discovered.
<b>Overpressure Rupture/Explosion (No Fire):</b> Overpressure rupture/explosion with no fire, e.g. steam boilers, hot water, bombs, dynamite and gas pipe.
<b>Pre Fire Conditions/No Fire:</b> Incidents with no fire that involve heat or potential pre fire conditions, e.g. pot on stove, cooking - smoke or steam, lightening and fireworks.
<b>Public Hazard:</b> Includes a response for spills and leaks of a hazardous product such as natural gas, propane, refrigerant, miscellaneous/unknown, gasoline or fuel, toxic chemical, radio-active material, power lines down or arcing, bomb, explosive removal standby, CO (carbon monoxide) or other public hazard.
<b>Rescue:</b> A call for a person in danger due to their proximity to the occurrence and who is unable to self-evacuate and is assisted by Fire Department personnel, e.g. vehicle accident, building collapse, commercial/industrial accident, home/residential accident, persons trapped in elevator, water rescue or water/ice rescue.

## Staff Report

If this information is required in an alternate accessible format, please contact the Accessibility Coordinator at 905-623-3379 ext. 2131.

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<b>Report To:</b>	General Government Committee	<b>Report Number:</b> CSD-009-19
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<b>Date of Meeting:</b>	October 15, 2019	<b>By-law Number:</b>
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<b>Submitted By:</b>	George Acorn, Acting Director of Community Services
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<b>Reviewed By:</b>	Andrew C. Allison, CAO	<b>Resolution#:</b>
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**File Number:**

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<b>Report Subject:</b>	South Bowmanville Recreation Centre
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### Recommendations:

1. That Report CSD-009-19 be received;
2. That Council approve the proposed facility program as presented;
3. That Council refer the proposed Phase I project budget of \$48,005,300 to the 2020 budget deliberations;
4. That Council authorize staff to complete the application for funding for this project as prescribed in the Investing in Canada Infrastructure Program; and
5. That all interested parties listed in Report CSD-009-19 and any delegations be advised of Council's decision.

## Report Overview

In response to one of the Strategic Priorities adopted by Council for the 2019 – 2022 Term, staff are reporting on a proposed facility program for the South Bowmanville Recreation Centre. After engaging our key stakeholders and the general public, Council is being presented a two phase facility construction plan that will address the growing needs of our community for recreation and leisure activities. The timing of this report coincides with an infrastructure funding opportunity that could leverage municipal funds with provincial and federal assistance to provide great value to the taxpayers of Clarington.

### 1. Background

- 1.1 At the January 23, 2017 General Government Committee meeting, Report CSD-001-17 was presented, introducing the Indoor Facilities Development Strategy (Strategy). This Strategy addressed the need to develop a comprehensive facility development plan to identify future facility needs based on growth of the Municipality, changing demographics and evolving recreation and leisure trends in our community. The scope of the study was to look at the facility needs of Clarington to 2031.
- 1.2 The purpose of this Strategy was to provide both Council and staff a reference to plan for indoor recreation facility development with a longer term vision that strategically meets the needs of our residents for that timeframe.
- 1.3 The Strategic Priorities and Goals for the 2019 to 2022 term of Council included the following goal; “Develop the concept, financing, project plan and potential construction schedule for the South Bowmanville Recreation Centre for Council in 2019, for consideration in the 2020 budget, with a design to follow”.
- 1.4 To accomplish this goal a project team was created, made up of Community Services staff and Robert Lockhart of the Rethink Group (the Project Team). The work of the team included: providing an update of the data and findings of the earlier Strategy, conducting public engagement, holding meetings with key stakeholders and Community Services staff. The objective was to present to Council, a facility program that would provide an outline for the design of a recreation facility based on the feedback of the general public, major indoor facility user groups and staff.

## 2. Public and User Group Engagement

- 2.1 In June, the Project Team scheduled meetings with facility users to gather feedback on their program and facility needs, to better inform the team on what the future needs are in our community from their perspective.
- 2.2 One meeting focused on our major ice user organizations. Groups in attendance were: Clarington Minor Hockey Association, Clarington Girls Hockey Association and Clarington Zone AAA Hockey Association. The focus of this meeting was to discuss current and future demand for ice and whether or not their program would benefit from the construction of additional ice pads. A representative from the Newcastle Memorial Arena Board and one of our local hockey development operators also attended.
- 2.3 All meeting attendees indicated they currently purchase significant amounts of ice time outside of Clarington in order to satisfy the needs of their current programs. The lack of prime time ice prevents any expansion of on-ice programs such as player skill development. The organizations indicated they would move this additional ice back to Clarington if ice time is available. Although not specifically stated at this meeting, staff have received ice allocation requests from Newcastle Village Minor Hockey in past years. It is anticipated additional ice pads in South Bowmanville would satisfy all of the above noted ice needs.
- 2.4 Another meeting focused on a broader group and was attended by: Clarington Swim Club, Clarington Squash Club, Clarington Minor Lacrosse Association, Clarington Green Gaels Lacrosse, and Autism Home Base Durham. Discussions with the groups included whether their current access to space met their operating requirements and if there was a potential for future growth should access to space increase.
- 2.5 Clarington Minor Lacrosse advised staff they operate a winter lacrosse program at the Children's Arena in Oshawa. They would move the program to Clarington if floor time was available during the fall and winter months. This may be feasible at a future date when the Darlington Sports Centre has reached the end of useful life as an arena facility.
- 2.6 Clarington Swim Club expressed a desire to expand their program in the future. They currently rent 17 hours of pool time per week and would like to increase this to 27 hours, over a number of years. If a new swimming pool is constructed and the Club were to relocate, they would no longer have any need for pool time at the Alan Strike Aquatic and Squash Centre.
- 2.7 Clarington Squash Club expressed an interest in seeing new courts being included in a new facility, ideally four single courts and two doubles courts. They stated a need for a

lounge facility (suitable for alcohol events) and for club-style change facilities. This would allow them to host larger tournaments. If new courts were added, they would no longer have a need for the two courts at the Alan Strike Aquatic and Squash Centre.

- 2.8 On June 18, 2019, a Community Forum was hosted at the Garnet B. Rickard Recreation Complex, to gather input from residents and stakeholders on their thoughts about the proposed South Bowmanville Recreation Centre. Approximately 90 people attended the session and were organized into 11 discussion groups. After a presentation of background information, delegates participated in small group discussions.
- 2.9 The format of the Forum was a facilitated round table discussion. The conversation focused on three predetermined questions, provided to each table. There were a number of themes that emerged. These themes pointed to the most important facility components to those in attendance being:
- Indoor Ice
  - Swimming Pools
  - Fitness/Wellness
  - Multipurpose Program/Community Space
  - Gymnasium
- 2.10 It is important to note that there were mixed feelings about a Library Branch, however, this appeared to be based on confusion surrounding the future of the main branch in Bowmanville. According to the Clarington Public Library (CPL), the plan is to establish a branch location at this facility in addition to their main library in downtown Bowmanville.
- 2.11 Additionally, with the assistance of our Communications Office, the Engage Clarington web page was used to add an on-line survey providing an opportunity for residents who could not attend the Community Forum to provide input on what is most needed at this facility. The survey was active from June 8 to July 9. There were 2,177 respondents that completed the survey. Since the intent of the survey was to solicit general feedback from residents across the Municipality we did not collect information on where respondents lived or their demographic profile.
- 2.12 The survey was limited to two questions to increase the response rate. Question 1 asked about the respondent's degree of agreement/disagreement with the key facility components that were emerging for the proposed facility. Question 2 asked about other desired amenities and features to be considered. 872 respondents provided an answer to this question.

2.13 Lastly, a workshop was held with the Community Services management/supervisory team, which represented all areas of the Department. There was robust discussion on what the possible facility components should be and what, from a staff perspective, were important factors to consider. Some of the important comments from this session include:

- The need to provide flexible program and community activity space and not dedicated space for any one age cohort or group. This would help to maximize access and facility usage.
- The potential impact of adding additional swimming pools should be fully evaluated. Currently, pools are not fully utilized. The addition of a pool could further spread out usage, specifically in the case of the Alan Strike Aquatic and Squash Centre. Further, there is a regional and province-wide challenge in attracting aquatic staff. Would we be able, in the short term, to adequately staff four aquatic facilities?
- There is an increasing demand for public skating programs. Due to the demand for prime time ice, the majority of our “drop-in” skating programs run Monday – Friday during the daytime. There is a growing demand to expand our programs and offer more options in the evenings and on weekends.
- With the current demand on prime time ice, it is difficult to promote sport tourism and attract larger events such as hockey tournaments and skating competitions. The impact these events have on regular programming, due to cancellations, is a challenge for our ice users.
- There was agreement that minor sports organizations do not have adequate ice time to properly run their programs and provide opportunities to expand.
- Would there be an impact on existing membership numbers at Courtice Community Complex fitness centre if a new facility was included in South Bowmanville? Would we increase our number of members or disperse existing members across two facilities?
- Is the private sector adequately servicing the fitness needs of our residents, especially in the immediate area of the proposed facility?
- The need for a walking or running track is regularly expressed by the community to staff.



## **Major Findings**

- 2.14 Following the extensive community engagement and staff consultation, the conclusions regarding what is needed in this new recreation centre confirm the findings of the previous Strategy. We did hear some unique ideas such as including an area for children attending sibling hockey games to play in, creating a space where community members feel comfortable gathering, creating multi-purpose space that encourages arts and culture programming, and the need to provide inclusive spaces such as gender neutral change rooms and washrooms.
- 2.15 There is a pent up demand for ice time from our minor sport organizations, as supported by their need to contract ice outside of the Municipality. This trend is expected to continue as our population grows.
- 2.16 While important to identify the needs expressed for a new facility, it is also important to evaluate and assess demand indicators, trends and other considerations prior to making the decision to move forward on any particular component. For example, although the need for a new swimming pool ranked fairly high through the engagement discussions, usage and other factors need to be considered. Similarly, a fitness/wellness centre was also popular, however, further investigation is needed before expanding into the Bowmanville area.

## **3. Proposed Facility Program – Phase 1**

- 3.1 The proposed program for Phase I, as outlined below, represents the recommendations of the Project Team.

### **Twin Pad Arena**

- 3.2 The proposed program includes a twin pad arena facility consisting of two NHL sized ice surfaces, associated dressing rooms for players and officials, a pre-game warm up area, storage rooms and spectator seating for each ice pad in the range of 250-300.
- 3.3 The provision of two additional ice pads will address the pent up demand for additional ice from both the general public and major sport organizations. As previously stated, a significant amount of ice is being contracted outside of the Municipality. Not only is this preventing expansion in some areas of their programs, the lack of prime time ice is impacting the ability to deliver municipally operated programs.
- 3.4 The addition of two ice pads will assist staff with the allocation of ice for all residents of Clarington. In the past we have received ice requests from the Newcastle Village Minor Hockey Association that unfortunately we were not able to accommodate. During recent

discussions with representatives of the Newcastle Arena Board we restated our desire to work with them to address any ice time shortages they may have.

- 3.5 As indicated, the addition of two ice pads would enable the Municipality to attract new, larger special events. This has a positive economic impact through sport tourism and is a fantastic way to promote Clarington. Currently to achieve this, ice users are negatively impacted, so there has been a movement away from special events. Staff are confident these additional ice pads will allow us to grow this area of our business.

### **Indoor Walking Track**

- 3.6 The proposed program includes a minimum three lane rubber floor indoor walking track. Although the final design will need to be confirmed, it is anticipated this walking track will be constructed in the upper level perimeter of the gymnasium. For this reason the length of the track has not been determined. The space could include a warm-up area and other fitness/wellness features.
- 3.7 Although this does not represent a major facility component in terms of capital cost, the demand for year-round access to walking, regardless of outdoor weather conditions, has been heard from many of our residents and that this amenity should be considered for major recreation facility expansion plans in the future.

### **Gymnasium**

- 3.8 The facility program includes a 10,000 square foot gymnasium that can be dividable into sections with curtain partitions, access to change room facilities, storage and viewing in adjacent lobby area.
- 3.9 The Municipality operates only one full-sized gymnasium located at the Diane Hamre Recreation Complex. The remainder of the gymnasium based programs and activities are located in school gymnasiums. Access to school gyms is limited to non-school hours and school based needs are given priority for space. Although a rare occurrence, we recently experienced cancellation of school permits due to a labour dispute at area schools.
- 3.10 Through the engagement process we heard the need to provide flexible use space for a wide variety of activities. A gymnasium will satisfy this need effectively. This space will provide early childhood physical literacy skills, increased opportunities for older adult daytime active sport programming, after school activities as well as various youth and adult sport drop-ins and programs. Based on the demand for space at Diane Hamre, staff are confident this will be a valuable addition to this facility.

### **Multi-Purpose Community and Programming Space**

- 3.11 The facility program includes 6,000 square feet of flexible multi-purpose space, storage for both Department programs and community groups, a teaching style kitchen facility and space for floor-based fitness programs.
- 3.12 It is necessary to include multi-purpose programming space in all facility developments. The facility will be well served by spaces that satisfy the needs of a recreation centre and also create the atmosphere of a “Community Hub”.
- 3.13 The program will not include dedicated space for community groups or specific activities, however, access to kitchen facilities and storage space will allow groups to call the space ‘home’ when they are in the facility. This will also maximum utilization for daytime and evening use seven days per week.

### **Community Services Administrative Office Space and Tourism Office**

- 3.14 In addition to the office and administrative space required for the staff who will be working in the facility, the program includes 2,700 square feet for the relocation of the Department’s administration staff from 40 Temperance Street, and senior staff currently working at other facilities.
- 3.15 In addition to freeing up office space at 40 Temperance Street, this move would allow the Director and Managers to be closer to our customers, take advantage of efficiencies and to work closer with their team.
- 3.16 This facility will not only serve the recreation needs of our residents but will also serve as a “Community Hub”. The facility will also attract a number of out of town visitors who are here for various sporting events and other activities. For these reasons we are proposing the Clarington Tourism operations relocate to this facility. We very much see the synergy between recreation/leisure and tourism and believe this relocation would be a great addition to the facility.

### **Branch Library**

- 3.17 At the May 22, 2019 Board Meeting the following resolution was adopted:  
  
Motion LB048-19, “That the Clarington Public Library Board express interest to the Municipality of Clarington to provide library services at the Bowmanville South location”.
- 3.18 Community Services staff have met with Clarington Public Library staff to discuss preliminary requirements for a branch library. Based on the size of branch locations in

Newcastle and Courtice it was discussed a branch location at this facility would be in the 10,000 – 12,000 square foot range.

- 3.19 The proposed program includes a 10,000 square foot library branch that will offer a full range of public library services including: lending services; a dedicated children's space, program, cultural and educational opportunities; and collaborative creation spaces. The branch in this facility is considered an adjunct (not a replacement) to the main Bowmanville Branch on Church Street.
- 3.20 The proposed branch is envisioned as a flagship for creativity and technology by offering services that will support lifelong learning and engagement with STEM (Science, Technology, Engineering, and Mathematics) by way of coding activities and digital creation tools, such as a 3D printer. The Library will provide programming opportunities for residents which will support design-centred, computational thinking through a combination of education and self-directed exploration.
- 3.21 The branch will include semi-private workspaces/study rooms that can be used for individual silent study or small group work. Library programming will be conducted in the facility's joint multi-use programming and community room.
- 3.22 In 2020 the Library will incorporate museum and archive services into its mandate. The proposed branch could include a museum and archives exhibits to promote local history and culture.
- 3.23 The provincial benchmark for library facility square footage is 0.6 square feet per capita. Using this benchmark and the 2016 Clarington census population data, Clarington Public Library has a facility shortfall of 6,504 square feet; this does not include past or future population growth. The calculation can be seen in the chart below.

<b>Library Facility Needs (sq. ft.)</b> *(based on 0.6 square feet per capita guidelines)	<b>55,208</b>
<b>Current Library Facility Offerings</b>	<b>Size (sq. ft.)</b>
Bowmanville	24,000
Courtice	12,000
Newcastle	9,100
Orono	3,604
<b>Total</b>	<b>48,704</b>
<b>Library Facility Shortfall (2016)</b>	<b>6,504</b>

\*2016 Census Clarington Population 92,013

## 4. Proposed Facility Program – Phase 2

- 4.1 Throughout the community engagement process, both an aquatic facility and a fitness/wellness centre were well received by our user groups and the public and should be included in the South Bowmanville facility. The Project Team had to not only consider the responses from the public but also had to consider the demand indicators and staff input on the current state of the potential facility components. Consideration of the total project cost has determined this facility needs to be developed in two phases. Once this decision was made, the Team identified what components would be proposed for Phase II. The timing on the Phase II project has not been confirmed but based on the 2017 Strategy the aquatic facility was identified for 2029.

### Aquatic Facility

- 4.2 The proposed program includes a 25 metre, 8 lane main pool tank, a large therapeutic pool, supervisor/lifeguard office, on deck storage, a large family change room as well as good sized male and female change rooms. The family change room will have barrier free change facilities and all change rooms will have universal design washrooms.
- 4.3 Based on the current usage of our three indoor swimming pools, it is anticipated the existing supply will satisfy the needs of the community for the next 4-7 years. The 2017 Indoor Facilities Strategy proposed a renovation at the Courtice Community Complex to commence design in 2024, which would expand the swimming pool area to the west, providing a larger warm water pool that would enhance younger children's learn to swim

programs and therapeutic uses. With a reconfiguration of the existing pool change rooms, this project should create pool capacity that will sustain the demand until a decision is made on an aquatic facility for South Bowmanville in the 2028/29 timeframe.

- 4.4 In 2015, a significant renovation was completed at the Alan Strike Aquatic and Squash Centre. In addition to immediate improvements to accessibility and public viewing, the improvements to the filtration, mechanical and electrical systems will extend the lifecycle of this facility for 10 – 15 years. At such time as a new aquatic facility is constructed, the need for the Alan Strike facility would drastically diminish and a decision on the future of the building would be required. There was some discussion at the Community Forum and in the on-line survey regarding the need for a 50 metre pool for Clarington. This type of facility would exceed the needs of our local community and would be considered a regional or provincial level type of facility, expensive to construct and to operate. This type of facility is not recommended for this facility.

### **Fitness/Wellness Space**

- 4.5 The proposed program includes a total of 8,000 square feet for aerobic, strength and conditioning, and spinning areas, change room facilities, assessment and storage rooms.
- 4.6 A centrally located fitness facility would be beneficial to the delivery of fitness services to our community, however, in the shorter term, we are concerned about the impact this would have on our existing membership base at Courtice Complex. Our membership base has remained relatively steady over recent years and staff agree that the current facility could accommodate increased memberships.
- 4.7 The Department does reach out to the entire community by offering a wide variety of fitness and wellness classes in most of our recreation facilities. This will continue through the offering of programs in the multi-purpose program space in Phase I of this project. There are also examples where equipment based opportunities have been incorporated into other areas of recreation facilities. A good example would be to provide treadmills and bikes adjacent to a walking track. This will be a consideration during the design phase of the new facility.
- 4.8 The provision of fitness facilities by Clarington is an area that is also serviced by the private sector. An existing Council resolution prevents development of municipal fitness centres and this must be reconsidered before moving forward with a fitness/wellness centre in this facility. Deferring this component to the second phase will allow staff to gauge the impact of population growth and the ability of the private fitness operators to satisfy the needs of the community.

## 5. Proposed Facility – Phase I and II Capital Costs

- 5.1 The summary of the total cost of the Phase 1 program is provided below. More details of the proposed budget can be found in Attachment 1. As the project costs will be shared between Community Services and Clarington Public Library, and will be financed separately, the total cost and the individual costs are provided.

Total Phase I Project Costs:

Construction	\$42,100,000
Design/Engineering/Project Management	4,200,000
Furnishings and Equipment	<u>1,705,300</u>
Total	\$48,005,300

Recreation Facility Costs:

Construction	\$36,969,750
Design/Engineering/Project Management	3,843,000
Furnishings and Equipment	<u>1,500,000</u>
Total	\$42,312,750

Branch Library Costs:

Construction	\$ 5,130,250
Design/Engineering/Project Management	357,000
Furnishing and Equipment	<u>205,300</u>
Total	\$ 5,692,550

- 5.2 The summary of the total cost of the Phase II program is provided below. More details of the proposed budget can be found in Attachment 1.

Phase II Project Costs:

Construction	\$16,600,000
Design/Engineering/Project Management	1,660,000
Furnishings and Equipment	<u>650,000</u>
Total	\$18,910,000

Please note that no financing calculations have been provided for Phase II capital costs.

## 6. Proposed Facility – Operating Costs

- 6.1 A detailed operating budget for the proposed Phase I project has not been finalized at this time. Based on the preliminary work to date, it is estimated that the components of the facility (excluding library operations) would generate in the \$1.0M range annually. In

addition, the existing indoor soccer facility annual revenues are \$150,000 and they are expected to grow following this expansion.

- 6.2 Consideration will also be given to alternative sources of funding for this facility, either to contribute to the capital costs or to the annual operating costs. This could include facility naming rights or sponsorships as well as instituting a surcharge on rentals and activities. Both of these revenue opportunities are used successfully in other Durham area municipalities.
- 6.3 In addition to the obvious partnership with CPL at this facility, staff will also look to partner with the private sector and/or local community groups to lease space to offer complementary services to the facility. This would provide a source of additional revenue. Examples of this could include pro shop and food services.
- 6.4 Staffing costs will represent the largest component of this facility's annual operating budget (excluding debt servicing charges). When constructed this would be the largest recreation facility in Clarington, and would require adequate staffing levels to both maintain the high quality of facility standards and deliver the best programs and services, expected by our community. The proposed staffing plan is still to be developed.
- 6.5 As utility costs represent the second largest impact to operating a facility, it will be important to control those costs. This will be done by adopting energy efficiency principles in the design phase of the project, as well as in our operating practices. As noted below, funding applications will be judged on meeting or exceeding published energy efficiency standards.
- 6.6 Community Services staff will continue to work on a proposed operating plan and will provide this to Council in advance of the 2020 budget deliberations as these costs would need to be identified in our four-year operating budget forecast.

## **7. Investing in Canada Infrastructure Program**

- 7.1 On September 3, 2019, the Province announced they were accepting applications for funding of projects under the Investing in Canada Infrastructure Program (ICIP), Community, Culture and Recreation stream. Approximately \$470 million in federal funding and \$320 million in provincial funding will be available in this stream over 10 years commencing in 2019. In addition to the current intake, a second intake is anticipated in 2021.
- 7.2 Priority will be given to projects that are community-oriented, non-commercial and open to the public. In addition, projects will be judged in terms of meeting or exceeding the



highest published standards for your jurisdiction, in terms of accessibility and energy efficiency.

- 7.3 The deadline date for submissions is November 12, 2019. The program calls for a two-step evaluation process. Initially, the Province will receive all applications for review. The Province will notify applicants if their project has been selected for nomination to the federal government for review and approval. This is estimated to occur in winter 2020. Applicants will be notified of the federal funding decisions in spring/summer 2020, also estimated.
- 7.4 Based on a review of the program guidelines, staff have determined that all associated costs for the design and construction of the facility expansion, as presented in this report, would be eligible costs and subject to the funding formula outlined in the program. The cost sharing formula (maximum for Federal and Provincial contributions, and minimum for municipal contributions) for all eligible costs is as follows:

Federal Contribution	40.00%
Provincial Contribution	33.33%
Municipal Contribution	26.67%

## 8. Potential Construction Schedule

- 8.1 The initial project schedule we were working towards needed to be revised due the timelines set out by the provincial and federal government for their infrastructure funding program. As indicated earlier in the report, a final decision on funding approval by the federal government is not expected earlier than the summer of 2020.
- 8.2 The Key Project Milestones are:
- |   |                   |
|---|-------------------|
| Infrastructure Funding Application          | November 12, 2019 |
| Council Capital Budget Approval             | January 20, 2020  |
| Infrastructure Funding Approval (estimated) | August 31, 2020   |
| Design Approval (estimated)                 | June 30, 2021     |
| Construction Contract Award (estimated)     | October 15, 2021  |
| Facility Open to Public (estimated)         | October 15, 2023  |
- 8.3 Should it be the desire of Council to accelerate the project schedule, approval for site geotechnical work and the facility design could be initiated upon project approval in the 2020 capital budget. However, it should be noted that costs incurred on this project in advance of receiving federal approval will not be eligible for the cost sharing program.

## 9. Construction Methodology

- 9.1 The preliminary timelines identified above are based on the traditional Stipulated Price Contract (Design-Bid-Build). This has been the method used for previous recreation facility construction. In addition, the Design-Build and more recently Integrated Project Delivery options could be considered.
- 9.2 Staff will further investigate these project options to determine what is in the best interest of the Municipality in terms of value for money, quality of final product and completion schedule. A decision will be made in advance of the estimated federal funding decision timeline.

## 10. Financial Considerations

### Capital Costs

- 10.1 The following provides a breakdown of the proposed costs of Phase 1:

<b>Recreation Component</b>	
Construction	\$36,969,750
Furniture, Fixtures and Equipment	1,500,000
Design/Engineering/Project Management	3,843,000
<b>Total Recreation</b>	<b>\$42,312,750</b>
<b>Library Component</b>	
Construction	\$5,130,250
Furniture, Fixtures and Equipment	205,300
Design/Engineering/Project Management	357,000
<b>Total Library</b>	<b>\$5,692,550</b>
<b>Total Phase 1</b>	
Construction	\$42,100,000
Furniture, Fixtures and Equipment	1,705,300
Design/Engineering/Project Management	4,200,000
<b>Total Phase 1 Cost</b>	<b>\$48,005,300</b>

### **Capital Funding Sources**

- 10.2 The Municipality can fund the capital costs related to the South Bowmanville Recreation Centre through government grants, development charges and sponsorships. It is important to understand what can be raised through these funding sources because the shortfall between these funding sources and the capital costs must be funded directly from the tax levy. There are many unknowns regarding government grants and development charges that prevent us from calculating what the tax levy impact of this facility will be.
- 10.3 The first unknown is the Municipality's application to the Investing in Canada Infrastructure Program. If successful, the grant could fund up to 73.33%, or \$35.2 million, and the Municipality's share would be \$12.8 million, which would be funded through development charges and the levy.
- 10.4 The second unknown is the amount that the Municipality will be able to fund through development charges (DC's). The new provincial act "Bill 108: More Homes, More Choice Act" will remove the soft-services (Parks, Recreation, Library and Planning Studies) from development charges and move these services to a Community Benefit Charge (CBC). The implication of this change is not yet known, as the regulations of the Act have not been released. It is anticipated that regulations will be released in October and once released, staff will be able to assess what the impacts will be.
- 10.5 Given that we do not know how the CBC will be calculated at this time, we will show a scenario where we are able to collect the same amount as we are able to under the existing DC framework, and a scenario where this project would not be eligible to be funded through the CBC.
- 10.6 Under the current Development Charge (DC) by-law, 90% or \$43.2 million of the new facility could be eligible to be funded through development charges. The remaining 10% or \$4.8 million, would be funded through own source revenues. The eligible amount will depend on the final scope of the facility and whether there is a benefit to existing or replacement share. At this time the new facility is not intended to replace existing facilities.

### **Financing**

- 10.7 The Region of Durham staff have estimated that the range of interest rates could be from 2.7% to 5.25%. To be conservative, staff have assumed a 20 year debenture at 5.25%. A lower rate would reduce the impact to the levy.

- 10.8 For the recreation component, based on a debenture of \$42.3 million, interest costs would be \$22.8 million, totalling \$65.1 million. The first year of debt servicing costs would total \$4.3 million.
- 10.9 The Clarington Public Library share would be \$5.7 million of principal plus \$3.1 million of interest, for a total of \$8.8 million. The first year of debt servicing costs would be \$580,000.
- 10.10 The following table shows the impact on the tax levy under four different scenarios. The scenarios consider whether the grant application is successful and whether the project will continue to be eligible under the new CBC.

Scenario	Grant	CBC	Recreation	Library	Total
1	No	No	7.60%	1.02%	8.62%
2	No	Yes	0.75%	0.10%	0.85%
3	Yes	No	2.00%	0.27%	2.27%
4	Yes	Yes	0.10%	0.03%	0.13%

- 10.11 Under Scenario 2 consideration must be given to the Municipality's ability to fund debt payments through DC's (or Community Benefit Charges). For Indoor Recreation, the average DC collections since 2015, which have been high growth years, has been \$3.5 million. Under Scenario 2, where the project would be CBC eligible, there would be \$3.9 million funded through the Indoor Recreation DC reserve fund annually. Without higher DC collections there would be an annual shortfall of \$400,000. The Indoor Recreation DC reserve fund is in a negative balance of \$120,000, and is committed to funding \$6.4 million of debt payments between 2019-2024 related to the Diane Hamre Recreation Complex and the Bowmanville Indoor Soccer Facility.
- 10.12 Debt servicing costs for Diane Hamre are expected to be complete in 2022. Starting in 2023 these funds can be redirected to the South Bowmanville Recreation Centre debt.
- 10.13 The average library DC collections have been \$550,000 since 2015. Under Scenario 2, where the project would be CBC eligible, there would be \$580,000 funded through the Library DC reserve fund annually. The Library DC reserve fund has an available balance of \$900,000, but is committed to funding \$78,000 debt payments annually related to the Courtice Library expansion. The current balance could be used to lower the debt requirements.

## **Operating Impact**

- 10.14 Community Services staff will continue to work on a proposed operating plan and will provide this to Council in advance of the 2020 budget deliberations, as these costs would need to be identified in the four year operating budget forecast.

## **Summary and Next Steps**

- 10.15 Without external financial resources such as senior government support and increased development growth there will be a significant impact to the tax levy. Therefore, it would be prudent at this time to apply to the Investing in Canada Infrastructure Program and assess the Municipality's ability to fund the facility once the status of the application is known.
- 10.16 Council may consider as part of the 2020 budget deliberations to begin a contribution to reserve funds to mitigate future debt servicing costs and stabilize potential tax increases.
- 10.17 Staff recently began the process to update the Municipality's DC by-law. As part of this process and once the regulations of Bill 108: More Homes, More Choice Act are released staff will report back to Council on how the CBC could fund the South Bowmanville Recreation Centre.

## **11. Concurrence**

This report has been reviewed by the Director of Finance who concurs with the recommendations.

## **12. Conclusion**

It is respectfully recommended that Council consider the findings of the research and community engagement completed by staff, with technical assistance from The Rethink Group, and conclude that the facility components proposed for the 2020 capital budget will serve our current residents as well as our community.

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Staff Contact: George Acorn, Acting Director of Community Services, 905-623-3379 ext. 2502 or [gacorn@clarington.net](mailto:gacorn@clarington.net).

Attachments:

Attachment 1 – Feasibility Study for the South Bowmanville Recreation Centre

Interested Parties:

List of Interested Parties available from Department.

# Draft Report

## Feasibility Study for the South Bowmanville Recreation Centre



**Prepared by:**

**The Community Services Department, Municipality of Clarington  
The Rethink Group, *Leisure Services Planning and Management*  
Lett Architects Inc.**

**October 2019**

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# Chapter One: Introduction

## 1.1 Objectives and Scope

The intent of this study is to update the findings and conclusions of the 2017 **Indoor Recreation Facilities Development Strategy** that relate to the proposed South Bowmanville Recreation Centre. That entailed updating key information about the current and future community profile, demand for the types of components and features that may comprise the recreation centre, utilization of relevant facilities, lifecycle status of older indoor recreation facilities, implications for existing facilities, and any new facilities and components that are currently under consideration.

The preferred components and characteristics of the proposed facility will be identified, and a conceptual facility and site plan was prepared, along with an estimate of capital cost.

Separate to this work, Community Services staff will continue to develop an operating budget for the proposed facility program, options to a preferred method of design and construction, an assessment of the ability of the Municipality to build and operate the facility, the financing strategy, and next steps and anticipated timeline for implementation. These deliverables are not included in this report.

## 1.2 Methodology

A 'scoped' approach is being undertaken to test and refine the concept for the proposed South Bowmanville Recreation Centre against the recommendations contained in the **Indoor Recreation Facilities Development Strategy** and to assess the feasibility of the facility. A good deal of information was collected and integrated to reach the conclusions and develop the recommendations contained in the 2017 strategy that relate to the proposed South Bowmanville Recreation Centre.

This study updated and added to the original research about supply, local demand and trends. On June 18, 2019, a Community Forum was hosted that engaged over 80 stakeholder groups and community residents. The intent of the Forum was to evaluate the emerging facility concept and provide suggestions to further advance the concept. The municipal website was used to provide information about the study. An on-line household survey was hosted on the web site from late June into early July that mirrored the questions discussed at the Community Forum. Refer to **Section 3.5.2 and 3.5.3** for the results of the Community Forum and the household survey.

On June 13, 2019, a session was held with Community Services Department staff to augment information being collected about local demand and trends – and to provide further input into the evolving facility concept.

Once the facility and site concept were finalized, capital costs were estimated as outlined under objectives and scope.

### 1.3 Report Structure

The report is organized into four chapters and one appendix as follows:

Chapter One: Introduction

Chapter Two: Planning Context

Chapter Three: Needs Assessment

Chapter Four: The Facility Concept

Appendix A: Reports and Information Reviewed

## Chapter Two: Planning Context

### 2.1 Introduction

This chapter identifies key strategies and studies that were reviewed, describes the profile of the community, as well as anticipated population growth and change.

### 2.2 Aligning with Corporate Frameworks

Since the intent of this report is to update and advance the research, findings and recommendations of the 2017 **Indoor Recreation Facilities Development Strategy**, the strategic policy documents and supporting documents and policies that were reviewed for that study have been repeated below, along with other key documents that were reviewed for this update.

#### 2.2.1 Strategic Policy Documents

- Municipality of Clarington Strategic Plan (2015-2018)
- 2015 Municipality of Clarington Development Charges and Background Study
- Consolidated 2014 Municipality of Clarington Official Plan (adopted November 2016)
- Comparison Guide for Proposed Changes to the Official Plan
- Municipality of Clarington Community Services Strategic Plan
- Indoor Recreation Facilities Development Strategy, 2017

#### 2.2.2 Supporting Documents and Policies

- 2013-2017 Accessibility Plan
- 2014 Accessibility Status Report
- 2014 Growth Trends Review
- Department Operating Budget
- Department Capital Budget
- Recreation and Leisure Guide
- Clarington Community Forecast Update
- Clarington Community Forecast – Population and Employment Projections
- Municipality of Clarington Customer Service Policy (CLD-023-09)
- Parks, Open Space and Trails Development Paper
- Schedule of Rates and Fees (CSD-007-15)
- Various staff reports
- Memorandum to the Municipality of Clarington Re: Clarington Community Forecast Update 2013, Hemson Consulting Ltd, January 2013
- Places to Grow – Growth Plan for the Greater Golden Horseshoe (2017)
- Clarington Growth Trends 2017, Municipality of Clarington Planning Services Department, 2017

- Clarington Growth Trends 2018, Municipality of Clarington Planning Services Department, 2018
- Demographic Information 2018, Clarington Board of Trade and Office of Economic Development
- Statistics Canada, 2016 Census, Community Profile, Municipality of Clarington Census Subdivision
- Statistics Canada, 2016 Census, Community Profile, Bowmanville Population Centre
- Statistics Canada, 2016 Census, Community Profile, Regional Municipality of Durham Census Subdivision
- Statistics Canada, 2016 Census, Community Profile, Province of Ontario

## 2.3 Community Profile

### 2.3.1 Regional Context

The Municipality of Clarington is an urban-rural community with one of the largest land areas (611 kms<sup>2</sup>) in the Greater Toronto Area. It's rich heritage dates back over 125 years. The landform is diverse, comprising the Lake Ontario shoreline, the Oak Ridges Moraine and farmland that is protected by the extensive Ontario Greenbelt. Easy access to the Greater Golden Horseshoe region and the rest of southern Ontario is afforded by highways 401, 407, 418 (future), 35/115, as well as C.N. and C.P. rail lines and a future GO Train terminal.

The Municipality is located within the Region of Durham and is bordered by the City of Oshawa on the west, the Township of Scugog and the City of Kawartha Lakes on the north, the Municipality of Port Hope on the east and Lake Ontario on the south.

### 2.3.2 Communities within a Community

As a 'community of communities' Clarington comprises the following four distinct urban areas: Courtice, Bowmanville, Newcastle and Orono - located west to east along the Lake Ontario shoreline, principally linked by highways 2 (King Street East) and 401. Within the rural area are smaller hamlets and settlement areas (Hampton, Newtonville, Solina, Tyrone, Mitchell Corners, Leskard, Enniskillen, Haydon, Wilmot Creek, Kirby, Burkton, Enfield, Maple Grove and Brownsville) – each with a defined settlement area boundary).

## Current Population

Bowmanville is the most populated of the urban areas, followed by Courtice and Newcastle. The 2016 census population is reported below. The Statistics Canada Census Profile did not delineate Courtice as a separate settlement area; therefore, the population of Courtice and, by default, the rural area are estimates. The estimated net under-coverage for Clarington that has been calculated at 3.73% has been applied to

the national census numbers. The national net under-coverage is lower at 2.8%.

- Courtice 27,000 (estimate)
- Bowmanville 40,840
- Newcastle 9,509
- Rural area 18,096 (estimate)
- **Total 95,445**

Clarington Planning Services recently estimated the 2018 population as follows:

- Courtice 27,422
- Bowmanville 46,600
- Newcastle 10,881
- Rural area 19,692
- **Total 104,580**

### 2.3.3 Age Profile

The 2016 census reported that the age profile of the Municipality of Clarington was similar to Durham Region, but considerably younger than Ontario. For Clarington, the average age was 38.9 compared to Ontario at 41.0. At 39.1, the median age in Clarington was also younger than Ontario (40.2).

Compared to Ontario, the percentage of children, youth, young adults and mid-age adults in Clarington was higher, while the percentage of the population that was age 55+ was significantly lower (26.3% in Clarington, compared to 30.4% for Ontario).

Compared to Durham Region, the percentage of children, youth and young adults in Clarington was slightly larger. The percentage of age 40-54 adults was the same as Durham Region. However, for the age 55+ population, the Clarington percentage was slightly smaller (26.3% compared to 27.8%)

This suggests that Clarington is attractive to young families in their family-forming years. Communities that are growing at an above average rate tend to have a younger age profile. The number of children and youth age 0-19 totaled 23,360, and the number of young adults age 20-39 totaled 23,790. Even though the proportion of older adults was below the provincial average, there were 12,615 age 65+ and 24,205 age 55+ in 2016.

Refer to **Table 1** for more detail.

### **Bowmanville**

Since the proposed facility will be located within the Bowmanville urban area, it is useful to examine the demographic profile of that community. Statistics Canada, through the 2016 census, provided specific data about what they refer to as the Bowmanville Population Centre. The age profile of the Bowmanville community was younger than the Municipality as a whole, with a much larger percentage of children, youth and young adults. The percentage of mid-age adults (age 40-54) was slightly smaller than the

Municipality as a whole, and the percentage of the Bowmanville population age 55+ was considerably smaller than the Municipality (22.4% compared to 26.3%).

For Bowmanville, the average age was 36.9 compared to Clarington at 38.9. At 36.1, the median age in Bowmanville was also considerably younger than Clarington (39.1).

Refer to **Table 1** for more detail.

#### 2.3.4 Income

The 2016 census reported on 2015 household income. For Clarington, average household income (before tax) was somewhat higher than the Ontario average at \$109,266 compared to \$97,856. Average household income in Clarington was slightly higher than Durham Region (\$106,886). At \$100,758, the average household income for Bowmanville was lower than Clarington and Durham Region, but higher than the Ontario average.

In 2015, almost half of households in Clarington had an income of \$100,000 +, which was higher than Durham Region and considerably higher than Ontario (47.2%, 43.8% and 34.9% respectively). For Bowmanville, the figure was lower at 45.7%.

Refer to **Table 2** for more detail.

**Table 1: Age Profile - Clarington, Bowmanville, Durham Region and Ontario, 2016**

Age Cohort	Clarington		Bowmanville		Durham Region	Ontario
	#	%	#	%	%	%
0-4	5,590	6.1	2,750	7.0	5.5	5.2
5-9	5,790	6.3	2,835	7.2	6.2	5.6
10-14	5,770	6.3	2,545	6.5	6.3	5.6
15-19	6,210	6.7	2,660	6.8	6.7	6.0
20-24	5,880	6.4	2,395	6.1	6.7	6.7
25-29	5,410	5.9	2,665	6.8	5.8	6.5
30-34	6,240	6.8	3,110	7.9	6.1	6.4
35-39	6,260	6.8	3,055	7.8	6.4	6.3
40-44	6,235	6.8	2,835	7.2	6.7	6.5
45-49	6,515	7.1	2,750	7.0	7.3	7.0
50-54	7,900	8.6	2,965	7.5	8.5	7.9
55-59	6,545	7.1	2,380	6.0	7.5	7.4
60-64	5,045	5.5	1,880	4.8	5.9	6.3
65-69	4,320	4.7	1,495	3.8	4.9	5.5
70-74	3,235	3.5	1,110	2.8	3.4	3.9
75-79	2,170	2.4	760	1.9	2.4	2.9
80-84	1,520	1.7	580	1.5	1.8	2.3
85+	1,375	1.5	625	1.6	1.8	2.2
<b>Total</b>	<b>92,013</b>	<b>100</b>	<b>39,371</b>	<b>100</b>	<b>100</b>	<b>100</b>
0-9	11,380	12.4	5,585	14.2	11.7	10.8

Age Cohort	Clarington		Bowmanville		Durham Region	Ontario
	#	%	#	%	%	%
10-19	11,980	13.0	5,390	13.7	12.9	11.6
20-39	23,790	25.9	11,225	28.5	25.1	19.6
40-54	20,650	22.4	8,550	21.7	22.4	21.4
55-64	11,590	12.6	4,260	10.8	13.5	13.7
55+	24,205	26.3	8,825	22.4	27.8	30.4
65+	12,615	13.7	4,565	11.6	14.4	16.7
<b>Average Age</b>	<b>38.9</b>		<b>36.9</b>		<b>38.9</b>	<b>41.0</b>
<b>Median Age</b>	<b>39.1</b>		<b>36.1</b>		<b>40.2</b>	<b>41.3</b>

**Source:** Statistics Canada, 2016 Census (not including the census net under-coverage rate of 2.8%)

### 2.3.5 Educational Attainment

Educational attainment for Clarington residents age 15 and older was very similar to Durham Region and Ontario – across all levels. Levels in Bowmanville were very similar to Clarington as a whole.

Refer to **Table 3** for more detail.

### 2.3.6 Ethno-Cultural Characteristics

Although the population is not as ethno-culturally diverse in Clarington compared to Durham Region and Ontario, it will become more so in the coming years.

### Visible Minority Population

The proportion of the population representing visible minorities in Clarington (and Bowmanville) is much smaller than Durham Region and Ontario (7.9% and 8.0% for Clarington and Bowmanville, compared to 27.15 and 29.3% for Durham Region and Ontario). In 2016, the top five sub-groups in Clarington were:

- Black 2.7%
- South Asian 1.7%
- Filipino 0.6%
- Latin American 0.6%
- Chinese 0.6%

In Durham Region, the top sub-group was South Asian (8.6%), followed by Black (8%) and Filipino (2.3%). For Ontario, the top sub-group was South Asian (8.7%), followed by Chinese (5.7%) and Black (4.7%).

### Place of Birth

At 54.9% and 54.0% respectively, Europe is the top place of birth of Clarington and Bowmanville residents, followed by the Americas and Asia. For Durham Region and Ontario, Asia represents the top place of birth, followed by Europe and the Americas.

### **Ethnic Origin**

At 76.8% and 75.3%, European was the top ethnic origin reported for Clarington and Bowmanville residents in the 2016 census. Although that was also the case for Durham Region and Ontario, the percentages were considerably smaller at 65.2% and 61.2% respectively. North American non-Aboriginal origins were second in all jurisdictions, followed by Asian – although for Asian origins, the percentages were much higher in Durham Region and Ontario.

### **Aboriginal Identity**

For Clarington, Bowmanville, Durham Region and Ontario, Aboriginal Identity was similar at between 2.0% and 2.8%.

Refer to **Table 4** for more detail.



**Table 2: Household Income - Clarington, Bowmanville, Durham Region and Ontario, 2015**

Income Characteristic	Clarington	Bowmanville	Durham Region	Ontario
Average total income of households	\$109,266	\$100,758	\$106,886	\$97,856
Total household income by income group				
▪ Under \$10,000	1.0%	1.0%	1.6%	3.0%
▪ \$10,000 to \$19,999	2.4%	2.9%	3.8%	6.2%
▪ \$20,000 to \$29,999	4.2%	4.8%	5.5%	7.5%
▪ \$30,000 to \$39,999	5.3%	5.7%	6.1%	7.9%
▪ \$40,000 to \$49,999	6.2%	6.8%	6.7%	7.9%
▪ \$50,000 to \$59,999	6.8%	7.0%	6.8%	7.5%
▪ \$60,000 to \$69,999	6.8%	6.9%	6.8%	7.0%
▪ \$70,000 to \$79,999	6.7%	6.9%	6.5%	6.5%
▪ \$80,000 to \$89,999	6.7%	7.2%	6.4%	6.0%
▪ \$90,000 to \$99,999	6.5%	7.0%	6.1%	5.5%
▪ \$100,000 to \$149,000	25.4%	25.6%	22.9%	18.5%
▪ \$150,000 and over	21.8%	20.1%	20.9%	16.4%

**Source:** Statistics Canada, 2016 Census

**Table 3:  
Educational Attainment (Age 15 and Over) Clarington, Bowmanville, Durham Region and Ontario, 2016**

Attainment Level	Clarington	Bowmanville	York Region	Ontario
No certificate, diploma or degree	16.7%	17.4%	16.2%	17.5%
Secondary school diploma or equivalency certificate	29.4%	29.1%	29.9%	27.9%
Post-secondary certificate, diploma or degree	53.9%	53.5%	53.9%	55.1%

**Source:** Statistics Canada, 2016 Census

### 2.3.7 Persons with Disabilities

One in seven people in Ontario has a disability (almost 2 million). By 2036, that number is expected to rise to one in five as people age. Over the next 20 years, aging Ontarians and people with disabilities are expected to represent 40% of the total population. Although figures are not available for Clarington's younger than average population, it is likely that the proportion of the current population with a disability is close to the Ontario average. Based on the 2016 population of Clarington, there are likely over 13,000 local residents living with a disability.

**Table 4: Ethno-Cultural Characteristics - Clarington, Bowmanville, Durham Region and Ontario, 2016**

<b>Characteristics</b>	<b>Clarington</b>	<b>Bowmanville</b>	<b>York Region</b>	<b>Ontario</b>
<b>Visible Minority Population</b>				
▪ <b>Total</b>	<b>7.9%</b>	<b>8.0%</b>	<b>27.1%</b>	<b>29.3%</b>
▪ Black	2.7%	2.7%	8.0%	4.7%
▪ South Asian	1.7%	0.4%	8.6%	8.7%
▪ Filipino	0.6%	0.7%	2.3%	2.4%
▪ Latin American	0.6%	0.4%	1.0%	1.5%
▪ Chinese	0.6%	0.4%	1.9%	5.7%
▪ Arab	0.3%	0.3%	0.9%	1.6%
▪ West Asia	0.2%	0.3%	1.0%	1.2%
▪ Korean	0.1%	0.1%	0.2%	0.7%
▪ Japanese	0.1%	0.1%	0.2%	0.2%
<b>Place of Birth</b>				
▪ Americas	20.6%	21.1%	26.6%	15.5%
▪ Europe	54.9%	54.0%	31.4%	29.7%
▪ Africa	3.6%	5.4%	5.3%	5.9%
▪ Asia	15.2%	18.7%	36.3%	48.5%
▪ Oceania and Other Places of Birth	0.6%	0.9%	2.7%	4.4%
<b>Ethnic Origin</b>				
▪ North American Aboriginal Origins	4.3%	5.1%	3.2%	3.9%
▪ Other North American Origins	36.8%	46.2%	28.8%	24.3%
▪ European Origins	76.8%	75.3%	65.2%	61.2%
▪ Caribbean Origins	3.0%	2.8%	7.8%	3.5%
▪ Latin, Central & South American Origins	1.7%	1.5%	2.8%	2.4%
▪ African Origins	1.3%	1.5%	3.1%	3.1%
▪ Asian Origins	5.1%	5.3%	17.7%	23.4%
▪ Oceania Origins	0.2%	0.2%	0.2%	0.2%
<b>Aboriginal Identify</b>	2.6%	2.9%	2.0%	2.8%

## 2.4 Anticipated Population Growth and Change

Between 2011 and 2016, Census Canada reported that the population of Clarington had increased by 7,465 or 8.8%, which was considerably faster than the Ontario average of 4.6%. During the same period, Bowmanville grew at an even faster rate of 12%.

The most current population forecast for Clarington is dated. A Community Forecast Update for Clarington was produced by Hemson Consulting Ltd. in January 2013. That forecast was based on population, households and housing data reported in the 2011 census and the 2009 Growth Plan for the Greater Golden Horseshoe. The Hemson Update projected the population to 2031 for the Municipality and for Courtice,

Bowmanville, Newcastle and the rural area. The 2009 Growth Plan for the Greater Golden Horseshoe forecast the 2016 population of Clarington to be 97,100, which was 1,655 above the census population (including the Clarington-specific census net under-coverage of 3.73% that was applied to the 2016 census population).

**Table 5: Clarington Population by Community, 2006 – 2031**

Year	Bowmanville	Courtice	Newcastle	Rural	Total
2006	31,600	23,200	8,900	17,200	80,900
2011	36,100	24,900	8,300	18,400	87,700
2016	40,840	27,000	9,509	18,096	95,445
<b>2018</b>	<b>46,600</b>	<b>27,422</b>	<b>10,881</b>	<b>19,667</b>	<b>104,580</b>
2021	47,100	31,300	12,200	19,100	109,800
2026	55,100	33,600	15,300	19,600	123,900
<b>2031</b>	<b>64,200</b>	<b>36,600</b>	<b>19,300</b>	<b>20,300</b>	<b>140,400</b>
<b>Growth 2018-2031</b>	<b>17,600 37.8%</b>	<b>9,178 33.5%</b>	<b>8,419 77.4%</b>	<b>633 3.2%</b>	<b>35,820 34.3%</b>

**Sources:** Statistics Canada Census (2006, 2011, 2016), Clarington Planning Services (2019) and Hemson Consulting Ltd. (projections for 2021, 2016, 2031)

**Note:** 2016 population includes net under-coverage rate of 3.73% (Clarington-specific).

Growth is projected to be almost exclusively focused on the three urban communities, with the share of the population gradually diminishing in the rural areas. It is projected that between 2018 and 2031, the population of Newcastle will increase at a much faster rate than Courtice and Bowmanville.

The full build-out population for the Municipality of Clarington, the three urban communities and the rural area are as projected by 2031 in the Growth Plan for the Greater Golden Horseshoe - and based on the share of the Region's population that was allocated to Clarington. However, it is possible that the 140,400 allocation for Clarington could be increased. Refer to **Table 5**.

#### 2.4.1 Changing Age Profile

The 2013 Community Forecast Update by Hemson Consulting Ltd. projected the changing age profile of the Municipality, the three urban communities and the rural area to 2031.

The overall aging of the population in the Municipality is a demographic trend that is typical of most Ontario communities, as well as much of Canada. However, in Clarington, the effect of higher fertility rates, especially in the three urban communities, will result in a larger number and percentage of children in the population, compared to provincial averages.

During the twenty-year period (2016-2031), the big Baby Boom and Millennial generations will greatly impact the age profile of Clarington. The Baby Boom will shift from age 51-70 to age 66-85. The Millennial generation will shift from age 16-36 to age 31-51.

That will result in a much smaller proportion of mid-age adults (age 40-54) and a significantly increased proportion of age 65+ residents. The mid-age population is projected to decline from 22.4% to 15.5%, while the age 65+ population is expected increase from 13.7% to 17.1%. The young adult population (age 20-39) is projected to increase a great deal from 25.9% to 33.9%, along with an increase in the child population (from 12.4% to 13.7%). The youth population is projected to decline in percentage from 13% to 11%, along with the pre-senior (age 55-64) population (12.6% to 8.7%).

Refer to **Table 6** for the details.

**Table 6: Projected Trends in Age Profile, Municipality of Clarington and Bowmanville, 2016-2031**

Age Cohort	Clarington				Bowmanville			
	2016		2031		2016		2031	
	#	%	#	%	#	%	#	%
<b>0-9</b>	11,380	12.4	18,530	13.7	5,585	14.2	8,510	13.8
<b>10-19</b>	11,980	13.0	14,890	11.0	5,390	13.7	7,140	11.6
<b>20-39</b>	23,790	25.9	45,890	33.9	11,225	28.5	22,270	36.1
<b>40-54</b>	20,650	22.4	20,920	15.5	8,550	21.7	10,010	16.2
<b>55-64</b>	11,590	12.6	11,820	8.7	4,260	10.8	5,180	8.4
<b>65-74</b>	7,555	8.2	12,750	9.4	2,605	6.6	4,550	7.4
<b>75+</b>	5,065	5.5	10,410	7.7	1,965	5.0	3,390	5.6
<b>55+</b>	24,205	26.3	34,980	25.9	8,825	22.4	13,120	21.3
<b>65+</b>	12,615	13.7	23,160	17.1	4,565	11.6	7,940	12.9
<b>Total</b>	<b>92,013</b>	<b>100.0</b>	<b>135,210</b>	<b>100.0</b>	<b>39,371</b>	<b>100.0</b>	<b>61,650</b>	<b>100.0</b>
<b>50-69</b>	23,810 ■	25.9% ■	25,090	18.6	8,720 ■	22.1 ■	11,660	18.9
<b>65-84</b>	11,245	12.2	20,040 ■	14.8% ■	3,945	10.0	7,770 ■	11.6 ■
<b>15-34</b>	23,740 ◆	25.8 ◆	41,910	31.0	10,830 ◆	27.5 ◆	20,940	34.0
<b>30-49</b>	25,250	27.4	39,830 ◆	29.5 ◆	11,770	29.9	18,260 ◆	29.6 ◆

**Source:** Statistics Canada Census and Hemson Consulting Ltd.

<b>Baby Boom Generation</b>	■
<b>Millennial Generation</b>	◆

For Bowmanville, the patterns are similar, except that the child population is projected to decline slightly by 2031 instead of increasing, as is anticipated for the Municipality as a whole (from 14.2% to 13.8%).

## Chapter Three: Needs Assessment

### 3.1 Introduction

In this chapter, the market area will be described, along with the 2017 Indoor Recreation Facilities Development Strategy, indoor recreation and library facilities, updated demand indicators, and the life cycle status of Municipality of Clarington indoor recreation facilities. The chapter wraps up with conclusions and implications for the proposed South Bowmanville Recreation Centre.

### 3.2 The Market Area

Even though the Municipality is comprised of four prominent communities, each with a long and well-established history (Courtice, Bowmanville, Newcastle and Orono), as well as a number of hamlets and smaller settlement areas, it is expected that major recreation facilities, no matter where they are located and what facility mix they contain, will be programmed and promoted as available to all residents. It is not the intent to replicate all types of major recreation facility in each of the three communities and throughout the rural area. Some facilities such as the Garnet B. Rickard Recreation Complex regularly attract customers from across the Municipality. Current indoor recreation centres and stand-alone arenas represent a well-balanced distribution of facilities. However, since there is only one full-service fitness facility located in Courtice, and one full-size gymnasium located in Newcastle, those types of facilities are not evenly distributed.

Therefore, it is not intended for the proposed South Bowmanville Recreation Centre to only serve the Bowmanville community. Consequently, the market area for this facility is the entire Municipality of Clarington.

### 3.3 Indoor Recreation Facilities Development Strategy, 2017

In January 2017, the Indoor Recreation Facilities Development Strategy for the Municipality of Clarington was received by Council. The objective was to prepare a strategy for the provision of indoor recreation facilities to 2031, a date that may roughly coincide with a full-developed municipality and a projected population of 140,400. The only indoor recreation facilities that were not fully included in the strategy were the stand-alone arenas located in Orono and Newcastle. Although owned by the Municipality, they are operated by independent boards of management. The seven other community facilities were included in the study and the provision strategy.

The strategy included short-term, medium-term and long-term recommendations. The timing/phasing of recommended facilities is contingent upon many factors, including actual population growth to 2031, facility utilization, future recreation preferences, the financial capacity of the Municipality to fund and operate additional facilities, competing municipal priorities, and life expectancy of existing recreation facilities.

### **Short-Term (2017-2021)**

1. Rescind Council Resolution C-286-03 regarding the Municipal role in providing equipment-based fitness facilities (2017).
2. Provide a new community centre in south Bowmanville at the location of the indoor soccer facility (South Bowmanville Recreation Centre).  
Phase One (2018):
  - twin-pad arena<sup>1</sup>
  - gymnasium
  - fitness/wellness facility
  - indoor walking track
  - multipurpose program spaces
  - youth and older adult space
  - Department of Community Services administration offices

### **Medium Term (2022-2026)**

1. Phase One expansion of the Diane Hamre Recreation Complex (2022):
  - fitness/wellness facility
  - youth and older adult space
2. Re-assess arena needs (2023).
3. Expand the Courtice Community Complex to include a new teaching pool (2024).
4. Phase Two Expansion of the Diane Hamre Recreation Complex (2026):
  - twin-pad arena<sup>2</sup>
  - indoor walking track

### **Long-Term (2027-2031)**

1. Expand the South Courtice Arena (2027)
  - gymnasium
2. Assess indoor aquatic needs (2028)
3. Phase Two Expansion the South Bowmanville Recreation Centre (2029)
  - indoor aquatic facility

<sup>1</sup> A twin-pad arena in Bowmanville is recommended based on the estimated hours being contracted by minor sport users in surrounding communities, expansion of adult hockey opportunities and expansion of municipal recreation programs and services. Construction would commence after the Municipality confirms that sufficient ice-related demand exists, based on market conditions at that future time.

<sup>2</sup> A twin-pad arena is recommended at the Diane Hamre Recreation Complex subject to the results of an arena needs assessment in 2023.

### 3.4 Indoor Recreation and Library Facilities

Below is a description of indoor recreation and library facilities owned by the Municipality of Clarington.

#### **South Courtice Arena (77,000 ft<sup>2</sup>) – 2003**

- Twin-pad arena (Olympic and NHL size ice surfaces)
- ¼ court gym with hardwood floor (more of an aerobic fitness studio)
- 2 multipurpose and meeting rooms
- The John Howard Society operates a Youth Centre in a second-floor space between the ice pads
- There is room to expand on the site

#### **Courtice Community Centre (47,000 ft<sup>2</sup>) - 1997**

- 25 metre leisure-style pool x 6 lanes
- Teaching pool (too small and too shallow)
- Whirlpool/sauna adjacent to pool deck
- Change rooms associated with the aquatic facility (male/female/family)
- Fitness centre (approx. 2,000 ft<sup>2</sup> strength and conditioning gym + approx. 2,000 sf group fitness/aerobic studio + approx. 1,000 sf multipurpose room + reception area + M/F change rooms) – the strength and conditioning gym is too small – 3 levels of membership are offered (Fitness Membership Basic, Fitness Membership Plus, and Group Fitness)
- Change rooms and sauna associated with the fitness operation
- Dedicated older adult space (approx. 3,000 ft<sup>2</sup> in total - reception area + 2 multipurpose rooms + a small ‘coffee shop’) – not used in the evenings and on weekends – not a membership-based facility
- Branch library (enlarged in 2015) – 12,000 ft<sup>2</sup>, includes a multipurpose room
- There is room to expand to the west over the soccer field

#### **Garnet B. Rickard Recreation Complex (88,600 ft<sup>2</sup>) – 1988**

- Twin-pad arena (1988 and 1998) – one with +/- 1,500 seating and the other with less
- Banquet hall (6,000 ft<sup>2</sup> - divisible into 3 spaces) + kitchen + outdoor courtyard that can serve alcohol + storage via hallway – recently renovated – heavily used – a community ‘go-to’ place
- 2 multipurpose rooms
- Community Care office and Adult Day Program located in the facility (2010)
- Concession operated by Participation House
- There is no room for facility expansion

#### **Bowmanville Indoor Soccer Facility (28,500 ft<sup>2</sup>) – 2005**

- Indoor synthetic field (slightly under-size at 100' x 180')
- Change rooms (4)
- Meeting room



- Supports indoor walking around the perimeter of the field
- Adjacent outdoor lighted lacrosse box
- There is room to expand to the north and west

#### **Alan Strike Aquatic and Squash Centre (17,200 ft<sup>2</sup>) – 1982**

- Attached to Bowmanville High School
- Major renovation in 2015 to extend useful life by 10-15 years
- 25 metre rectangular pool tank x 6 lanes
- Whirlpool/sauna adjacent to pool deck
- Upper and lower viewing areas – limited occupancy
- Narrow pool decks
- Starting blocks, but no diving board
- Shallow end is 1 m deep
- Change rooms (male/female/family)
- Sanctioned by FINA for swim meets
- Upper viewing areas
- 2 International squash courts
- Multipurpose space – upper level

#### **Diane Hamre Recreation Complex (61,900 ft<sup>2</sup>) – Newcastle – 2008**

- 25 metre rectangular pool tank x 6 lanes
- Teaching pool – large, variable depth to 1 metre
- Whirlpool/sauna adjacent to pool deck
- Change rooms (male/female/family)
- Double gymnasium
- Children's activity room
- Multipurpose rooms (2) – support floor-based group fitness classes
- Meeting room
- Ample common/viewing areas
- The John Howard Society operates a Youth Centre

#### **Darlington Sports Centre – (32,000 ft<sup>2</sup>) - 1975**

- Single-pad arena
- 4 dressing rooms
- Major renovation in 2010 to extend useful life for 10-15 years

#### **Newcastle Memorial Arena – (27,000 ft<sup>2</sup>) - 1975**

- Single-pad arena

#### **Orono Arena and Community Centre (36,000 ft<sup>2</sup>) - 1974**

- Single-pad arena
- Community hall



## Libraries

- **Main Branch** – located in Bowmanville at 163 Church Street – co-located with the municipal office – 24,000 ft<sup>2</sup> (2003)
- **Courtice Branch** – Co-located with the Courtice Community Complex at 2950 Courtice Road (12,000ft<sup>2</sup>) - originally build in 1997 – renovated and expanded in 2015
- **Newcastle Branch** – located at 150 King Avenue East – 3700 ft<sup>2</sup> (2009)
- **Orono Branch** – located at 127 Church Street – 3600 ft<sup>2</sup> (originally constructed in 1882 as a private residence. The building was obtained by the Library Board in 1969 and opened in 1970)

## 3.5 Updated Demand Indicators

### 3.5.1 Introduction

As introduced earlier, the demand research focused on the types of facilities being considered for the proposed South Bowmanville Recreation Centre. The research was further focused on arenas, aquatic facilities and fitness/wellness facilities.

In addition to the Community Forum and the online household survey, Community Services staff conducted two meetings with the following groups:

- **Meeting One:** Clarington Minor Hockey Association, Clarington Zone AAA Hockey Association, Clarington Girls Minor Hockey Association, Eastern Elite Hockey, Scary Skate and the Newcastle Arena Board
- **Meeting Two:** Clarington Swim Club (instructional and competitive swim programs), Clarington Squash Club (recreational squash league), Autism Home Base Durham (programs and support for age 18+ people with Autism), Clarington Minor Lacrosse Association (representative and house league) and Clarington Green Gaels Jr. B Lacrosse Association.

Additional demand research comprised the following:

- recent wait lists and requests for programming and facilities;
- trends in registration re: sport and other relevant user groups;
- trends in program registration;
- trends in facility bookings and utilization (including level of utilization in hours and uses/programs – to determine if there is additional capacity in any facilities for specific uses); and
- any other indicators of demand.

In **Section 3.5.11**, key national trends in leisure demand and facility provision that relate to the proposed community centre are noted.

The other types of non-recreation facilities being considered for the proposed South Bowmanville Recreation Centre include:

- a branch library (to supplement the main branch in Bowmanville, and satellite branches in Courtice, Newcastle and Orono),
- Tourism Clarington (move the office from the Liberty Street South location), and
- Department of Community Services administration offices.

A significant factor in the demand assessment across all leisure interests and types of facilities is that the population of Clarington is projected to increase by at least 34% by around 2031 (38% in Courtice, 34% in Bowmanville and 77% in Newcastle).

Key findings and conclusions from the community engagement program and the analysis of the other demand research are reported below.

### 3.5.2 The Community Forum

On June 18, 2019, a Community Forum was hosted at the Garnet B. Rickard Recreation Complex to provide an opportunity for user groups, other stakeholders and residents to hear about and provide their thoughts about the proposed South Bowmanville Recreation Centre. Approximately 90 people attended the session and were organized into eleven discussion groups. After a presentation of background information, delegates participated in small group discussion.

The following were the discussion questions:

1. What do you most like about what's being proposed so far regarding the South Bowmanville Recreation Centre?
2. Is there anything that you would add, subtract or otherwise change about the emerging facility concept?

The response from both questions was recorded by discussion group leaders. The feedback from both questions has been combined into the following nine themes:

- Indoor Ice
- Aquatics
- Fitness/Wellness
- Multipurpose Space
- Gymnasium
- Outdoor Space
- Design/Layout
- Lobby/Administration
- Other

## **Indoor Ice**

- 10 of 11 groups discussed indoor ice/arenas.
- 9 of 10 groups agreed that more ice pads are needed (from 2 to 4). One group did not think that an arena should be included in the proposed facility.
- One group indicated that Newcastle needs another arena/ice pad.
- Three groups mentioned the need for dry pads (lacrosse).
- Two groups suggested that a curling facility be included.
- Two groups suggested that the proposed walking track could be around an ice pad.
- One group suggested a goalie training pad and another group suggested a half-pad.
- One group mentioned the economic benefit to the community of tournaments.

## **Aquatics**

- All groups agreed that an aquatic facility should be included in the proposed recreation centre.
- There were many opinions about the nature of the aquatic facility.
- Four groups suggested 8-lanes x 50 metre with viewing area and a sufficiently wide pool deck to support swim meets.
- Two groups suggested inclusion of a therapeutic pool and/or a teaching pool.
- Other suggestions: saltwater pool, large whirlpool, indoor splash pad, slide, diving board, adjustable floor.
- Various programs were noted: aquafit for older adults, diving, competitive swimming, swim meets (national), lessons, water polo.

## **Fitness/Wellness**

- Eight groups discussed this topic.
- The value of a fitness centre and dryland training area for sport teams was noted by three groups.
- One group mentioned a sport rehabilitation facility/program.
- Group fitness and less focus on equipment was noted by four groups, although some saw a combination of equipment and group fitness.
- One group suggested a childminding service.

## **Multipurpose Space**

- Every group discussed this component.
- Common comments: flexible, quiet, supports many programs and meetings – for all ages

## **Gymnasium**

- Every group discussed this component.
- Dividable was important (2 or 3 units)
- Many gym sports were mentioned.
- Ensure ample storage is available.

## **Outdoor Space**

- Eight groups discussed this topic.
- Suggestions included: pickle ball courts (3), ice rink/ice skate trail (4), patio (3), performance venue (1), adult fitness gym (1), walking trails and link to wider trail network (2), tennis courts (1), sports fields (3), skateboard facility (1), water play facility (2), basketball nets (1), dog park (1), washrooms (1) and community square (1)

## **Design/Interior Layout**

- Ten groups discussed this topic.
- Suggestions included:
  - shared space between older adults and youth
  - accessibility + ramps rather than elevators (4)
  - sufficient parking (2)
  - entrance off Green Road
  - energy conservation, light sensors
  - bright (skylights)
  - open concept – good sight lines throughout
  - two stories
  - warm-up area
  - wide hallways, especially in arena area
  - viewing to activity areas
  - sufficient storage and lockers (2)
  - designated play area in lobby
  - large change rooms (2)
  - design to allow for expansion
  - no windows in gymnasium
  - gender-free washrooms

## **Lobby/Administration**

- Every group discussed this component.
- Suggestions included:
  - Food services/café/good exposure/good food/healthy food/service outdoor activities as well (13) – not everyone wanted food services
  - Consider privatizing food services (5)
  - Socializing space/lounge area (6)
  - Quality space
  - Office space for Boys and Girls Club of Clarington
  - Municipal office space
  - Storage for swimming
  - Quiet area (homework space)
  - Pro shop (to support skating and aquatics) (2)

- Museum showcase/interpretive space

## Other

Suggestions included:

- Kitchen, culinary classes (5)
- Is a branch library necessary?/disagree with library being included (5)
- Library OK – research, tutoring, and computers – will library be walkable? – rethink traditional library (3)
- Childcare/childminding space (5)
- Indoor tennis
- Private/public partnership
- Tourism Clarington is better at existing location/question why included (3)
- Office space for user groups, nonprofits (2)
- Youth spaces + Video/gaming room (2)
- Mini pad goalie training area with synthetic ice
- Facility needs to be serviced by transit
- Indoor tennis (3)
- Squash courts (2)
- Performing arts space, studios, stage (2)
- Rock climbing wall (2)
- Pro shop
- Introduce culture into recreation facilities
- In-line skate track
- Expand existing indoor artificial turf field
- Like the concept of 'one-stop shopping'
- Do it right the first time, not in phases

### 3.5.3 The Online Household Survey

2,177 respondents completed the online survey that ran for 32 days from June 8 to July 9, 2019.

Since the market area for the proposed South Bowmanville Recreation Centre is all of Clarington, it was decided not to collect information about where respondents live or to develop a demographic profile of respondents. The survey was kept to two questions to increase the response rate.

Question One asked about the respondent's degree of agreement/disagreement with the key facility components that were emerging for the proposed recreation centre at the time of the survey. A five-point scale was used to measure the degree of support for each component (from strongly agree to strongly disagree - including neither agree nor disagree). The following are the key messages. See **Table 7** for the details.

All of the recreation facility components received strong support. Note that the order of ranking varied a little, depending on the approach to analysis.

Based on the **weighted average score** for each facility component (maximum 5 points possible), facilities were ranked as follows. The weighted average score accounts for the number of respondents in each of the 'agreement - disagreement' categories.

- |  |      |
|--|------|
| 1. Flexible community and programming space for all ages | 4.11 |
| 2. Indoor walking/running track                          | 4.03 |
| 3. Twin pad arena  | 3.92 |
| 4. Fitness centre  | 3.76 |
| 5. Gymnasium   | 3.76 |
| 6. Aquatic facility (type to be determined)              | 3.73 |

**Note:** Although there was a tie between fitness centre and gymnasium, a higher percentage of respondents 'strongly agreed' with the fitness centre, so it was listed ahead of the gymnasium.

When examining the '**strongly agree**' category, the twin pad arena moved to the top.

- |  |        |
|--|--------|
| 1. Twin pad arena  | 50.8%  |
| 2. Flexible community and programming space for all ages | 43.36% |
| 3. Indoor walking/running track                          | 42.72% |
| 4. Aquatic facility (type to be determined)              | 41.75% |
| 5. Fitness centre  | 34.63% |
| 6. Gymnasium   | 31.33% |

When '**agree**' and '**strongly agree**' were combined, the following was the ranking:

- |  |        |
|--|--------|
| 1. Flexible community and programming space for all ages | 77.17% |
| 2. Indoor walking/running track                          | 73.08% |
| 3. Twin pad arena  | 67.34% |
| 4. Gymnasium   | 65.18% |
| 5. Aquatic facility (type to be determined)              | 64.76% |
| 6. Fitness centre  | 64.49% |

Although the percentages were relatively small, disagreement was strongest for the aquatic facility (19.94%), the arena (16.31%) and the fitness centre (15.25%).

Support was not as strong for the branch library being part of the proposed recreation centre, with a weighted score of 2.99. Support was evenly split between agree, disagree and neither agree nor disagree. What is not clear is if some respondents thought that the current Bowmanville main branch facility was being moved to the proposed South Bowmanville Recreation Centre, rather than providing an additional branch facility in Bowmanville. With that clarified, support for the branch library might have been stronger.

Although the weighted score was above the mid-point at 2.81, support was weakest for the offices of Clarington Tourism being located within the proposed South Bowmanville Recreation Centre. 33.35% disagreed, 22.24% agreed and 44.42% neither agreed nor disagreed.

**Table 7: Detailed Response to Question One**

	<b>Strongly Disagree</b>	<b>Disagree</b>	<b>Neither Agree nor Disagree</b>	<b>Agree</b>	<b>Strongly Agree</b>	<b>Total</b>	<b>Weighted Average</b>
<b>Twin pad arena</b>	10.20% 222	6.11% 133	16.35% 356	16.54% 360	50.80% 1,106	2,177	3.92
<b>Aquatic facility</b> (type to be determined)	13.37% 291	6.57% 143	15.30% 333	23.01% 501	41.75% 909	2,177	3.73
<b>Gymnasium</b>	7.90% 172	5.10% 111	21.82% 475	33.85% 737	31.33% 682	2,177	3.76
<b>Fitness Centre</b>	8.31% 181	6.94% 151	20.26% 441	29.86% 650	34.63% 754	2,177	3.76
<b>Indoor walking/ running track</b>	4.23% 92	4.41% 96	18.28% 398	30.36% 661	42.72% 930	2,177	4.03
<b>Flexible community and programming space for all ages</b>	3.45% 75	2.80% 61	16.58% 361	33.81% 736	43.36% 944	2,177	4.11
<b>Branch library</b>	16.03% 349	17.82% 388	33.12% 721	17.50% 381	15.53% 338	2,177	2.99
<b>Location for Clarington Tourism</b>	16.12% 351	17.23% 375	44.42% 967	14.06% 306	8.18% 178	2,177	2.81

Question Two asked about other desired amenities and features to be considered. 872 respondents provided an answer(s) to this question. Although the response largely mirrored the facility categories that were listed in Question One, a few additional indoor and outdoor facilities were requested. Refer to **Table 8**.

Two additional indoor facilities were requested:

- an artificial turf facility (40 in favour), and
- squash courts (29 in favour).



Four outdoor facilities were suggested:

- tennis courts (32 in favour),
- splash pad/water play facility (18 in favour),
- children's playground (14 in favour), and
- an outdoor pool (9 in favour).

**Table 8: Summary of the Responses to Question Two**

Type of Facility	Agree		Disagree	
	Number	Percentage	Number	Percentage
Indoor Aquatic Facility	124	93.9	8	6.1
Gymnasium	117	100	0	0
Arena/Ice Pads	116	92.8	9	7.2
Multipurpose Space	80	98.8	1	1.2
Fitness/Wellness Facility	65	97	2	3
Indoor Artificial Turf Facility	40	100	0	0
Indoor Walking/Running Track	33	100	0	0
Squash Courts	29	100	0	0
Branch Library	16	76.2	5	23.8
Clarington Tourism Office	1	25	3	75
Outdoor Tennis Courts	32	100	0	0
Outdoor Splash Pad/Water Play	18	100	0	0
Outdoor Playground	14	100	0	0
Outdoor Pool	9	100	0	0

### 3.5.4 Consultation Session with Arena User Groups

- **Attending Groups:** Clarington Minor Hockey Association, Clarington Zone AAA Hockey Association, Clarington Girls Minor Hockey Association, Eastern Elite Hockey, Scary Skate and the Newcastle Arena Board
- Every hockey association in attendance indicated that they are purchasing additional ice time outside of the Municipality of Clarington in order to fulfil their needs.
- Expanding municipal programs has not been considered due to the lack of available ice time and public dissatisfaction is growing.
- Association representatives would move all development/practice ice to Clarington if time was available.
- While difficult to quantify, the hours of ice time purchased outside of Clarington by local teams could also potentially move back to Clarington facilities, if there was sufficient ice time available.
- Time swaps (exchanging less desirable Clarington ice time for prime time ice) would not be Considered by the Municipality.
- Both the CGHA and CZHA expressed interest in the potential of supporting a Junior level team.



- CGHA has interest in participating in a women's' hockey league currently operating to the east of Clarington. They would also be interested in creating a Clarington women's league if the interest could be generated.
- Private organizations did not express a need for more Clarington ice at their current capacity.
- Eastern Elite is anticipating growth and is interested in hosting a tournament.
- Private organizations brought forward needs regarding complimentary space – e.g., multipurpose rooms and storage.
- Outside of ice time, all organizations voiced a need for dedicated warm-up area and storage.

### 3.5.5 Consultation Session with Other Groups

- Autism Home Base Durham (programs and support for 18+ year old people with Autism)
- Clarington Squash Club (recreational squash league)
- Clarington Swim Club (instructional and competitive swim programs)
- Clarington Minor Lacrosse Association (representative and house league)
- Clarington Green Gaels Lacrosse (Junior B)

With the exception of lacrosse, all other associations are operating either at or under the capacity of the time and space they currently use in Clarington facilities.

Autism Home Base Durham is especially interested in the complimentary spaces (e.g., to establish a sensory-friendly room).

The Clarington Squash Club would like to see new courts in the proposed South Bowmanville Recreation Centre (4 singles and 2 doubles) - which would allow them to host tournaments. If new squash courts are included in the new facility, the current courts at the Alan Strike Aquatic and Squash Centre would not be required by the Club. There was a suggestion to repurpose or rent the existing courts to a club outside of Clarington. The Clarington Squash Club also shared the idea of portable courts which could be set up in a gymnasium.

A fitness/wellness centre was considered to be a good compliment to all active associations.

The Clarington Swim Club indicated that they could use an additional 10 hours of pool time, but noted that they would need time to grow their membership and programs in order to afford the extra time. They are concerned about the lifecycle of the Alan Strike pool, and if it is decommissioned, there would be no competitive pool in Clarington. It was suggested that if an aquatic facility is included in the proposed recreation centre, that it be able to host competitions (minimum of 8 lanes and 25 metres in length). At this point, it is unclear whether the Alan Strike pool would still be used by the Swim Club if a new pool is built at the proposed South Bowmanville Recreation Centre.

The Clarington Minor Lacrosse Association is currently running leagues year-round. With no dry pads available in Clarington, they are renting space in surrounding communities at approximately 30 hours per week. If there was sufficient dry floor availability in Clarington, they would move all of their rentals here. Note: This may be a

consideration when the Darlington Sports Centre reaches the end of its useful life as an ice facility.

### 3.5.6 Workshop with Clarington Community Services Staff

#### Staff Teams Represented

- Adult 55+
- Aquatics
- Client Services
- Community Development
- Customer Service
- Facilities
- Fitness
- Recreation

With the Municipality representing such a large geographic area, how far will people travel for to use an arena compared to an indoor pool?

- For a pool – in an urban area, users are willing to travel about 15 mins; in a rural area, users are willing to drive about 30 km.
- Typically, there are fewer pools/population than ice pads

Considerations for competition with private fitness centres:

- A move toward strength and conditioning would be a better match for a municipal operation.
- Specialized equipment with a wellness focus

Is there a trend towards multi-purpose vs. dedicated programmable space?

- Although there are staunch supporters of dedicated space, with proper storage options, a space can be dedicated to groups/programs/age groups, while still being available for others.
- Note: Adult 55+ programming may be trending towards ‘adult’ programming, rather than dedicated older adult programming.

#### Aquatics

- There is a demand for Aquafit during prime time.
- Ethno-cultural swims have to be considered in the design stage to allow for adequate privacy.
- Must anticipate decline of registrations at older aquatic facilities, when a new aquatic facility becomes available.
- Currently, pool utilization is not quite at capacity.
- Potential partnership with the Clarington Swim Club may alleviate downturn at ASC and help develop additional staff resources (lifeguards, instructors).
- Possible partnership with high schools to encourage students to be lifeguard/instructors.
- Design the new aquatic facility in consultation with deck staff, e.g., how many people required on deck to open the pool.

- The new aquatic facility should be designed to meet the needs of the Clarington Swim Club, as well as other users and all aquatic programs, as the Alan Strick facility will be 50 years old in 2032.
- With an aging population, demand for a therapeutic tank will continue to increase.

### **Public Skating**

- Limited time is available for unstructured programming.
- 40 hours of public swims vs. 6 hours of public skating is the current pattern.
- Public demand for unstructured programming is increasing and it needs to be on same level as structured programming.

### **Ice Rental**

- Ice rental numbers are consistent because arenas are operating at capacity in prime time - with no time to accommodate additional demand.
- There is a large current demand from ice user groups. In excess of \$300,000/year is being spent on ice rental outside of Clarington by Clarington organizations.
- Organizations have growth plans and opportunities that cannot be accommodated due to lack of ice time.
- Additional complimentary spaces recommended: warm-up areas, meeting space, fitness centre.
- Organizations are willing to pay for these extra areas.

### **Fitness**

- Growth areas are group classes, challenge-type programs and 'Learn to' classes.
- Team dryland programs is another potential growth area.
- Fitness membership remains steady.
- Consideration for Sport tourism – walking track should be designed for walking, running and competition (6-7 lanes).
- Consider inclusive fitness space, modified equipment/programs.
- Rename Fitness Centre to Wellness Centre (focus on 'active living').
- The Indoor Recreation Facility Strategy recommended a future fitness centre in Newcastle – a fitness facility in Bowmanville could attract customers from Newcastle and Courtice.
- Must have a Plan B for any designated fitness space.

## **General Discussion about the Facility Concept**

### **Indoor**

- Sports injury/rehab clinic
- Warm-up area associated with teams using the arena – dedicated area to be available when needed – can be used for other purposes when not required as a warm-up area
- Mini stick facility
- Spectator seating in at least one arena pad
- Quiet reflection space

- Culinary/teaching kitchen - likely could double as a kitchen to support events in the multipurpose spaces
- Mobile workspaces (WiFi, shared printer, power, maybe a few workstations and/or tables)
- Meeting rooms/small program rooms
- Lots of storage, some dedicated to regular user groups/programs
- Arts and culture programming + art display space
- Large lobby
- Lengthen indoor soccer facility pitch to 200'

### **Outdoor**

- Outdoor gym
- Trails – cross-programmed with fitness/wellness program – could be a skating path
- Major playground
- Water play facility
- Celebration square
- Display and/or sensory garden associated with outdoor quiet reflection space
- Community vegetable garden
- Beach volleyball courts
- BMX track
- Skateboard facility

### **General**

- Ensure diversity and inclusiveness in programming and operations
- LEED certified building
- Good flow throughout the building
- Creating a 'community' centre rather than a 'recreation' centre is a priority.
- Do it right the first time.
- A gymnasium, multipurpose program rooms and an indoor walking/running track are givens. There is greater risk for the Municipality with an indoor aquatic facility and an arena.

### **3.5.7 Key Information about Arenas**

- Facilities include:
  - Garnet B. Rickard Recreation Complex (twin-pad)
  - South Courtice Arena (twin pad)
  - Darlington Sports Centre (single pad)
  - Newcastle Memorial Arena (single pad) – operated by an independent management board
  - Orono Arena and Community Centre (single pad) – operated by an independent management board

- Most of the prime time is utilized by group-based rentals, with limited opportunity for program-based uses (e.g., public skate, parent and tot skate, Skate 55, youth shinny, adult shinny and Shinny 55). Between 2012 and 2016, the annual number of participants in these programs ranged from 17,261 to 21,589. Participation in drop-in public skating increased from 9,288 occasions in 2012 to 16,532 in 2018, with the largest increases for parent and tot, youth and seniors. The most significant decline was in family and group skating. Demand for learn-to-skate programs exceeds supply.
- Increased expectation has been expressed for programmed uses in prime time.
- Hours of ice time rented have been consistent over the past four years for the five ice pads that the Municipality administers. The average per year is 10,383 hours. Prime time is fully booked.
- The current allocation of municipal ice time to sport organizations is not adequate to meet needs. It is estimated that between \$250,000 and \$300,000 is being spent annually on out-of-town ice rental by Clarington groups.
- There is current demand for expanded programs (municipal and ice user groups) and expansion of sport tourism (tournaments and special events), especially in prime time. Examples include the following:
  - Current demand for additional public skating programs cannot be satisfied without taking ice time away from existing user groups. With the expected growth in population, this situation will worsen, and resident voices will only grow louder.
  - The addition of two ice pads will enable the Municipality to attract new, larger special events. This will have a positive economic impact through sport tourism and is a fantastic way to promote Clarington. Currently to achieve this, existing ice users are negatively impacted, so there has been a movement away from special events in recent years. Staff are confident these additional ice pads will allow us to grow this area of our business.
- It is clear that the current supply of especially prime ice time is insufficient to meet current and future needs as the population increases and municipal and user group programs seek to expand.
- The project team is conservatively confident that the current under-supply of ice time currently exceeds one ice pad, and based on the population growth alone over the next few years (5,000 people by 2021), there will be sufficient demand by the time the South Bowmanville Recreation Centre is operational.

### 3.5.8 Key Information about Aquatic Facilities

- Facilities include:
  - Courtice Community Complex aquatic facility – 25 metre leisure-style pool x 6 lanes, teaching pool, whirlpool and sauna
  - Diane Hamre Recreation Complex (25 metre rectangular pool x 6 lanes), teaching pool, whirlpool and sauna
  - Alan Strike Aquatic and Squash Centre – 25 metre rectangular pool x 6 lanes, whirlpool, sauna, upper and lower viewing areas with limited occupancy, narrow pool decks, starting blocks, shallow end is 1 m deep - sanctioned by FINA for competitions
- Most pool uses are program-based and operated by the Municipality.
- There is increasing demand for registered programs and public swims, with offerings influenced by pool types and availability, as well as staffing availability.
- There is also increasing demand for therapeutic/warm water pool programs/activities, as well as women-only swimming (with privacy implications).
- The type of programming that can be offered at municipal pools is determined by available resources.
- Facility utilization was at about 65% in 2017.
- Based on recent trends in utilization and anticipated growth in demand, it is expected that the current municipal indoor pool supply will be fully utilized in 4-7 years.
- The existing pools and programs are meeting most current needs.
- As the Clarington Swim Club requests more pool time at the Alan Strike Aquatic and Squash Centre, this will be at the expense of community programming.
- A new high-appeal aquatic facility at the South Bowmanville Recreation Centre will attract much of the program-based use at the Alan Strike Aquatic and Squash Centre.
- The recent severe shortage of lifeguards and instructors is a major issue which could impact the ability to maintain current and support expanded services.

### 3.5.9 Key Information about Fitness/Wellness Facilities

- Facilities include:
  - Courtice Fitness Training Centre – approx. 6,000 sf<sup>2</sup>., approximately 1,200 members – offering Fitness Basic, Fitness Plus, Group Fitness, Squash and Swim/Skate membership packages
  - Group fitness programs are offered in multipurpose rooms in other municipal facilities
  - Seven commercial fitness/wellness operations in Bowmanville, two in Courtice and one in Newcastle, plus two gymnastic clubs and two martial arts centres located in Bowmanville



- The 11 municipal and commercial operations equate to 1 facility:9,550 population (based on an estimated population of 105,000). If the three Curves operations and the Wellness Path are not included (since they are not comparable full-service fitness operations), the ratio would be 1:13,125 population. North American research indicates that 18-20% of the population belongs to a fitness club or has access to home-based fitness equipment. A population of 20,000 is generally considered minimum to support a profitable full-service fitness operation. Therefore, with a current ratio of 1 full-service fitness operation per 13,125 population in Clarington, it would appear that there would currently be considerable competition for another full-service fitness operation. However, a growing population will increase demand. At the current ratio of full-service fitness facilities, a population of 140,400 would support 10.7 facilities.
- Participation in group fitness is increasing - all levels, but especially for more challenging programs (a local and national trend). Registration in municipal group fitness programs increased from 24,165 in 2015 to 31,603 in 2018.
- Requests are increasing for dryland training, as well as team and group training.
- Popular programs include: Weight Loss Challenge, Learn to Lift and OCR classes are offering participants competition, challenges, motivation and variety.
- There is increasing demand for an indoor walking/running track (a local and national trend linked to increasing demand for outdoor walking, running and hiking). The best opportunity for indoor walking in Clarington is at the indoor soccer facility where people walk around/on the artificial turf field. It is estimated that there are 7,500 to 8,000 person-visits per year at this facility for walking.

#### 3.5.10 Other Local Recreation Trends

- Increasing demand for unstructured play and programs, drop-ins, pay-as-you-go, low fee/no fee opportunities (e.g., youth open gym). People want more flexibility in their leisure activities schedule.
- Camp Activities – increasing demand for specialty, educational and experiential camps (e.g., cooking, science, outdoor play).
- Increasing demand for preschool, educational, short-duration classes (less than one hour) and preparation for entry to kindergarten.
- Increasing demand for entry level programs and life-long learning.

#### 3.5.11 National Leisure Trends Relevant to the Proposed Facility

The following are national trends in demand for leisure and facility provision that relate to the proposed South Bowmanville Recreation Centre.

- Trend toward multi-facility culture and recreation facilities, sometimes including other municipal facilities such as a library, a municipal service centre, fire/EMS facility, etc.
- Partnership opportunities in facility provision are increasing.
- Barrier-free facility design has become a 'must'.
- Environmentally friendly/energy-efficient facility design is increasingly popular.

- Increasing popularity of facilities that can be repurposed as demands shift.
- Aging infrastructure with implications for new, more functional and appealing and expanding facilities.
- Increasing popularity of unstructured and self-scheduled activities.
- Demand for rigorous team and individual sports and recreation activities decline with age, while less rigorous activities gain in popularity.
- Since swimming is in demand through all age groups, demand should continue to be strong, including strong and growing interest in women's-only, therapeutic and fitness-based aquatics.
- Interest in fitness/wellness is increasing across all age groups - further influenced by above average educational attainment and income in Clarington.
- Interest in arts and culture and life-long learning increases with age, income, education and level of professionalism.
- Interest by new Canadians in traditional Canadian recreation activities is usually lower, while interest in activities such as cricket and soccer is stronger. For many new Canadians, teaching their children to swim is a high priority.

### 3.6 Life Cycle Status of Municipality of Clarington Indoor Recreation Facilities

Of relevance to the proposed South Bowmanville Recreation Centre is the age, condition, functionality and appeal of the Orono Arena and Community Centre, the Darlington Sports Centre, the Newcastle Memorial Arena and the Alan Strike Aquatic and Squash Centre. If one or more of the arenas is retired or repurposed within the next 10-15 years, the under supply of ice pads will worsen. If the Alan Strike Aquatic and Squash Centre is retired, the only competition aquatic facility (with significant limitations) will be lost, along with the only squash courts in Clarington.

When determining current and future demand for the types of facilities to include in the proposed South Bowmanville Recreation Centre, the future of these four facilities must be considered. Although the detailed condition of the Newcastle and Orono arenas still needs to be confirmed, their age suggests that a discussion on the long-term plan major retrofit may be required in the near future. The Darlington Sports Centre underwent a major retrofit in 2010 to extend its useful life to 2020-2025. Although the Alan Strike Aquatic and Squash Centre was renovated in 2014, the aquatic portion of the facility has design limitations that disqualifies it for higher level swim meets. The Clarington Squash Club would like 4 single and 2 double courts included in the proposed recreation centre, which would allow Clarington to host tournaments. However, the current club membership does not require that many courts.



### **Darlington Sports Centre**

- Built in 1975 (will be 50 years old in 2025)
- \$2.2M renovation in 2010 to extend its useful life 10-15 years
- As a single pad arena with only 4 dressing rooms, it falls short of current expectations for an arena.
- Due to the multi-level design, the facility also has accessibility challenges.

### **Alan Strike Aquatic and Squash Centre** (formerly Clarington Fitness Centre)

- Built in 1982 (will be 50 years old in 2032)
- \$3.5M renovation in 2014 to extend its useful life cycle by 10-15 years
- The pool design is limiting for aquatic lessons and some other programming/uses.

### **Orono Arena and Community Centre**

- Built in 1974 (will be 50 years old in 2024)

### **Newcastle Memorial Arena**

- Built in 1975 (will be 50 years old in 2025)

## **3.7 Conclusions and Implications for the Proposed Facility**

### **3.7.1 Current Age Profile**

Since the current population of Clarington is younger than the Ontario average, with a significantly higher proportion of children, youth, and young and mid-age adults, demand for the types of activities desired by a younger population and families with children living at home should be above average. Since it is expected that Clarington will continue to attract young families until after full build-out is reached, this pattern should continue for at least another decade. Therefore, demand for the types of facilities being considered for the South Bowmanville Recreation Centre (and activities/programs that they will be able to accommodate) should continue to increase in proportion to the growth in the population for at least another decade or until full build-out is reached (e.g., arena, indoor aquatic facility, fitness/wellness facility, indoor walking track, gymnasium, multipurpose program/activity rooms, child and youth programming and libraries).

### **3.7.2 Above Average Household Income**

Above average household income should continue to generate strong demand for public services like culture and recreation - and may also generate above average expectations for facility and programming quality, no matter the provider. Higher income and a maturing and increasingly diverse and sophisticated community will also generate increasing demand for arts and culture facilities and programming.

### 3.7.3 Anticipated Population Growth and Change

With an expected increase of at least 35,000 people over the next 10-15 years, demand for all types of culture and recreation activities and programs will continue to increase from population growth alone. Based on trends in demand, fueled in part by an aging population, interest in some activities will be greater than others.

With the Baby Boom generation aging from age 50-69 in 2016 to age 66-85 by 2031, demand for activities of interest to an older generation will remain strong over the next 15 years, but should begin to peak around 2031 and then begin to decline in the decades to follow. However, although that generation will have declined in size from 26% of the Clarington population in 2016 to around 15% by 2031, they are projected to total around 20,000 in number at that time, which will represent a significant market with their specific social, wellness and leisure needs.

As the millennial generation transitions from youth and young adults in 2016 to mid-age adults by 2031, it is challenging to predict what that generation will desire for leisure as they head into mid-life. By 2031, the percentage and numbers will have both increased significantly from 26% (23,740) in 2016 to around 30% (39,830), which will represent a very large market. It is likely that this population of 30- and 40-year olds will be increasingly interested in improving their physical and mental wellbeing, life-long learning, less rigorous sports and physical recreation, arts and culture, and family and individual leisure activities. As this generation ages, the amount of time per person that is annually spent participating in sporting activities will decline.

When the Municipality reaches full build-out population, the number of young families moving into the community will begin to lessen and the population will begin the process of aging in place. That will accelerate the aging of the population. One result will be that demand for all types of rigorous indoor and outdoor recreation activities will either stabilize or begin to decline. That will have implications for demand for facilities such as arenas, sports fields, tennis courts, racquetball courts, squash courts, beach volleyball courts and most indoor court activities. On the other hand, interest in less rigorous and healthy culture and recreation activities and facilities will increase (e.g., linear activities, pickle ball, cultural activities, wellness programs, life-long learning, arts and culture, etc.).

Although the proportion of the Clarington population that is immigrant and representative of visible minorities is well below that of the GTA, ethno-cultural diversity will continue to increase in Clarington. This will eventually require the Municipality to broaden its array of outdoor and indoor recreation facilities and programming to maximize participation and support community wellbeing among all groups. As cultural diversity increases, there will be a corresponding need to ensure that leisure opportunities are provided for all cultural interests and in ways that relate to specific

cultural norms. This will require a better understanding of barriers to participation, and development and application of new strategies to increase participation.

Given that about 15% of Clarington's population has a disability and that percentage is expected to increase to around 40 by 2040, it will be essential that facilities and programs are designed to be inclusive and supportive of all residents, regardless of ability.

### 3.7.4 Aging Infrastructure

Many municipal indoor recreation facilities have many years of useful life remaining. However, being older facilities, the Darlington Sports Centre and to a lesser extent, the Alan Strike Aquatic and Squash Centre have fewer years remaining in their useful life cycle.

In 2010, a major renovation was completed at the Darlington Sports Centre that included a new arena floor, refrigeration system, accessibility improvements and mechanical, electrical and life safety systems upgrades. The objective of this work was to extend the useful life of the facility by 10-15 years. In 2025, the facility will be 50 years old and although it currently provides a vital supply of ice during the winter months and floor rental space during the spring and summer for lacrosse, the longer-term future of this facility is not certain. As indicated in this report, there is demand for year-round floor space for lacrosse and pickle ball, so consideration could be given to re-purposing the facility in the future.

The Newcastle Memorial Arena and the Orono Arena and Community Centre are also older facilities. They will both be at or beyond 50 years old by 2025. Operations Building Services staff have indicated that building condition audits are planned for these two facilities in 2020. The findings of these audits will help inform the longer-term plan for these two arenas.

As identified in the Indoor Recreation Facilities Development Strategy and re-stated in this report, the proposed plan for additional indoor ice pads for the South Bowmanville site has taken into consideration the age of these three single pad arenas. In addition to addressing an immediate demand for additional ice time for both of Clarington's minor sport organizations and the general public for drop-in programs, the two proposed ice pads for the South Bowmanville Recreation Centre will augment the supply of ice pads should any of the above facilities be retired as ice facilities in the near future. The Indoor Recreation Facilities Development Strategy also recommended a re-assessment of arena needs in 2023 before a decision on future ice pads is made.

In 2015, a major renovation was completed at the Alan Strike Aquatic and Squash Centre that included family change facilities, expanded lobby and public viewing areas, a new swimming pool filtration system, accessibility improvements and upgrades to the mechanical, electrical and life safety systems. The objective of this work was to improve the functionality of the facility and to extend its useful life by 10-15 years. In

2032, the facility will be 50 years old and although it currently satisfies the needs of many local residents as well as being the home of the Clarington Swim Club and Clarington Squash Club, it is not designed to provide the types of programs and services that can be provided at the newer aquatic facilities in Clarington. Since there is no additional land available for expansion of this facility, the ability to make further improvements is very limited. If no additional squash courts are provided at another facility before the Alan Strike facility is retired, the impact of the loss of the courts at the Alan Strick facility will have to be considered.

The Indoor Recreation Facilities Development Strategy proposed a new aquatic facility at the South Bowmanville site to coincide with the Alan Strike facility nearing the fifty-year mark. This additional/new aquatic facility, as well as the proposed renovation to the Courtice Community Centre to provide a larger teaching pool and therapy pool in the 2024-25 timeframe will provide adequate aquatic facilities to meet the needs of the community to at least 2031 and a projected population of approximately 140,000.

### 3.7.5 Current and Future Demand for Culture and Recreation Facilities

**Section 3.5** concluded that there is strong and growing demand for most of the culture and recreation facilities being considered for the South Bowmanville Recreation Centre (two ice pads, a double gymnasium, an indoor walking/running track, multipurpose rooms and meeting rooms). By the time the South Bowmanville Recreation Centre would be operational, municipal aquatic facilities will be nearing full capacity. With anticipated increasing demand for fitness and wellness services and the projected growth in the population of the Municipality (+ 35,000 by 2031), there should be sufficient population to support one more full-service fitness facility when the population reaches about 118,000 and a second additional facility when the population reaches about 140,000 – based on the current ratio of facilities to population.

The research also noted numerous other facilities and features that should be considered in planning this facility. Examples include:

- A significant and well-appointed lobby with socializing space, quality food services/café, information services and likely a municipal service counter. If a branch library and Tourism Clarington are incorporated into the facility, they should be accessed via the common lobby.
- Childminding area/service.
- Pro shop.
- Off-ice warm-up/training facility
- Ample storage throughout the facility.
- An open and airy atmosphere/Good flow throughout the building.
- An energy-efficient building/LEED certified.
- Consider the facility to be a more broadly based 'community' centre rather than a 'recreation' centre.

- Adjacent outdoor facilities and features to be considered include: Celebration Square (public square/socializing/assembly area); children's play area and water play feature, walkways/trails (with a link to the wider trail network); gardens (floral, sensory, vegetable); skateboard facility; BMX track; beach volleyball courts; and adult outdoor gym.

Although community demand was mixed for the branch library, it is likely that many respondents to the household survey and participants at the Community Forum thought that the branch library suggested for the South Bowmanville Recreation Centre would replace the main branch library that is co-located with the Municipal offices in downtown Bowmanville. Therefore, support for the branch library was likely much lower than typical. Generally, a library that is co-located with a leisure centre is better utilized than a stand-alone facility, and a few components can be shared among the facilities (lobby, multipurpose rooms, childminding service, and food services).

Interest in locating the headquarters of Tourism Clarington at the South Bowmanville Recreation Centre was mixed and weaker than for the recreation components. The decision to locate Tourism Clarington at this facility should not be driven by public demand, but rather by whether this location is best for this type of facility and service to visitors to the community. The requirement for this space should be incorporated into the space requirements of the Community Services Department.

### 3.7.6 Leisure Trends

As noted in **Section 3.5.11**, relevant national and local leisure trends in demand and facility provision support the types of components and the nature of the proposed South Bowmanville Recreation Centre.

### 3.7.7 Recommended Facility Components of the South Bowmanville Recreation Centre

Based on the 2017 **Indoor Recreation Facilities Development Strategy** and the research and community engagement conducted for this study, the following are the key facility components recommended for the South Bowmanville Recreation Centre. Based on relative need, demand indicators and the capital costs for the total program, the project team has recommended a two-phased approach for this facility. It is noteworthy that the site master plan work completed prior to the construction of the indoor soccer facility, the 2107 **Indoor Recreation Facilities Development Strategy** and this most recent work have generally reached the same conclusions about this facility.

Refer to **Section 4.3** for a more detailed description of the recommended facility components.

## **Phase One**

- Twin-pad arena
- Off-ice warm-up/training facility
- Mini Stick area
- Gymnasium
- Indoor walking/running track
- Multipurpose rooms
- Indoor soccer facility (existing)
- Branch library
- Offices for the Community Services Department and Tourism Clarington
- Childminding room
- Quiet/sensory room
- Large common lobby (reception area, food services, seating/socializing area, temporary storage)
- Ample storage (throughout the facility and for each major component)
- Ample parking and an adequate on-site vehicular and pedestrian circulation system
- Celebration square
- Outdoor garden(s)
- Outdoor walking path/trail
- Outdoor fitness gym
- Outdoor lacrosse bowl (existing)
- If there is room, other outdoor facilities that complement the facility might be able to be accommodated on the site.

## **Phase Two**

- Aquatic facility
- Fitness centre
- Change rooms and adequate storage to support the aquatic facility and fitness centre

# **Chapter Four: The Facility Concept**

## **4.1 Introduction**

In this chapter, the site and facility are described, along with the detailed space/building program, a high-level facility and site layout, and a Class D estimate of capital cost.

## **4.2 The Site**

The South Bowmanville Community Park is being developed as a major indoor and outdoor recreation site. This commenced with the construction of the indoor soccer facility and outdoor lacrosse bowl. Following that was the construction of four baseball diamonds and later, a football field. Any future outdoor facility expansion will occur on



the southern portion of the site to the east of the football field. Future indoor facility expansion will occur to the north and west of the indoor soccer facility.

An opportunity arose to locate excess fill on the site from construction of the Green Road and Baseline Road intersection. That allowed the construction of temporary soccer pitches to be constructed on the northern portion of the site, with the provision that when future indoor facility development proceeded, the fields would be removed. See **Figure 1** which includes the indoor soccer facility and the outdoor fields.

The portion of the site that is allocated for future indoor facility expansion (South Bowmanville Recreation Centre) is 15.5 acres. The removal of the temporary fields will include stripping some of the material that was imported to the site.

As there were no major site condition issues identified during the construction of the soccer facility, it is not expected that there will be any major concerns incurred with the development of the remainder of the property. Regardless, adequate geotechnical testing will be completed prior to a final facility design to mitigate any potential problems during the construction stage.

Currently, the main access to this community park is off Baseline Road. The access road that links to the indoor soccer facility and the outdoor sports facilities will have to be re-aligned to accommodate the construction of the South Bowmanville Recreation Centre and parking. There is also a secondary access to the west baseball field parking lot off Green Road. Consideration for the internal roadway and parking lot work has been incorporated into the capital costing. However, any required improvements to Baseline Road or Green Road have not been accounted for in the budget. A traffic management plan may be necessary during the early stages of design.

With the amount of hard surfaces that will result for development of the South Bowmanville Recreation Centre, on-site storm water management will need to be factored in, especially if the capacity of the existing pond to the east of the lacrosse bowl will not accommodate the increased rain water run-off that will be created. That will be accomplished via another storm water pond or underground storage tanks. A Storm water Management Plan will be completed in conjunction with the detailed facility design phase.



Figure 1: Site of the South Bowmanville Recreation Centre



## 4.3 Description of the Proposed Facility and Components

### 4.3.1 The Facility Concept

Community recreation centres are becoming more important as community ‘hubs’ or focal points of activity, engagement and interaction. It’s becoming increasingly common for libraries/learning commons, performance facilities, teaching kitchens, municipal service counters, and health and wellness facilities to be co-located with active recreation, sport and fitness facilities. The concept for the South Bowmanville Recreation Centre is intended to be a community hub

As an addition to the existing Bowmanville Indoor Soccer facility and outdoor lacrosse bowl, the design of the South Bowmanville Recreation Centre places the major program areas to the north and west to take advantage of exposure to natural light, relationships of similar use, and by type of use. As such, the branch library faces north to Baseline Road to bring animation to the main façade of the building and to begin to develop the public face along with the multi-purpose rooms. The gymnasium and the twin pad arena are more internalized as these spaces only require diffused light. The natatorium takes advantage of the west façade bringing light into the space throughout the day.

The gymnasium and multipurpose rooms are located adjacent one another in case an event requires both facilities. These two facilities are located at the front of the complex to allow direct access. The fitness centre and aquatic facility are located adjacent to each other to share the changing rooms. The arena facility is located on the east side so that the back of this facility is out of sight and provides an adequate location for the snow dump.

Circulation is based on a simple cruciform that allows users ease in wayfinding and promotes interaction within the building. This interaction is further promoted with the ability to see multiple spaces from each of the corridors. As an example, as one walks to and into the building from the west, they can see into the gymnasium and natatorium. Once inside the building, the view is to the library, the rinks and up to programming areas on the second level. This interaction and connection will foster interaction of visitors who may be in the complex for different reasons. Picture two neighbours running into one other at the café. One is there because their teenager is at hockey practice and the other because they’ve just finished a yoga class. They decide to go to the library together because there is a lecture that they’re both interested in. The architecture promotes these interactions and to helps with community-building.

Please refer to **Figures 2 and 3** (Preliminary Concept of the South Bowmanville Recreation Centre - Levels 1 and 2). This is the preferred design concept of several that were developed. Much more detail will be provided, and some changes to the layout will likely be made at the next stage of facility design.

Since the need for and priority of the aquatic facility (natatorium) and fitness centre are a little behind the other components as documented in **Chapter 3**, and there are funding limits associated with the Investing in Canada Infrastructure Program (Community Culture and Recreation), it is recommended that South Bowmanville Recreation Centre be phased – with the aquatic and fitness facilities, along with the associated change rooms and storage be allocated to a later phase.

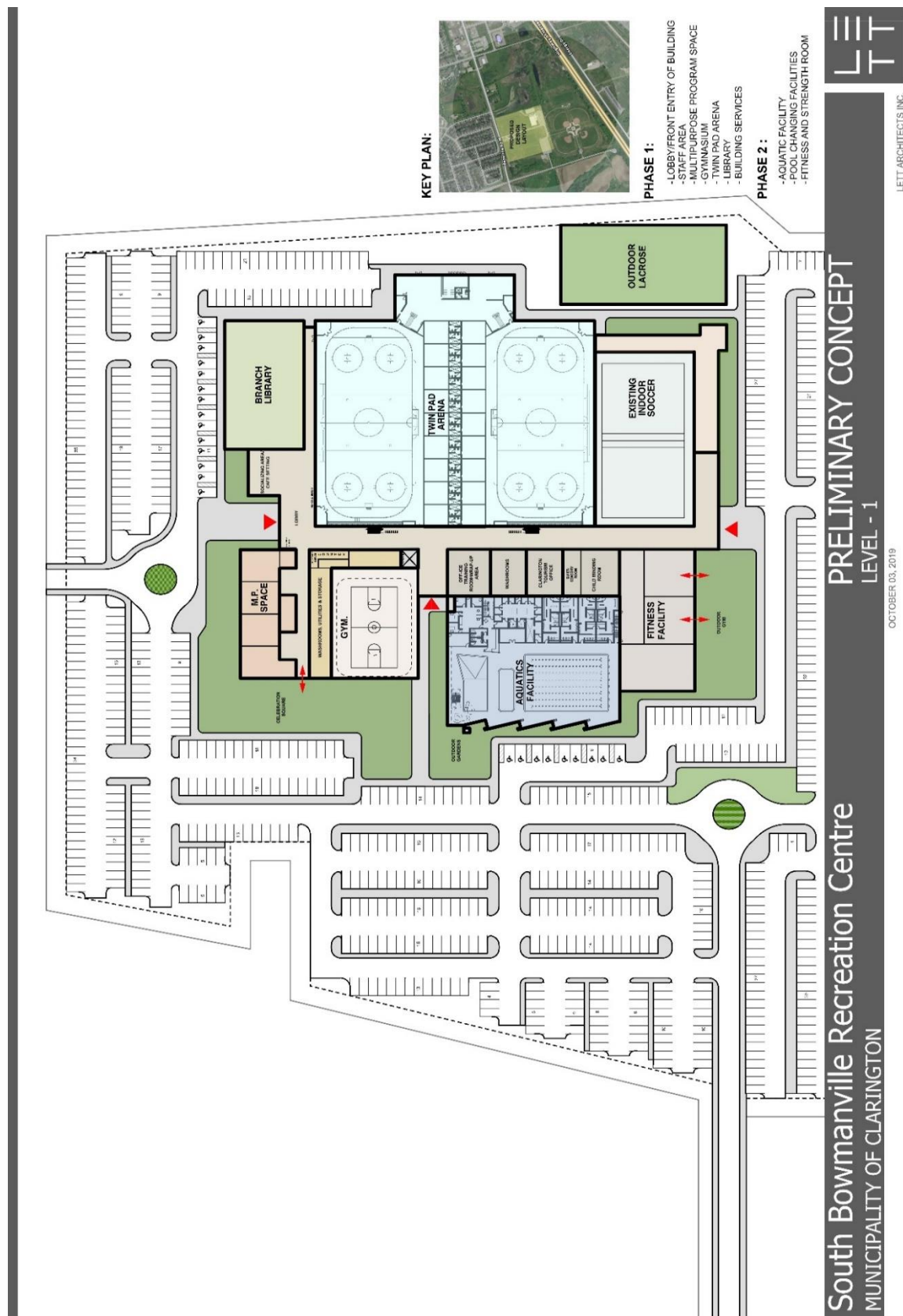


Figure 2: South Bowmanville Recreation Centre Preliminary Concept – Level 1

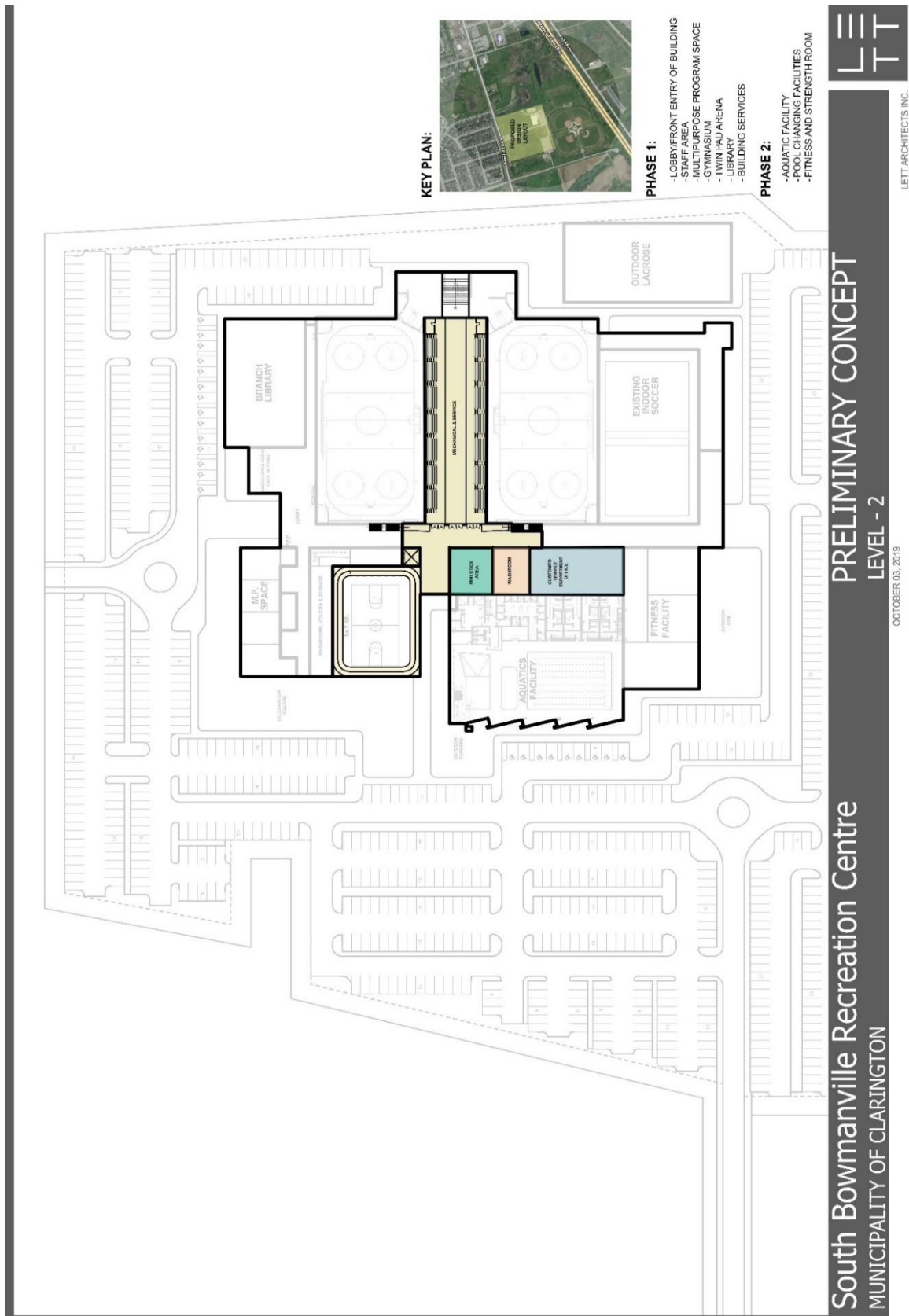


Figure 3: South Bowmanville Recreation Centre Preliminary Concept – Level 2

### 4.3.2 Components of the Proposed Facility

Based on the recommendation contained in **Section 3.7**, the following are the key components of Phase One and Two of the South Bowmanville Recreation Centre (**Tables 9 and 10**). Important features of each facility component and the amount of space allocated to each is also provided.

**Table 9: Space Program – Phase One of the South Bowmanville Recreation Centre**  
**Municipality of Clarington, 2019**

<b>Components</b>	<b>Size (ft<sup>2</sup>)</b>
<b>Twin Pad Arena</b> <ul style="list-style-type: none"> <li>▪ Ice surface size: NHL size for each pad – with rear outside entrance to each pad</li> <li>▪ Seating: 300 each side – heated (bench or individual seats to be determined) + barrier-free spaces and standing room</li> <li>▪ Players dressing rooms: 8 each pad - automatic doors to dressing rooms and wide hallways accessing dressing rooms</li> <li>▪ Large players benches, with off-ice access</li> <li>▪ Time-keepers box: closed with off-ice access</li> <li>▪ Referee dressing rooms: male and female rooms of sufficient size to accommodate 8 people at a time for each pad + 4 more people at change-over times – locate in isolation of dressing rooms</li> <li>▪ Summer ice each pad – with larger refrigeration room</li> <li>▪ Elevator</li> <li>▪ Warm viewing area – possibly from lobby</li> <li>▪ Mini stick area: possibly between ice pads on upper level – accessible from spectator seating</li> <li>▪ Off-ice training room/warm-up area</li> <li>▪ Storage: above average amount – adequate air quality</li> <li>▪ Staff office and workshop</li> <li>▪ Air conditioned</li> <li>▪ Adequate sound system</li> <li>▪ Energy-efficient facility</li> </ul>	63,190
<b>Gymnasium</b> <ul style="list-style-type: none"> <li>▪ Dividable into 2 or 3 spaces</li> <li>▪ High school/college size basketball court with adequate out-of-bounds space</li> <li>▪ Multifunctional space to accommodate gym sports, floor-based fitness classes and children/teen drop-in programs and camps - as well as other activities (trade and art shows, public gatherings, performances, etc.) – therefore, better acoustics than a typical gym</li> <li>▪ Wooden sprung floor</li> <li>▪ Portable stage</li> <li>▪ Men's and women's change rooms</li> </ul>	11,700

<b>Components</b>	<b>Size (ft<sup>2</sup>)</b>
<ul style="list-style-type: none"> <li>▪ Official's room</li> <li>▪ No glare</li> <li>▪ Adequate storage accessible from each of the three components</li> <li>▪ Main floor viewing area with motorized curtain to provide privacy</li> <li>▪ Access to pool change rooms</li> <li>▪ Access to outdoor gardens and celebration square</li> </ul>	
<b>Multipurpose Program Rooms</b> <ul style="list-style-type: none"> <li>▪ 3,000 sf<sup>2</sup> x 2 – each dividable into 2 rooms – kitchenette, washroom and storage accessible to each of the 4 rooms – each AV-equipped</li> <li>▪ 12' – 14' ceiling height</li> <li>▪ Kitchen (accessible from both sides of the multipurpose room)</li> <li>▪ Natural light – curtained</li> <li>▪ Access to outdoor gardens and celebration square</li> </ul>	7,550
<b>Running/Walking Track</b> <ul style="list-style-type: none"> <li>▪ 3-lane</li> <li>▪ Elevated around the gymnasium</li> <li>▪ Provide retractable privacy curtain</li> </ul>	3,000
<b>Branch Library</b> <ul style="list-style-type: none"> <li>▪ Access from main lobby/entrance to the recreation centre</li> <li>▪ Share multipurpose program space and meeting rooms</li> </ul>	10,000
<b>Staff Areas and Offices for Community Services Department Office and Clarington Tourism</b> <ul style="list-style-type: none"> <li>▪ Including office for facility staff, storage, meeting room, lunchroom/staff room, washrooms</li> <li>▪ Customer service counter in lobby</li> </ul>	5,600
<b>Child Minding Room</b>	1,000
<b>Quiet/Sensory Room</b>	200
<b>Lobby and Ground Floor Circulation</b> <ul style="list-style-type: none"> <li>▪ Large, airy, bright space with open area for small gatherings and to accommodate tournament crowds</li> <li>▪ Good sight lines to key activity components</li> <li>▪ Customer service counters for Community Services Department, Library and Clarington Tourism</li> <li>▪ Food service facility and counter</li> <li>▪ Appealing seating cluster and lounge area</li> <li>▪ Easily accessible storage area for hockey bags – with customers are using the lobby (milling about and eating)</li> <li>▪ Media wall for community information, library information and Clarington Tourism</li> <li>▪ Direct access to compatible outdoor spaces (Celebration Square, sensory garden, children's play area, outdoor gym, etc.)</li> </ul>	8,020
<b>Public Washrooms</b> (ground and upper level)	1,750
<b>Building Services</b> (custodial, electrical room, receiving, communications, elevator equipment room, sprinkler room,	6,615



<b>Components</b>	<b>Size (ft<sup>2</sup>)</b>
garbage/recycling room, electrical room, generator room, mechanical room)	
<b>Sub-total</b>	118,625
<b>Gross-up (25%)</b>	29,625
<b>Total Building Area – Phase One</b>	<b>148,281</b>

**Table 10: Space Program – Phase Two of the South Bowmanville Recreation Centre**

**Municipality of Clarington, 2019**

<b>Components</b>	<b>Size (ft<sup>2</sup>)</b>
<b>Aquatic Facility</b> <ul style="list-style-type: none"> <li>▪ 8 lane x 25 metre tank - with starting blocks and sufficiently wide deck area to meet sanctioned provincial competitions - moveable floor? – no diving boards</li> <li>▪ Adequate on-deck storage</li> <li>▪ Viewing area – elevated - accommodate at least 300 spectators</li> <li>▪ Main floor viewing area with motorized curtain to provide privacy</li> <li>▪ Therapeutic tank – larger than typical</li> <li>▪ Change rooms – male, female, family and lifeguard</li> <li>▪ Lifeguard and supervisor's offices</li> <li>▪ Large filtration and mechanical room</li> <li>▪ Natural lighting</li> <li>▪ Adequate storage</li> </ul>	16,040
<b>Aquatic and Fitness Facility Change Rooms</b>	4,500
<b>Fitness Facility</b> <ul style="list-style-type: none"> <li>▪ Strength and conditioning room/gym</li> <li>▪ Spinning room/area</li> <li>▪ Aerobic/group fitness area</li> <li>▪ Assessment room(s)</li> <li>▪ Entrance/control point/staff office and work area</li> <li>▪ Adequate storage</li> </ul>	8,200
<b>Sub-total</b>	28,7185
<b>Gross-up (25%)</b>	7,185
<b>Total Building Area – Phase Two</b>	<b>35,925</b>

## 4.4 Estimate of Capital Cost

**Table 11:**

**Estimate of Capital Construction Cost, South Bowmanville Recreation Centre, Municipality of Clarington**

<b>Phases and Components</b>	<b>Ft<sup>2</sup></b>	<b>M<sup>2</sup></b>	<b>Cost</b>
<b>Phase One</b>			
Lobby, circulation, public washrooms, child minding room, quiet/sensory room	10,970	1,019	\$3,390,000
Twin-pad Arena, including the warm-up and mini stick areas	63,190	5,871	\$16,416,000
Gymnasium, including the walking/running track	14,700	1,366	\$4,282,000
Multipurpose Rooms	7,550	701	2,519,000
Library	10,000	929	\$4,500,000
Staff Area (Department of Community Services, Clarington Tourism, Facility Operations)	5,600	520	\$1,719,600
Building Services	6,615	615	\$1,819,125
<b>Sub-total</b>	<b>118,626</b>	<b>11,021</b>	<b>\$34,651,715</b>
Gross-up (25%) (\$250/ft <sup>2</sup> )	29,656	2,755	\$7,414,063
<b>Total Gross Area and Total Net Area Cost (\$284/ft<sup>2</sup>)</b>	<b>148,281</b>	<b>13,776</b>	<b>\$42,065,788</b>
<b>Phase Two</b>			
Aquatic Facility (Natatorium) – including storage	16,040	1,490	\$8,498,050
Fitness Centre – including storage	8,200	762	\$3,140,000
Changing Rooms for Natatorium and Fitness Centre	4,500	418	\$1,777,500
<b>Sub-total</b>	<b>28,740</b>	<b>2,670</b>	<b>\$13,415,550</b>
Gross-up (25%) (\$250/ft <sup>2</sup> )	7,185	668	\$1,796,250
Phasing Premium (10%)			\$1,341,555
<b>Total Gross Area and Total Net Area Cost (\$461 ft<sup>2</sup>)</b>	<b>35,025</b>	<b>3,338</b>	<b>\$16,553,355</b>
<b>Phases One and Two</b>			
<b>Total Net Area and Total Net Area Cost</b>	<b>147,365</b>	<b>13,691</b>	<b>\$48,067,275</b>
Gross-up (25%) (\$250/ft <sup>2</sup> )	36,841	3,423	\$9,210,313
<b>Total Gross Area and Total Cost (\$311/ft<sup>2</sup>)</b>	<b>184,206</b>	<b>17,113</b>	<b>\$57,277,588</b>



## 4.5 Anticipated Impact of the Proposed Facility on Existing Facilities and Businesses

Since there will be sufficient demand for most of the prime ice time that will be available in the twin-pad arena by the time the South Bowmanville Recreation Centre opens, there should be minimal negative impact on existing arenas in Clarington. Given that Clarington staff will be responsible for allocating ice time at all seven municipal ice pads, a fair allocation of ice time at the new ice pads will occur. That will mean that organizations will not be allowed to 'cherry pick' prime hours at the new facility that could impact the optimum use of the other ice pads. *In addition to satisfying immediate pent-up demand and future growth needs for ice, this would also be a strategic plan for a future date when the older arena facilities need to be re-assessed.* Given that the ice pad at the Darlington Sports Centre is scheduled to be decommissioned in the near future, the new twin-pad arena will only provide one additional ice pad for the Municipality in the near term.

Given that the aquatic facility is being recommended for a later phase, there will be no immediate impact on the Alan Strike Aquatic and Squash Centre or any of the other municipal aquatic facilities in Clarington. A decision will have to be made about the future of that facility, especially given that the Clarington Swim Club and the Clarington Squash Club have not indicated a desire to continue to utilize it. The design of the main pool does not accommodate a wide variety of swimming lessons and would not be a feasible option for municipal programs, especially compared to a contemporary aquatic facility located at South Bowmanville Recreation Centre.

When the Alan Strike Aquatic and Squash Centre is decommissioned, a decision about providing public squash courts somewhere in Clarington, and the nature of those facilities will have to be made. An assessment of demand at that time, and of municipal responsibility should inform that decision.

Since the proposed full-service fitness/wellness centre is being recommended for a later phase, there will be no immediate impact on the fitness/wellness centre at the Courtice Complex and commercial fitness operations in Clarington and nearby. If a fitness/wellness facility is considered as a future phase of the South Bowmanville Recreation Centre, an assessment of demand and the impact on other operations should be made at that time.

It is not expected the addition of a full-size gymnasium at the South Bowmanville Recreation Centre will have any impact on the usage of Diane Hamre Recreation Complex as municipal gymnasium space is very limited and growth of programs, particularly in Bowmanville cannot effectively be accommodated through rental of local school gymnasias.

## Appendix A: Reports and Information Reviewed

In addition to the documents reviewed for the 2017 **Indoor Recreation Facilities Development Strategy** that were referenced in **Section 2.2**, the following documents were reviewed for this feasibility study.

1. Indoor Recreation Facilities Development Strategy, Monteith-Brown, January 2017
2. Memorandum to the Municipality of Clarington Re: Clarington Community Forecast Update 2013, Hemson Consulting Ltd, January 2013
3. Places to Grow – Growth Plan for the Greater Golden Horseshoe (2019)
4. Clarington Growth Trends 2017, Municipality of Clarington Planning Services Department, 2017
5. Clarington Growth Trends 2018, Municipality of Clarington Planning Services Department, 2018
6. Demographic Information 2018, Clarington Board of Trade and Office of Economic Development
7. Statistics Canada, 2016 Census, Community Profile, Municipality of Clarington Census Subdivision
8. Statistics Canada, 2016 Census, Community Profile, Bowmanville Population Centre
9. Statistics Canada, 2016 Census, Community Profile, Regional Municipality of Durham Census Subdivision
10. Statistics Canada, 2016 Census, Community Profile, Province of Ontario

## Staff Report

If this information is required in an alternate accessible format, please contact the Accessibility Coordinator at 905-623-3379 ext. 2131.

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<b>Report To:</b>	<b>General Government Committee</b>		
<b>Date of Meeting:</b>	October 15, 2019	<b>Report Number:</b>	CSD-010-19
<b>Submitted By:</b>	George Acorn, Acting Director of Community Services		
<b>Reviewed By:</b>	Andrew C. Allison, CAO	<b>Resolution#:</b>	
<b>File Number:</b>		<b>By-law Number:</b>	
<b>Report Subject:</b>	Addendum to CSD-007-19 Land Acknowledgement Statement		

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### Recommendations:

1. That Report CSD-010-19 be received;
2. That Council approve the proposed Land Acknowledgement Statement to be read aloud by the Mayor or designate at the start of public regular and special meetings of Council and its Standing Committees held in the Municipality of Clarington, at civic celebrations, and other official events that are hosted by the Municipality;
3. That Council approve the draft By-law (Attachment 1 to Report CSD-010-19) to amend By-law 2015-029, the Procedural By-law, in order to incorporate a Land Acknowledgement Statement at the meetings;
4. That staff be directed to develop a training plan, in collaboration with the Diversity Advisory Committee and representatives of our local Indigenous community, to provide Indigenous cultural awareness for Members of Council and staff; and
5. That all interested parties listed in Report CSD-010-19 and any delegations be advised of Council's decision.

## Report Overview

This Report provides Council a revised Land Acknowledgement Statement for their consideration. Following a Report and presentation at the June 17 General Government Committee meeting, the need to engage further was identified, which resulted in a referral back to staff.

### 1. Background

- 1.1 Clarington's Diversity Advisory Committee received a request through the Municipality's CAO's office to review and provide a recommendation to Council on the use of a Land Acknowledgement Statement. Council considered report [CSD-007-19 Land Acknowledgement Statement](#) at the June 17, 2019 General Government Committee Meeting.
- 1.2 Mr. Dave Mowat, representing the Mississaugas of Scugog Island First Nation as Consultation, Lands and Membership Supervisor, provided a presentation to Council at this meeting to provide some history and background on the matter.
- 1.3 While the proposed Land Acknowledgement Statement contained within report CSD-007-19 had been reviewed by Mr. Mowat as a representative of our local Indigenous community, it was discussed through his presentation that further consultation with the other identified communities should take place. As a result, Council approved Resolution #GG-390-19:  
  
"That Report [CSD-007-19 Land Acknowledgement Statement](#), be referred to staff to Report back to the General Government Committee meeting of September 23, 2019."
- 1.4 Staff worked with Mr. Mowat throughout the summer recess to confirm the statement. Prior to the September 23 General Government Committee meeting, Mr. Mowat advised that the consultation, while underway, was not yet complete. Staff requested an extension to report back to the October 15 General Government Committee meeting.
- 1.5 Subsequently, Mr. Mowat advised staff that he had a revised statement that more accurately reflects the lands included in the recent Williams Treaties settlement and the land on which Clarington is found.

## **2. Proposal**

- 2.1 It is proposed that the following revised Land Acknowledgement Statement be approved to read:

“The Municipality of Clarington is situated within the traditional and treaty territory of the Mississaugas and Chippewas of the Anishinabeg, known today as the Williams Treaties First Nations. Our work on these lands acknowledges their resilience and their longstanding contributions to the area now known as the Municipality of Clarington.”

## **3. Implementation**

- 3.1 Staff suggests that the Land Acknowledgement Statement follow the “Moment of Reflection” at Council meetings and follow the “Call to Order” at Standing Committee meetings. As such, staff are proposing the amended By-law 2015-029 (Attachment 1), the Procedural By-law, in order to incorporate a Land Acknowledgement Statement at the meetings.
- 3.2 Staff, in consultation with our local Indigenous community and the Diversity Advisory Committee, recommend that the Acknowledgement be read aloud by the Mayor or designate at the start of public meetings of Council and its Standing Committees, at civic celebrations, and other official events that are hosted by the Municipality. Examples of these special events include:
- Clarington For the Love of Art Mayor’s Gala
  - Clarington Celebrates Canada Day
  - Clarington Mayor’s Golf Classic (reception)
  - Clarington Sports Hall of Fame (reception)
  - Facility, Parks, Trails or Municipal Buildings sod turnings, grand openings
- 3.3 In an effort to raise awareness and provide an understanding of the history of Indigenous Peoples of Canada, staff, in conjunction with the Diversity Advisory Committee, will seek out learning opportunities for Mayor, Council and staff who may be in a position to read this Acknowledgement to ensure that these words are not being offered without understanding of their meaning.
- 3.4 Any costs associated with developing additional training plans would be incorporated in a budget submission for consideration in 2020.

## **4. Concurrence**

4.1 Not applicable.

## **5. Conclusion**

5.1 It is respectfully recommended that Council consider the revised Land Acknowledgement Statement as prepared by Mr. Dave Mowat, as it is respectful and historically accurate in the recognition of lands covered by the Williams Treaties, which includes the Municipality of Clarington.

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Staff Contact: George Acorn, Acting Director of Community Services, 905-623-3379 ext. 2502 or gacorn@clarington.net.

Attachments:

Attachment 1: Draft By-law to amend the Procedural By-law 2015-029

Interested Parties:

There are no interested parties to be notified of Council's decision.

If this information is required in an alternate format, please contact the Accessibility Coordinator at 905-623-3379 ext. 2131.

## **The Corporation of the Municipality of Clarington**

### **By-law 2019-XXX**

Being a by-law to By-law 2015-029, a By-law to govern the proceedings of the Council of the Municipality of Clarington, its General Government Committee, its Planning and Development Committee, and Special Committees

Whereas the Council of the Municipality of Clarington has approved the recommendations by Clarington's Diversity Advisory Committee and those outlined in Report CSD-007-19 to include a Land Acknowledgement Statement at meetings;

Whereas current Clarington's Procedural By-law, 2015-029, does not currently allow for a Land Acknowledgement Statement at meetings;

Now therefore be it enacted that By-law 2015-029, Clarington's Procedural By-law, be amended as follows:

1. In Subsection 6.1.1 (Council Agenda):
  - a. That the words "Land Acknowledgement Statement" be added following the word "Moment of Reflection";
2. In Subsection 6.2.1 (General Government Agenda):
  - a. That the words "Land Acknowledgement Statement" be added following words "Call to Order";
3. In Subsection 6.3.1 (Planning and Development Committee Agenda):
  - a. That the words "Land Acknowledgement Statement" be added following words "Call to Order";
4. In Subsection 6.4.1 (Special Committee Agenda):
  - a. That the words "Land Acknowledgement Statement" be added following words "Call to Order";

5. That a new Subsection 7.1.4 be added as follows:

7.1.4 Land Acknowledgement Statement

In recognition of a necessary first step towards honouring the original occupants of a place, and as a way to recognize the traditional First Nations, Metis and / or Inuit territories of a place, and to commemorate Indigenous peoples' principal kinship to the land, the following Land Acknowledgement Statement shall be read following the Call to Order:

"The Municipality of Clarington is situated within the traditional and treaty territory of the Mississaugas and Chippewas of the Anishinabeg, known today as the Williams Treaties First Nations. Our work on these lands acknowledges their resilience and their longstanding contributions to the area now known as the Municipality of Clarington."

6. That this by-law shall take effect on the date of passing.

Passed in Open Council this \_\_\_\_ day of \_\_\_\_\_, 2019.

\_\_\_\_\_  
Adrian Foster, Mayor

\_\_\_\_\_  
C. Anne Greentree, Municipal Clerk



## Staff Report

If this information is required in an alternate accessible format, please contact the Accessibility Coordinator at 905-623-3379 ext. 2131.

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<b>Report To:</b>	<b>General Government Committee</b>		
<b>Date of Meeting:</b>	October 15, 2019	<b>Report Number:</b>	CLD-021-19
<b>Submitted By:</b>	Anne Greentree, Municipal Clerk		
<b>Reviewed By:</b>	Andrew C. Allison, CAO	<b>Resolution#:</b>	
<b>File Number:</b>		<b>By-law Number:</b>	
<b>Report Subject:</b>	Bowmanville BIA Requests Regarding Parking Meters		

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### Recommendations:

1. That Report CLD-021-19 be received;
2. That the By-law attached to Report CLD-021-19, as Attachment 2, to amend the Traffic By-law 2014-059 to:
  - a. increase the parking meter rates from \$0.50 to \$1.00 (Schedule 5); and
  - b. remove the two-hour free parking (Schedule 6);be approved, effective January 1, 2020;
3. That, in accordance with Section 34(3) of the Traffic By-law 2014-059, the Municipality of Clarington approves the request from the Historic Downtown Bowmanville Business Improvement Area to increase the Christmas parking period for free parking meters from December 15-31 to December 1-31 for 2019 on a one-year trial basis for December 2019, and therefore designates the area in downtown Bowmanville regulated by parking meters as a free parking area between December 1, 2019 and December 31, 2019;
4. That Staff be directed to take the appropriate steps, including covering the meters with bags and advising the public via social media and notices placed on Clarington's website;
5. That Staff report back, prior to November 1, 2020 on the pilot of "free parking in the month of December, 2019"; and
6. That all interested parties listed in Report CLD-021-19 and any delegations be advised of Council's decision.

## Report Overview

Committee considered the Bowmanville BIA request to remove the two hour free parking in municipal lots as well as Staff's recommendation to increase parking meter rates from \$0.50/hour to \$1.00/hour at their September 9<sup>th</sup> meeting. Since the parking meter increase was not contemplated by the Bowmanville BIA, Committee asked for their input. This report contains their support for the increase and addresses their recent correspondence requesting that the free Christmas parking meter period change from the last two weeks of December to include the full month of December. Staff are recommending the removal of the two-hour free parking, the increased parking meter rate, and a trial period for 2019 of the full month of December for free parking.

## 1. Background

### Report CLD-018-19

- 1.1 Arising out of a request from the Historic Downtown Bowmanville Business Improvement Area (BIA) that two-hour free parking be removed from municipal parking lots, Staff prepared Report CLD-018-19, which was considered at the September 9, 2019 Joint Committees Meeting.
- 1.2 The Report recommended the removal of the two-hour free parking in municipal lots and an increase to parking meter rates from \$.50/hour to \$1.00/hour.
- 1.3 After the Committee considered the Report, the Committee passed the following Resolution # JC-106-19:

That [Report CLD-018-19](#) be referred back to staff to seek input (written or by delegation) from the Bowmanville Business Improvement Area regarding a possible increase to the cost at the parking meters; and

That the matter of the parking meters be easily severable from the recommendations of the Parking Lots in the report.

### **Request for Extension of Free Christmas Parking Period**

- 1.5 Recent correspondence (Item 9.1 of the General Government Committee agenda of October 15, 2019) was also received from the BIA requesting that the current free Christmas parking period be extended from December 15-31 to include all of December. In their letter, the BIA explains that this change would allow the local businesses to attract more customers and compete with larger big box stores and malls which have free parking.
- 1.6 Section 34(3) of [By-law 2014-059](#) allows that Council may, by resolution, designate an area or areas for a certain period to be exempt from the payment of parking fees and any areas so designated shall be denoted by a parking meter cover placed over the meeting (i.e. bagging).

## **2. Discussion**

### **Input Regarding Parking Meter Rates**

- 2.1 As per Committee direction, Staff reached out to the BIA and have indicated, in writing, that they support the increase of the parking meter rates from \$0.50/hour to \$1.00/hour. See Attachment 1.
- 2.2 With the BIA's support, Staff recommend that the draft by-law (Attachment 2), specifically Schedule #5, be approved to amend the [Traffic By-law 2015-059](#) to change the parking meter rates.

### **Removal of Free Two-Hour Parking in Municipal Lots**

- 2.3 As noted in Report CLD-018-19, Staff supports this request and therefore recommends that the draft by-law (Attachment 2), specifically Schedule #6, be approved to amend the [Traffic By-law 2015-059](#) to implement this change.
- 2.4 In order to allow time to make changes/signage to the central meters to remove the two-hour free parking and to provide for public education, it recommended that the effectivity date of the by-law be January 1, 2020.

### **Extension of Free Christmas Parking Period**

- 2.5 Staff have contemplated the possible impacts of an extension of free Christmas parking and has the following concerns:
- Downtown employees may take advantage of the free parking and therefore the extension of the period would not achieve the BIA's goal of making it easier for patrons to park and shop in the local businesses.
  - Downtown residents (i.e. residents above the stores) may take advantage of the free parking and therefore the extension of the period would not achieve the BIA's goal of increasing patrons to local businesses.
  - There will be a reduction in on-street parking meter revenue, however, due to the fact that all parking meter revenue is consolidated on collection (i.e. central meters and on-street meters), it is not possible to estimate the revenue decrease based on December historical revenues. However, since August 23<sup>rd</sup>, Staff have been reporting on parking revenues split by central meters and on-street meters. Based on this information, we are estimating \$2,000-\$3,000 loss of revenue for the two week period.
  - Irate citizens - Should we receive reports of abuse and issue a ticket for parking on the street for longer than three hours (as this portion of the by-law would still be in place) – however, this may not be received well as the perception will be “free parking with no limits”.
- 2.6 However, despite Staff's concerns, we recognize that the local business owners are the experts in their industry and aware of the flow of traffic. As such, Staff recommends a one-year trial period for December 2019. To achieve this trial period, Council can pass a resolution exempting the public from paying the parking meter fees for the entire month of December.
- 2.7 Staff will provide a report to Committee, prior to November 1, 2020, on the trial period with a recommendation on whether to make a permanent amendment to the by-law.

### **3. Concurrence**

This report has been reviewed by the Director of Finance/Treasurer who concurs with the recommendations.

## 4. Conclusion

It is respectfully recommended the removal of the two-hour free parking, the increased parking meter rate effective January 1, 2020, and a trial period for 2019 of the full month of December for free parking.

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Staff Contact: June Gallagher, Deputy Clerk, 905-623-3379 ext. 2103 or  
jgallagher@clarington.net.

Attachments:

Attachment 1 – Letter from Historic Downtown Bowmanville BIA

Attachment 2 – By-law to amend By-law 2014-059 to change parking meter rates

Interested Parties:

The following interested parties will be notified of Council's decision:

Edgar Lucas, Chair, Historic Downtown Bowmanville BIA

HISTORIC  
DOWNTOWN BOWMANVILLE



PO BOX 365, Bowmanville, ON, L1C 3L1

October 2, 2019

delivered by hand

Anne Greentree  
Municipal Clerk, Municipality of Clarington  
40 Temperance Street  
Bowmanville, ON

Re: JC-106-19 (report CLD-018-19)

Dear Ms. Greentree,

The Board of Management for the Historic Downtown Bowmanville Business Centre (BIA) would like to thank council for the opportunity to provide input on Report CLD-018-19.

The BIA supports the increase of the per hour rate to \$1.00 at both the street parking meters and municipal parking lots.

However, a motion of our Board was passed in June 2019 and a written request submitted to Duncan Anderson, Manager of Municipal Law Enforcement, in September 2019 asking for a revision of the policy of bagging street parking meters. If approved, this request would amend the street parking meter effective days in Schedule #5 to include the exception of the period from December 1 – 31, annually.

We thank you for consideration of our feedback.

Sincerely,

Edgar Lucas  
Chair, HDB BIA

Laura Holmes  
Secretary, HDB BIA  
[secretary@bowmanville.com](mailto:secretary@bowmanville.com)

If this information is required in an alternate format, please contact the Accessibility Coordinator at 905-623-3379 ext. 2131.

The Corporation of the Municipality of Clarington  
By-law 2019-XXX

Being a by-law to amend the Traffic Bylaw 2014-059.

Whereas the Council of the Corporation of the Municipality of Clarington deems it desirable to amend Traffic By-law 2014-059 to change the parking fees in Schedule 5 and Schedule 6.

Now therefore be it enacted:

1. That Schedule 5, Parking Meter Zones on Highways, of By-law 2014-059, be deleted and replaced with the attached Schedule 5.
2. That Schedule 6, Parking Meter Zones on Municipal Property, of By-law 2014-059, be deleted and replaced with the attached Schedule 6.
3. That this by-law comes into effect on January 1, 2020.

PASSED this xx<sup>th</sup> day of \_\_\_\_\_, 2019.

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Adrian Foster, Mayor

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C. Anne Greentree, Municipal Clerk

Schedule "5"  
To the Traffic By-law 2014-059  
Parking Meter Zones on Highways

Column 1	Column 2	Column 3	Column 4	Column 5	Column 6	Column 7
Highway	Side	From	To	Effective Times Or Days	Rate	Maximum Time Limit
Church Street	North	80 m west of Silver Street	Silver Street	9:00-18:00 Monday to Friday, except public holidays and the period from December 15 to 31	\$1.00/1 hr	2 hours
Church Street	North & South	Silver Street	Temperance Street	9:00-18:00 Monday to Friday, except public holidays and the period from December 15 to 31	\$1.00/1 hr	2 hours
Division Street	East	Queen Street	Church Street	9:00-18:00 Monday to Friday, except public holidays and the period from December 15 to 31	\$1.00/1 hr	2 hours
Division Street	West	50 m south of King Street	Church Street	9:00-18:00 Monday to Friday, except public holidays and the period from December 15 to 31	\$1.00/1 hr	2 hours
King Street	North	Scugog Street	George Street	9:00-18:00 Monday to Friday, except public holidays and the period from December 15 to 31	\$1.00/1 hr	2 hours



Attachment 1 to  
By-law 2019-xxx

Column 1	Column 2	Column 3	Column 4	Column 5	Column 6	Column 7
Highway	Side	From	To	Effective Times Or Days	Rate	Maximum Time Limit
King Street	South	Scugog Street	20 m east of George Street	9:00-18:00 Monday to Friday, except public holidays and the period from December 15 to 31	\$1.00/1 hr	2 hours
Silver Street	East	King Street	Church Street	9:00-18:00 Monday to Friday, except public holidays and the period from December 15 to 31	\$1.00/1 hr	2 hours
Temperance Street	East & West	Queen Street	Wellington Street	9:00-18:00 Monday to Friday, except public holidays and the period from December 15 to 31	\$1.00/1 hr	2 hours

Schedule "6"  
To the Traffic By-law 2014-059  
Parking Meter Zones on Municipal Property

<b>Column 1</b>	<b>Column 2</b>	<b>Column 3</b>	<b>Column 4</b>
<b>Municipal Address</b>	<b>Effective Times Or Days</b>	<b>Rate</b>	<b>Maximum Time Limit</b>
132 Church Street, Bowmanville, west lot and east lot	8:00-18:00 Monday to Friday	\$1.00/1 hr Max \$8.00	10 hours
132 Church Street, Bowmanville, west lot and east lot	18:01-07:59 weekdays	No hourly fee	2 hours
132 Church Street, Bowmanville, west lot and east lot	weekends & public holiday	No hourly fee	2 hours
30 Division Street, Bowmanville	8:00-18:00 Monday to Friday	\$1.00/1 hr Max \$8.00	10 hours
30 Division Street, Bowmanville	18:01-07:59 weekdays	No hourly fee	2 hours
30 Division Street, Bowmanville	weekends & public holiday	No hourly fee	2 hours
20 King Street East, Bowmanville	8:00-18:00 Monday to Friday	\$1.00/1 hr Max \$8.00	10 hours
20 King Street East, Bowmanville	18:01-07:59 weekdays	No hourly fee	2 hours
20 King Street East, Bowmanville	weekends & public holiday	No hourly fee	2 hours

Attachment 2 to  
By-law 2019-xxx

<b>Column 1</b>	<b>Column 2</b>	<b>Column 3</b>	<b>Column 4</b>
<b>Municipal Address</b>	<b>Effective Times Or Days</b>	<b>Rate</b>	<b>Maximum Time Limit</b>
15 Silver Street, Bowmanville	8:00-18:00 Monday to Friday	\$1.00/1 hr Max \$8.00	10 hours
15 Silver Street, Bowmanville	18:01-07:59 weekdays	No hourly fee	2 hours
15 Silver Street, Bowmanville	weekends & public holiday	No hourly fee	2 hours
166 Church Street, Bowmanville	8:00-18:00 Monday to Friday	\$1.00/1 hr Max \$8.00	10 hours
166 Church Street, Bowmanville	18:01-07:59 weekdays	No hourly fee	2 hours
166 Church Street, Bowmanville	weekends & public holiday	No hourly fee	2 hours

## Staff Report

If this information is required in an alternate accessible format, please contact the Accessibility Coordinator at 905-623-3379 ext. 2131.

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<b>Report To:</b>	General Government Committee	
<b>Date of Meeting:</b>	October 15, 2019	<b>Report Number:</b> COD-020-19
<b>Submitted By:</b>	Marie Marano, Director of Corporate Services	
<b>Reviewed By:</b>	Andrew C. Allison, CAO	<b>Resolution#:</b>
<b>File Number:</b>	CL2019-28	<b>By-law Number:</b>
<b>Report Subject:</b>	2019 Facility Parking Lot	

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### Recommendations:

1. That Report COD-020-19 be received;
2. That C. Aurora Paving Ltd. with a total bid amount of \$248,618.00 (Net HST Rebate, being the lowest compliant bidder meeting all terms, conditions and specifications of tender CL2019-28 be awarded the contract for the 2019 Facility Parking Lot, as required by the Engineering Services Department;
3. That the total funds required for this project in the amount of \$277,498.74 (Net HST Rebate), which includes the construction cost of \$248,618.00 (Net HST Rebate) and other costs including material testing, and contingencies in the amount of \$28,880.74 (Net HST Rebate) is in the approved budget allocation as provided and will be funded from the following accounts;

Description	Account Number	Amount
Parking Lot Rehab (2019)	110-32-327-83614-7401	\$255,043
Retaining Wall (2019)	110-36-330-83438-7401	22,456

4. That all interested parties listed in Report COD-020-19, and any delegations be advised of Council's decision.

## Report Overview

To request authorization from Council to award the contract for the work as required for the rehabilitation of the Church Street Parking. This work includes: asphalt paving, parking area operational improvements, pedestrian accommodation, drainage improvements, retaining wall removal, along with some planting.

## 1. Background

- 1.1 Tender specifications for reconstruction of the road alignment and road priority inclusive of road surface works, utility relocations, land exchange, railway signal replacement/relocation, etc. were prepared by the Engineering Services Department and provided to the Purchasing Services Division.
- 1.2 Tender CL2019-28 was prepared and issued by the Purchasing Services Division and advertised electronically on the Municipality's website. Notification of the availability of the document was also posted on the Ontario Public Buyers Association's website. Nineteen (19) Companies downloaded the tender document.
- 1.3 The Tender closed August 7, 2019

## 2. Analysis

- 2.1 Six (6) bids were received in response to the tender call.
- 2.2 Of the thirteen (13) companies who downloaded the tender documents but chose not to submit pricing:
  - Two were construction associations;
  - One company was unable to meet the submission deadline;
  - Two companies were unable to meet our schedule due to their current workload; and
  - Eight companies did not respond to our request for information.
- 2.3 The bids were reviewed and tabulated by the Purchasing Services Division (see Attachment 1). All six submissions were deemed compliant.
- 2.4 The results were forwarded to the Engineering Services Department for their review and consideration.

- 2.5 After review and analysis of the submissions by the Engineering Services Department and the Purchasing Services Division, it was mutually agreed that the low bidder, C. Aurora Paving Ltd. be recommended for the award of tender CL2019-28 (see Attachment 2).
- 2.6 C. Aurora Paving Ltd. has successfully completed work for the Municipality in the past.

### **3. Financial**

- 3.1 The total funds required for this project in the amount of \$277,498.74 (Net HST Rebate), which includes the construction cost of \$248,618.00 (Net HST Rebate) and other costs including material testing, and contingencies in the amount of \$28,880.74 (Net HST Rebate) is in the approved budget allocation as provided and will be funded from the following accounts:

Description	Account Number	Amount
Parking Lot Rehab (2019)	110-32-327-83614-7401	\$255,043
Retaining Wall (2019)	110-36-330-83438-7401	22,456

- 3.2 Queries with respect to the department needs, specifications, etc. should be referred to the Director of Engineering Services.

### **4. Concurrence**

This report has been reviewed by the Director of Engineering Services and the Director of Operations who concur with the recommendations.

### **5. Conclusion**

It is respectfully recommended that C. Aurora Paving Ltd. being the lowest compliant bid be awarded the contract for the 2019 Facility Parking Lot in accordance with all the terms, conditions specifications and drawings of tender CL2019-28.

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Staff Contact: David Ferguson, Purchasing Manager, 905-623-3379 Ext 2209 or dferguson@clarington.net.

Attachments:

Attachment 1 – Bid Summary

Attachment 2 – Memo to Purchasing from Engineering Services

Interested Parties: List of Interested Parties available from Department.

Attachment 1

# Municipality of Clarington

**CL2019-28**

## **2019 Facility Parking Lots**

### **Bid Summary**

<b>BIDDER</b>	<b>Total Bid (including HST)</b>	<b>TOTAL BID (Net HST Rebate)</b>
C. Aurora Paving Ltd.	\$276,079.34	\$248,618.00
Coco Paving Inc.	\$279,596.47	\$251,785.28
Tri Son Contracting Inc.	\$286,191.71	\$257,724.98
Ashland Paving Ltd.	\$308,817.01	\$278,097.44
Dig-Con International Ltd.	\$326,869.11	\$294,355.76
Springside Paving Ltd	\$361,157.49	\$325,233.51



# MEMO

TO: David Ferguson, Purchasing Manager

FROM: Ron Albright, P. Eng. Assistant Director - Engineering Services

DATE: September 13, 2019

RE: **2019 Facility Parking Lots  
CL2019-28**

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The Engineering Services Department has reviewed the low bid by C. Aurora Paving Ltd. for CL2019-28 and offer the following comments.

The work locations and a brief description is listed below.

Item	Limits	Description
Church Street	132 Church Street bounded by Division Street to the East, Church Street to the South, and 47 Temperance Street to the West.	Parking lot rehabilitation including asphalt paving, parking area operational improvements, pedestrian accommodation, drainage improvements, retaining wall removal, planting

The low bidder on this contract was C. Aurora Paving Ltd. Based on past experience with this contractor, we recommend the contract be awarded to C. Aurora Paving Ltd. in the amount of \$276,079.34 inclusive of HST, or \$248,618.00 net of HST rebate.

A total contingency amount of approximately 10% of construction costs is required for this project, based on past experience. Therefore, including contingency, material testing and net HST costs, the Engineering Department advises of the following funding. Note that design, tendering, inspection, and contract administration will be done by municipal staff.



Construction Cost, based on low bid (net of HST)	\$248,618.00
Other Costs (net of HST)	\$29,949.80
Total Project Cost	\$278,567.80
Allocated Financing  Parking Lot Rehab (2019) 110-32-327-83614-7401	  \$278,567.80
Total Allocated Financing	\$278,567.80

\* A more detailed breakdown is to be provided to Finance to provide necessary information for tracking of Tangible Capital Assets (TCA).

As per the pricing low bid received there remains a shortfall in the Parking Lot Rehab - 110-32-327-83614-7401 account of \$22,473.25. Funding from the Retaining Wall - 110-36-330-83438-7401 (2019) account in the amount of \$22,473.25 will be utilized to cover this shortfall as the current retaining wall in the existing lot will be removed in the scope of the work. The Engineering Services Department recommends that the Purchasing Department move forward with award of the contract based on the above apportionments. Should you have any further questions, please feel free to contact the undersigned.

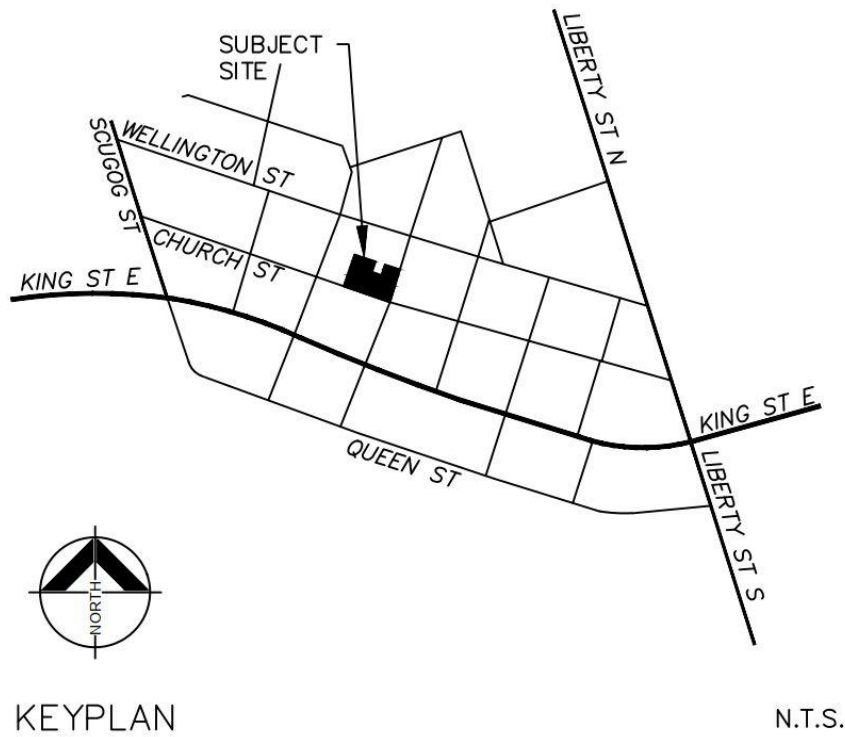
Regards,



Ron Albright, P. Eng.  
Assistant Director - Engineering Services

RA/RB/ra

cc: Trevor Pinn, Director of Finance  
A.S. Cannella, Director of Engineering Services



## Staff Report

If this information is required in an alternate accessible format, please contact the Accessibility Coordinator at 905-623-3379 ext. 2131.

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<b>Report To:</b>	General Government Committee		
<b>Date of Meeting:</b>	October 15, 2019	<b>Report Number:</b>	COD-021-19
<b>Submitted By:</b>	Marie Marano, Director of Corporate Services		
<b>Reviewed By:</b>	Andrew C. Allison, CAO	<b>By-law Number:</b>	
<b>File Number:</b>		<b>Resolution#:</b>	
<b>Report Subject:</b>	Fire Mediation Award for Collective Agreement 2018-2022		

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### Recommendation:

1. That Report COD-021-19 be received for information.

## Report Overview

The Clarington Fire Fighters' Association Local 3139 Collective Agreement was subject to a Mediation/Interest Arbitration process for the term 2018 to 2022. The award is presented to Council for information.

## 1. Negotiations for the 2018 to 2022 Collective Agreement

- 1.1 The 2017 Collective Agreement with the Clarington Fire Fighters' Association Local 3139 expired on December 31, 2017. Negotiations began in September 2018 to enter into a renewal agreement. Meetings continued from September 2018 until May 31, 2019.
- 1.2 The Municipality's revised final offer was not accepted by the Association. The Association provided formal notice on June 10, 2019 that it had filed for mediation, the first step in the interest arbitration process. Two mediation sessions were held by the Ministry appointed Arbitrator Jasbir Parmar; July 23 and September 24, 2019.
- 1.3 Council was updated on the status of the negotiations on April 15, 2019 at the General Government meeting, through a confidential email on June 11, 2019 after notice was received from the Association of their intention to proceed to Mediation/Interest Arbitration, and after the conclusion of the mediation on September 24, 2019.

## 2. Award Details and Key Changes to the Collective Agreement

### Mediation

- 2.1 The key outstanding items referred to mediation and awarded are as follows:
  - a) **Health Spending Account (HSA):** Members retiring after January 1, 2019 will be eligible for a HSA for medical or dental expenses up to \$2,750 per year for ten years, from age 65 to 75.
  - b) **Accidental Death and Dismemberment, Death Due to Illness Insurance:** The existing Accidental Death and Dismemberment (AD&D) insurance benefit, will be supplemented with an insurance covering two times the employee's annual salary for a line of duty death due to occupational disease as determined by the WSIB. This would be paid in addition to what WSIB provides for in presumptive illness claims, and in addition to life insurance under the normal benefit program.

- c) **DZ Licence Medical Reimbursement:** Reimbursement will be made up to \$100 for age based medical reports required by the Ministry of Transportation of Ontario (MTO) to maintain a DZ licence.
- d) **Purchased Vacation:** The existing clause permitting employees to purchase additional vacation days is reduced from ten days to five days per year.
- e) **Probationary Step at 60% for 5<sup>th</sup> Class:** The introduction of a new Probationary step to the probationary levels for categories on the wage grid at 60% of a First Class fire fighter wage. This will allow the Municipality to save approximately \$40,000 over four years on the wages for new hires, while they start on the grid at the lower percentage, and then move through the grid based on time, until they reach the First Class wage level at 100%. The existing Probationary step for 4<sup>th</sup> Class is 70%.
- f) **All items agreed to during negotiations form part of the overall award:** The mediation award directs inclusion of the following items agreed to prior to mediation:
  - i) **Hours of Work:** The Fire Prevention Officer position will work a five day work week, similar to the existing schedule for the Chief Fire Prevention Officer, rather than the four day, 10 hour work week applicable to the Prevention Division. This is considered to provide a better service level, having senior Prevention Officers available during the week.
  - ii) **Leave for Association Business:** Minor change to allow the twenty-four days available for Association business to be utilized among the four designated members, versus the existing clause that split the twenty-four days equally among the four designated members.
  - iii) **Family Emergency Leave:** An employee will be allowed two Family Emergency Days per year to be deducted from sick leave credits.
  - iv) **Health Benefits:**
    - Dispensing Fee Cap:** \$15 dispensing fee cap for prescription drugs
    - Annual Deductible:** Introduction of \$15 for single and \$30 single +1/family coverage, deductibles effective 2020.
    - Paramedical services:** Increased from \$450 to \$500, and \$550 in 2022 per person per year for services including chiropractor, speech pathologist, osteopath, podiatrist, chiropodist, and naturopath.
    - Massage Therapy:** Covered to \$750 (from \$400) for registered massage therapy services.

**Psychological Services:** Up to \$2,000 and \$2,500 in 2021. This is considered as a positive move to support the recognition of Post-Traumatic Stress Disorder (PTSD) situations for first responders.

**Vision:** \$550, up from \$500, and \$600 in 2022, every two years.

**Dental:** Major services increase from \$1,250 up to \$1,500 per year, maintaining the 80% reimbursement.

**Long Term Disability (LTD):** Coverage up to \$7,000 per month, up from \$6,000.

v) **Wages – based on First Class Rate:**

January 1, 2018	1.9%	\$ 98,169
January 1, 2019	1.0%	\$ 99,151
July 1, 2019	1.2%	\$100,327
January 1, 2020	1.0%	\$101,330
July 1, 2020	1.0%	\$102,333
January 1, 2021	1.0%	\$103,356
July 1, 2021	0.9%	\$104,278
January 1, 2022	1.0%	\$105,321
July 1, 2022	0.9%	\$106,259

Captain % of First Class	118% January 1, 2020
Platoon Chief (PC)	128% July 1, 2019; 130% January 1, 2021
Chief Training / Prevention	130% January 1, 2022

vi) **Term: January 1, 2018 to December 31, 2022.**

vii) Other changes to the Collective Agreement noted in the attached Award reflect changes to grid progression rates that are primarily housekeeping, or are operational changes that improve overall efficiency.

### 3. Financial Impact

- 3.1 The cost of the amendments to the Fire Fighters' Association Collective Agreement benefits and wages, as provided for in the mediation five year award is estimated as follows annually:

<b>Wages:</b> Average annual increase	<b>\$185,500</b>
<b>AD&amp;D Supplemental Insurance</b>	<b>\$ 14,800</b>
<b>Standard Benefit Changes:</b> Average based on current rates	<b>\$ 50,200</b>
<b>Health Spending Account:</b> In 2024 with first retiree/per year	<b>\$ 2,750</b>

**Annual Savings from Deductible and Dispensing Fee cap:** \$2,600 estimated.

**Estimated savings with 5<sup>th</sup> Class for new hires:** Beginning in 2020 with approximately three new hires due to retirements, estimated savings could be from \$20,000 to \$30,000 in total based on date of hire.

- 3.2 The Director of Finance has allocated appropriate amounts to the appropriate budget years for the retroactivity adjustments related to the Fire Fighters' Collective Agreement.
- 3.3 Cost of the arbitration hearing for the Arbitrator was \$13,559, which is split evenly between the parties at \$6,779 each.

#### **4. Concurrence**

This report has been reviewed by the Director of Finance for the implications of the financial elements in the award.

#### **5. Conclusion**

It is respectfully recommended that this report be received for information, and the awarded changes to the Fire Fighters' Association Collective Agreement, be implemented at the effective dates identified.

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Staff Contact: Marie Marano, Director of Corporate Services/ HR, extension 2202

Attachments:

Attachment 1 - Interest Arbitration (Mediation) Award by Jasbir Parmar 2018-2022

Interested Parties:

There are no interested parties to be notified of Council's decision, as the Association was represented at the Hearing and is party to the award.

**IN THE MATTER OF AN INTEREST ARBITRATION  
PURSUANT TO THE FIRE PROTECTION AND PREVENTION ACT, 1997**

**BETWEEN:**

**THE CORPORATION OF THE MUNICIPALITY OF CLARINGTON**

("the Municipality")

- and -

**THE CLARINGTON FIRE FIGHTERS' ASSOCIATION, IAFF LOCAL 3139**

("the Association")

**ARBITRATOR:**

Jasbir Parmar, Chair

**On Behalf of the Municipality:**

Michael Kennedy, Counsel, Hicks Morley Hamilton Stewart Storie, LLP  
Lisa Wheller, Human Resources Manager  
Marie Marano, Director of Corporate Services/HR  
Gord Weir, Fire Chief  
Tim Calhoun, Deputy Fire Chief  
Bill Hesson, Deputy Fire Chief

**On Behalf of the Association:**

Jeffrey Sack, Counsel  
Bob McCutcheon, Advocate, Clarington Fire Fighters' Association  
Michael Kalita, President, CFFA Local 3139  
Scott Snowden, Vice-President, CFFA Local 3139  
Rob Gardner, Negotiations Committee Member  
Steve Buckingham, District 1 Vice President OPFFA

This matter was heard on July 23 and September 24, 2019.



1. I was appointed pursuant to the Fire Protection and Prevention Act, 1997 to determine the outstanding issues related to the renewal of the collective agreement between these parties, the previous agreement having expired on December 31, 2017.
2. The Municipality of Clarington has a population of approximately 92,000 people and is a part of the Durham Region. The Association represents the full-time fire fighters employed by the City.
3. While there were efforts made to reach a mediated resolution, ultimately it became apparent that an award would be required to resolve certain issues.
4. In making this decision on the outstanding issues, I considered the parties' submissions as well as all relevant factors, including those specifically referenced in section 50.5(2) of the *Fire Protection and Prevention Act*:

1. A comparison, as between the employees and other employees in the public and private sectors, of the terms and conditions of employment.

2. A comparison of collective bargaining settlements reached in the same municipality and in comparable municipalities, including those reached by employees in bargaining units to which the *Labour Relations Act, 1995* applies, having regard to the relative economic health of the municipalities.

3. The economic health of Ontario and the municipality, including, but not limited to, changes to labour market characteristics, property tax characteristics and socio-economic characteristics.

4. The employer's ability to attract and retain qualified firefighters.

5. The interest and welfare of the community served by the fire department.

6. Any local factors affecting the community. 2018, c. 17, Sched. 18, s. 5 (1).

5. The parties are directed to enter into a renewal collective agreement, with the term January 1, 2018 to December 31, 2022. The agreement is to consist of all the terms in the expired collective agreement with the following specific amendments:

(a) All items previously agreed to by the parties during bargaining (attached):

(b) Article 15.07 – Purchased Vacation:

Amend:

Change from 10 days to 5 days per year.

(c) Article 17.01(b) - Accidental Death and Dismemberment (AD&D):

Add ii):

The existing AD&D benefit plan will be supplemented with a death insurance benefit, equal to two times (2x) the employee's annual salary payable in the event of a line of duty death due to occupational disease as determined by the Workplace Safety Insurance Board.

There shall be no duplication of entitlement under the existing AD&D coverage.

(d) Article 17.04(c) – Retirement

Add:

Post 65 Health Spending Account:

Members retiring after January 1, 2019, will be eligible for an individual health care spending account (HSA). The HSA will be used to reimburse retired members for medical or dental expenses which meet Revenue Canada's definition of an allowable deductible medical or dental expense.

The amount of the HSA will be to a maximum of \$2,750 per year for each individual eligible member and will be limited to the 10 years immediately following the retired members 65<sup>th</sup> birthday. The eligible expenses of the member's eligible spouse at time of retirement may also be claimed against the HSA. In order to receive reimbursement from the HSA for eligible medical or dental expenses, the member will be required to submit original receipts.

Members are eligible for the HSA if they meet the requirements for retiree benefits pursuant to Article 17.04 b) as applicable.

Claims for reimbursement must be made first through the Ontario Health Insurance Plan (OHIP), the Ontario Drug Plan (ODP), or other such public insurance plan as may be applicable.

Reimbursement will be provided for eligible medical or dental expenses to the extent those expenses exceed the coverage available from OHIP, ODP or other applicable public insurance plan.

The Retiree HSA will be non-cumulative. There is no redeemable cash value. In the event that the eligible retired employees (and spouse when applicable) do not exhaust the maximum entitlement for the year, the balance cannot be carried over into the subsequent year.

(e) Article 17.09 - Reimbursement of MTO required DZ license medicals

Effective January 1, 2019, the Municipality will reimburse each employee that is required by the employer to maintain a DZ license, up to \$100 to cover the cost of one mandatory medical examination to complete the Ministry of Transportation of Ontario (MTO) Medical Report at each age-based frequency as required by the MTO. The employee will be required to provide evidence of payment and to be eligible for reimbursement.

f) Article 21.01 – Add a new Probationary step to the probationary levels in the Appendix 1B – Wage Grid, at 60%.

Any change in benefits (Article 17) will be effective November 1, 2019, or as expressly agreed to, or awarded.

6. The Municipality shall make all reasonable efforts to ensure that salary rates are in place no later than October 31 and retroactive payments are issued no later than November 28, 2019.
7. I remain seized until the parties enter into a formal collective agreement.

Dated this 26th day of September, 2019.

"Jasbir Parmar"

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JASBIR PARMAR  
Sole Arbitrator

**The Corporation of the Municipality of Clarington**  
and  
**The Clarington Fire Fighters' Association, IAFF Local 3139**

Renewal of Collective Agreement Expired as of December 31, 2017

The following represents items in agreement between the parties as of May 31, 2019.

Article 3.02 – Delete (remove reference to reduced FF probationary period for dispatchers)

Amend Article 3 to read:

**Article 3 Probation**

~~3.02 One completed year of dispatch service will provide a three (3) months' credit towards a probationary fire fighter's probationary service. Two (2) completed years of dispatch service will equal six (6) months' credit towards a probationary fire fighter's service. Three (3) completed years of dispatch service will equal nine (9) months' credit towards a probationary fire fighter's service. This will apply to existing and future dispatchers.~~

Article 6.03 – Change grievance response timing for the Fire Chief to 14 days from 7 days

Amend Article 6 to read:

**6.03 Step 1**

The Fire Chief, or in his/her absence, the Deputy Chiefs, shall respond to the grievance in writing within ~~seven (7)~~ **fourteen (14)** days after the grievance is submitted to him/her.

Article 8.01a) – Remove dispatch reference from hours of work

Amend Article 8.01a) to read:

**Article 8 Hours of Work**

8.01 Regular hours of work under the current shift system for the following divisions:

- a) ~~Dispatchers and fire fighters~~ **Suppression staff:** On average forty-two (42) hours per week as scheduled by the Chief.

Article 8.01b) – Hours of Work for Fire Prevention Officer 5 days per week

Amend Article 8.01b) to read:

**Article 8 Hours of Work**

8.01 Regular hours of work under the current shift system for the following divisions:

- a) ~~Dispatchers and~~ Fire fighters on average forty-two (42) hours per week as scheduled by the Chief.
- b) Fire Prevention staff - 10 hours per day, from 0730 – 1730 hours, 4 days per week, using an alternating two week pattern of Monday – Thursday and Tuesday – Friday, for a total of 40 hours per week.  
  
The **Fire Prevention Officer and Chief Senior** Fire Prevention Officer shall work a five (5) day **week, for a total of 35 40** hours per week, **inclusive of** ~~schedule with~~ a one hour paid lunch.
- c) Maintenance division staff – eight (8) hours per day, from 0700 – 1500 hours, five (5) days per week for a total of forty (40) hours per week, **with a one hour paid lunch.**
- d) The Training division employees shall work, 10 hours per day, from 0700 – 1700 hours, 4 days per week, using an alternating two week pattern of Monday – Thursday and Tuesday – Friday, for a total of 40 hours per week.  
The ~~Senior Chief~~ Training Officer position shall work a five (5) day week **for a total of 35 40** hours per week, ~~schedule with~~ **inclusive of a** one hour paid lunch.

Settlement Language:

The vacant Fire Prevention Officer position shall be filled using existing Fire Prevention staff through a promotional process in accordance with Article 12 – Promotions.

The total current staffing complement of the Fire Prevention division shall not be altered due to the refill of the Fire Prevention Officer position.

The current practice and use of an Acting position in the absence of the Senior Fire Prevention Officer shall end. In the absence of the Senior Fire Prevention Officer the Fire Prevention Officer shall assume the responsibilities of the Senior Fire Prevention Officer position without extra compensation.

There shall be no unreasonable delay in replacing a vacant Senior Fire Prevention Officer position due to the elimination of the Acting SFPO practice.

The weekly hours of work for all Prevention, Training and Maintenance Divisions is 40 hours per week, inclusive of 1 hour paid lunch whereby employees must be able to respond should they be required as is the current practice.

The daily hours of work for the current Chief Fire Prevention Officer and Chief Training Officer shall not change, except by mutual agreement between the Association and the Municipality. When refilling the CFPO and CTO positions, the Municipality may adjust the daily hours of work to provide greater supervision of other staff within the division.

Article 13.01a) – Association leave not restricted to 4 designated members

Amend Article 13.01 to read:

13.01 Leave for Association Business

- a) Up to four (4) designated members of the Association will be allowed a total of ~~six (6)~~ **twenty-four (24)** days each with pay per calendar year to attend to Fire Association business provided that the Fire Chief is advised of the intended absence at least fourteen (14) days prior to the occasion and is able to adequately staff the department during the proposed absence at no additional cost to the Corporation.

Settlement Language:

The Committee list shall be provided to the Fire Chief annually and within 15 days of any subsequent changes.

Article 13.02e) – Deferral of bereavement day confirmed as 1 day

Amend Article 13.02 to read:

- 13.01 e) An employee will be entitled to defer **one (1) day** bereavement leave where the arrangements, funeral or other rite are conducted on a future scheduled working day;

Article 13.06 – Family Emergency Leave

New Article 13.06

**In case of sudden or unexpected illness of an immediate family member, as defined under the ESA, an employee shall be allowed two Family Emergency Days per year and to be deducted from sick leave credits. The Municipality retains the right to request reasonable verification for entitlement to the leave.**

Settlement Language:

Personal Emergency Leave policy will be reviewed and amended to reflect Family Emergency Days.

In accordance with ESA, if an employee takes leave, whether paid or unpaid, under the terms of their employment contract in circumstances for which the employee would also be entitled to take leave under the ESA, the employee is deemed to have taken their statutory leave.

#### Article 14.03 – Delete Plan C – Municipal Funded Short Term Disability Plan

##### Delete Article 14.03:

##### 14.01 Plan C - Municipal Funded Short Term Disability Plan

~~Eligibility - This article applies to only firefighters hired after January 1<sup>st</sup>, 2004 who elect within 60 days of beginning employment to be covered by this short-term disability plan as set out below:~~

- ~~a) The provisions of a short-term disability plan, on completion of a 60 day eligibility period is set out below:~~
- ~~b) Length – 120 Calendar Days (Elimination period for LTD as set by plan provider) (approximately 56 working days)~~
- ~~c) Coverage – 100% wages for the first 5 days of illness per year  
75% wages for the remaining days to LTD.~~
- ~~d) Short term sick leave 100% wage provision will be pro-rated for eligibility based on the date of hire and termination.~~
- ~~e) If an employee is absent more than 56 working days, or LTD plan dictated elimination period, on a continuous or related illness, the short term claim will be automatically referred to the Long Term plan.~~
- ~~f) Application – First day of illness or non-compensable injury~~
- ~~g) Top Up – from 75% to 100% on the sixth (6<sup>th</sup>) day  
— A maximum of 5 vacation days may be used to top up short term sick leave days; however they are not to be used to extend the short term sick leave claim beyond the 56 working days on any one claim.~~
- ~~h) No accumulation of unused sick days.~~
- ~~i) If no sick days are used at the end of any calendar year, the employee will receive two (2) day's pay. There will be no pro-ration of the (2) two days.~~

#### Article 14.04 – Mandatory sick notes after 3 consecutive working days

##### Amend Article 14.04 to read:

14.04 When claiming sick pay, an employee will, ~~if required to do so by the Chief,~~ promptly furnish a Doctor's certificate after the third (3<sup>rd</sup>) **consecutive** day of illness. The Corporation retains the right to request a Doctor's certificate for less than three (3) days illness if there is



reason to believe the use of sick days is questionable. If a Doctor's certificate is requested in these circumstances, the Corporation will pay for the necessary certificate(s).

Article 17.01 – Extended Health Benefit Improvements

d) Extended health benefits, major medical benefits with prescription drug plan, inclusive of a **\$15 dispensing fee cap** and semi-private hospital coverage; **Annual deductibles of \$15 (single coverage), \$30 (single plus 1 and family coverage) effective 2020.**

Coverage for Paramedical services to a maximum of ~~\$450~~ **\$500, \$550 (2022)** a year per person per specialty upon Doctor referral, as required by the Policy. Paramedical, as provided for in the plan, includes for example, chiropractor, speech pathologist, osteopath, podiatrist, chiropodist, and naturopath.

Registered Massage Therapy services shall be covered to a maximum of **\$750** per year **effective 2020.**

**Psychological Services to a maximum of \$2,000, \$2,500 (2021)**

e) Prescription glasses to a maximum of ~~\$500~~ **\$550, \$600 (2022)** per person every two (2) policy\* years. Laser eye surgery one time 50% to a maximum of \$1,000 per eye.

g) Major services with an eighty (80%) per cent reimbursement to a maximum of **\$1,500** per calendar year.

h) Long Term Disability – commencing after 120 days at 70% of salary to a maximum of ~~\$6,000~~ **\$7000** per month to retirement to a maximum of age NRA 60 or 65 as applicable, whichever occurs first;

Article 17.04b )– New qualifier for retirement benefits

Amend Article 17.04 to read:

17.04 Retirement:

- a) The normal retirement age for fire fighters shall be sixty (60) years of age but nothing herein shall prevent an employee from retiring at an earlier age in accordance with the provisions of the Ontario Municipal Employees Retirement Systems Act.
- b) Retiree benefits; life, dental and extended health retirement benefits to age 65 provided:
  - 1. Available from 1st day of retirement

2. All benefits terminate at age 65, any conversion options available under any plan are the responsibility of the Member to investigate and implement,
3. Employee must have 15 years of vested service
4. Employee must be in good standing\* with the Municipality at the time of retirement.
5. Employee must be at least 55 years of age, or;
6. Employees who qualify for early unreduced OMERS pension with 15 years of vested services will be eligible for benefits at age 50.
7. **Must not be receiving extended health benefits as the primary recipient from another employer**

\* Good Standing is defined as – An employee who, is not currently in a litigation proceeding, or involved in a malicious act against the Municipality.

#### Article 17.08 Survivor Benefits – 24 months for Health and Dental

Amend Article 17.08 to read:

##### 17.08 Survivor/Spousal Benefits

Upon the employee's death during active duty or retirement, the employee's dependent survivors and/or spouse will continue to receive extended health benefits, major medical benefits with prescription drug plan, semi-private hospital coverage, **dental benefits** and vision care benefits until the earliest of:

- The date they cease to qualify as insurable dependents; or
- **Twenty-four (24)** months after the employee's death; or
- The end of the month in which the surviving spouse remarries or attains age sixty-five (65).

#### Article 21 – Wages and Grid Progression Amendments

21.01 Appendix 1 attached contains the detailed wage grids as follows:

**January 1, 2018 1.9% - \$98,169**

**January 1, 2019 1% - \$99,151**

**January 1, 2020 1% - \$101,330**

**July 1, 2019 1.2% - \$100,327**

**July 1, 2020 1% - \$102,333**

**January 1, 2021 1% - \$103,356**

**July 1, 2021 .9% - \$104,278**

**January 1, 2022 1% - \$105,321**

**July 1, 2022 .9% - \$106,259**

Captain to **118% effective January 1, 2020**

Platoon Chief to **128% July 1, 2019, 130% effective January 1, 2021**

Chief Training Officer and Chief Fire Prevention Officer to **130% effective January 1, 2022**

Amend Article 21.01b) to read:

- b) ~~Senior Chief~~ **Senior Chief** Training Officer (~~STO~~) (**CTO**) category to be positioned at the rate of 128%, **130% (2022)** on the wage grid.

When Article 12.09 b) of the Collective Agreement is exercised to fill a vacancy of the ~~STO~~ **CTO** category, the following wage progression shall apply. The successful candidate that did not meet the full qualifications will be placed at an appropriate rate within this grid in recognition of years of experience and rank.

Start at 120%; 125% after thirty (30) months; 128%, **130% (2022)** after sixty (60) months.

~~Senior Chief~~ **Senior Chief** Fire Prevention Officer (~~SFPO~~) (**CFPO**) category to be positioned at the rate of 128%, **130% (2022)** on the wage grid.

When Article 12.09 b) of the Collective Agreement is exercised to fill a vacancy of the ~~SFPO~~ (**CFPO**) category, the following wage progression shall apply. The successful candidate that did not meet the full qualifications will be placed at an appropriate rate within this grid in recognition of years of experience and rank.

Start at 120%; 125% after thirty (30) months; 128%, **130% (2022)** after sixty (60) months.

Settlement Language:

Appendix 1 and all applicable areas of the renewal collective agreement shall be amended to reflect the following wages and differentials; and shall be retroactive for all employees that were employed by the Municipality during the applicable period.

Article 22 – Rename Platoon Captain to Platoon Chief

Amend Article 22.01 to read (Association Proposal):

Article 22 – Platoon ~~Captain~~ **Chief**

22.01 There shall be one (1) Platoon Chief stationed at headquarters for each platoon in the suppression division. ~~The Platoon Chief shall receive 128%, 130% (2020) of first class wages.~~

Article 26 – Duration

Amend Article 26 to read:

26.01 This Collective Agreement shall remain in force and effect from January 1<sup>st</sup>, ~~2015~~ **2018** to December 31<sup>st</sup>, ~~2017~~ **2022** and from year-to-year thereafter until replaced by a new Agreement or award; provided however, that either party may terminate this Agreement or indicate an intention to re-negotiate its provisions by providing notice in writing to the opposite party not less than thirty (30) days and not more than forty-five (45) days prior to the 31<sup>st</sup> of December, in the applicable year.

Renew Letters/Memorandums of Understanding

The parties agree to renew all letters of understanding and/or memorandums of understanding except the memorandum Re: Move from Prevention to Suppression, dated June 16, 2005.

## Staff Report

If this information is required in an alternate accessible format, please contact the Accessibility Coordinator at 905-623-3379 ext. 2131.

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**Report To:** General Government Committee

**Date of Meeting:** October 15, 2019 **Report Number:** COD-022-19

**Submitted By:** Marie Marano, Director of Corporate Services  
Trevor Pinn, Director of Finance/Treasurer

**Reviewed By:** Andrew C. Allison, CAO **Resolution#:**

**File Number:** SS CL2019-1 **By-law Number:**

**Report Subject:** Supply and Delivery of Winter Sand

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### Recommendations:

1. That Report COD-022-19 be received;
2. That Young Aggregates with a bid amount of \$299,378.00 (Net HST Rebate) being the lowest compliant bidder meeting all terms, conditions and specifications of Tender SS CL2019-1 be awarded the contract for the Supply and Delivery of Winter Sand as required by the Operations Department;
3. That the funds required for this project in the amount of \$299,378.00 (Net HST Rebate) be funded by the Municipality from the approved budget allocation as follows:

Description	Account Number	Amount
Winter Maintenance Material	100-36-383-10300-7112	\$299,378

4. That all interested parties listed in Report COD-022-19 and any delegations be advised of Council's decision.

## Report Overview

To request authorization from Council to award the contract for the supply and delivery of winter sand.

### 1. Background

- 1.1 Tender specifications for the supply and delivery of winter sand was prepared by the Durham Purchasing Co-operative under Tender C2019-078. The host agency was the City of Oshawa and winter sand requirements were included for Oshawa, Pickering, Ajax, Whitby, Scugog and Clarington. The contract was for one year with two additional optional one year terms.
- 1.2 The tender closed on September 5, 2019.
- 1.3 There were four plan takers and one bid was received in response to the tender call from Vicdom Sand and Gravel which was reviewed, tabulated and deemed compliant by the host agency, the City of Oshawa.
- 1.4 Plan takers were requested to provide a response regarding why they did not submit a bid. One of the three plan takers that did not submit a bid responded that their location was too far away from the Region and the other two did not provide a response.
- 1.5 After review and analysis by the Durham Purchasing Co-operative, the Operations Department and the Purchasing Services Division, the cost comparison revealed that the bid price has increased by approximately 44% since the last contract in 2018. Vicdom Sand and Gravel reported the reasons for the increase was due to an increase in hydro and property taxes, a shortage of transportation (trucks and drivers) and the fact that there is only one source location to haul sand from and transport throughout the Durham Region.
- 1.6 In keeping with the terms and conditions of the tender document, the City of Oshawa attempted to negotiate better pricing with Vicdom Sand and Gravel. Vicdom Sand and Gravel maintained their quoted price but agreed that if another sand pit is opened within the Durham Region they would be willing to renegotiate the costs as the delivery charge would be less.
- 1.7 After further review by the Operations Department and the Purchasing Services Division and taking into consideration that the bid price significantly exceeds the 2019 allotted budget, the recommendation was to opt out of the Durham Purchasing Co-operative's tender and for Clarington to obtain quotes for their own requirements. The Township of Scugog also made the same recommendation.

- 1.8 As a result of Clarington's decision to opt out of the Co-operative's tender, revised specifications for the supply and delivery of Clarington's winter sand were prepared by the Operations Department and the Purchasing Services Division.
- 1.9 With winter fast approaching and the need to have a contract in place for winter sand requirements by November 1, 2019, an immediate acquisition is required to prevent serious delays, for the maintenance of a service to the residents of Clarington and to mitigate any potential health and safety issues.
- 1.10 Given the urgent nature of the requirement and in an effort to ensure that the Municipality has a contract in place by November 1, 2019, a decision was made to obtain three quotes rather than an open competitive process for this year only. As a result, a limited Tender SS CL2019-1 for the supply and delivery of winter sand requirements for one winter season was issued on September 25, 2019 to obtain three quotes from vendors that deliver winter sand within the Municipality of Clarington.

## **2. Analysis**

- 2.1 One bid was received in response to the request for quotes. Of the two vendors who did not respond to the invitation to submit a bid, one vendor advised that they were unable to submit a bid because they could not meet specification. The second vendor responded that they did not feel they would be able to provide the product at a competitive cost.
- 2.2 The bid was reviewed and tabulated by the Purchasing Services Division (see Attachment 1) and after analysing the bid, Young Aggregates was deemed the low, compliant bid.
- 2.3 The 2019 Winter Maintenance Material account is overspent, however due to the fact that winter sand is considered an emergency supply and the quantities needed during the winter months are hard to predict, having consulted with the Finance Department it is not unusual for the account to go over budget. It should be noted that the amount of savings obtained from Young Aggregates' bid in comparison to the bid received from the Durham Purchasing Co-operatives tender is \$44,306.30 (Net HST Rebate). The cost savings is for the most part due to the vendor only having to deliver winter sand within the Municipality rather than the haulage costs associated with delivering throughout the Durham Region. The increase over the 2019 budget can be attributed to supply and demand issues as other agencies are also confirming their winter sand requirements at this time.
- 2.4 After review and analysis by the Operations Department and the Purchasing Services Division, it was mutually agreed that the low bidder, Young Aggregates be recommended for the award of contract SS CL2019-1.

- 2.5 Young Aggregates has successfully completed work for the Municipality in the past and is located in Pontypool.
- 2.6 In spring 2020, the Purchasing Services Division will issue a competitive tender to the open market for winter sand requirements for a one year term with up to four additional optional years. It is hoped that by issuing a tender and awarding a contract in the spring and offering the contract as a potential term order that a lower price will be obtained.

### **3. Financial**

- 3.1 Although the Winter Maintenance Material account is overspent, the Finance Department has confirmed that the funds required for this contract in the amount of \$299,378.00 (Net HST Rebate) will be expensed by the Municipality as follows:

Description	Account Number	Amount
Winter Maintenance Material	100-36-383-10300-7112	\$299,378

- 3.2 Queries with respect to the department needs should be referred to the Director of Operations.

### **4. Concurrence**

This report has been reviewed by the Director of Operations who concurs with the recommendations.

### **5. Conclusion**

It is respectfully recommended that Young Aggregates being the lowest compliant bid be awarded the one year contract for the Supply and Delivery of Winter Sand as per the terms, conditions and specifications of Tender SS CL2019-1.

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Staff Contact: David Ferguson, Purchasing Manager, 905-623-3379 x2209 or dferguson@clarington.net.

Attachment 1: Bid Summary

Interested Parties: List of Interested Parties available from Department.



Attachment 1

**Bid Summary**

**SS CL2019-1 Supply and Delivery of Winter Sand**

BIDDER	Total Bid (including HST)	TOTAL BID (Net HST Rebate)
Young Aggregates	\$332,446.00	\$299,378.00

## Staff Report

If this information is required in an alternate accessible format, please contact the Accessibility Coordinator at 905-623-3379 ext. 2131.

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<b>Report To:</b>	General Government Committee		
<b>Date of Meeting:</b>	October 15, 2019	<b>Report Number:</b>	FND-027-19
<b>Submitted By:</b>	Trevor Pinn, Director of Finance/Treasurer		
<b>Reviewed By:</b>	Andrew C. Allison, CAO	<b>Resolution #:</b>	
<b>File Number:</b>		<b>By-law Number:</b>	
<b>Report Subject:</b>	Audit Committee and Value for Taxpayer Committee		

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### Recommendations:

1. That Report FND-027-19 be received;
2. That the Audit Committee composition, structure and terms of reference be updated to reflect best practices in the industry in place of establishing a separate "Value for Taxpayers Committee"; and
3. That staff be directed to report back to Committee with recommendations on a new Audit Committee structure by November 25, 2019.

## Report Overview

At the June 10, 2019 Council meeting there was a resolution “That Staff report back in October 2019 on establishing a Value for Taxpayers Committee which includes Council Representation.” It is recommended that Council consider a revision to the existing Audit Committee in place of creating a new committee and that staff report back on changes to the Audit Committee by November 2019.

## 1. Background

### Council Request for “Value for Taxpayers Committee”

- 1.1 During the discussion on report [FND-002-19](#) on the Budget Policy, Council added the following which was unanimously passed:

“That Staff report back in October 2019 on establishing a Value for Taxpayers Committee which includes Council Representation.”

- 1.2 Over the summer, staff researched similar committees in comparable municipalities. Staff found that comparable municipalities did not specifically have “Value for Taxpayers” committees. While there may not have been a specific “Value for Taxpayers” committee, it was felt that the intent was served in other committees that were in place in these comparable municipalities. Staff see an opportunity to review the Audit Committee and its composition in light of the direction from Council.

### Current Audit Committee

- 1.3 In 2005, the Audit Review Group was formalized as discussed in report [FND-019-05](#) Appointment of Audit Review Group. This Audit Review Group was established in 2002 under the Canadian Institute of Chartered Accountant’s (CICA) guidelines; these guidelines now fall under the Chartered Professional Accountants of Canada (CPA Canada). The Audit Review Group was the Mayor, Chief Administrative Officer and Treasurer. Since this time the external auditors have presented the annual financial statements to this group.
- 1.4 In 2007, our external auditors Deloitte & Touche recommended a new internal audit function. The Internal Auditor position was created in 2007. Report [FND-011-08](#) Internal Audit Charter and Blueprint for Operations was approved by Council and set up the internal audit position to report to the Audit Review Group. As per the Internal Audit Charter, “Internal Audit provides independent and objective assurance and consulting services designed to add value and improve the Municipality’s operations.”
- 1.5 Over time this group is now referred to as the Audit Committee. The Audit Committee remains composed of the Mayor, Chief Administrative Officer and the Treasurer.

- 1.6 Staff feel it is inappropriate for two members of staff to be voting members of the Committee which has been delegated authority to approve the financial statements. This is further inappropriate given that one of the voting members is legislatively responsible for the financial statements.
- 1.7 The Manager of Internal Audit does report to the Audit Committee and is an ex officio member of the Committee. The goal is to present an annual internal audit work plan to the Audit Committee and report back to the Committee. It has been the intention to have several meetings during the year. Due to a variety of reasons, such as staffing constraints in the Finance Department, this has not always occurred.
- 1.8 The Manager of Internal Audit is currently working on the 2020 Internal Audit Work Plan to be presented to this group.

## **2. Review of the Audit Committee**

### **Research on Audit Committees**

- 2.1 During the summer recess, staff conducted a survey of similar sized municipalities (by population) on their audit committees. A few municipalities did not have an audit committee but referred to other committees such as Finance, Finance and Administration or Finance and Corporate Services Committees.
- 2.2 The average audit committee size is 6 members. The Mayor sits on at least 71% of the audit committees and an average of 47% of Members of Council are represented on the audit committees. Approximately 33% of the audit committees reviewed have qualified members of the public as sitting members. It is unusual to have staff members on an audit committees. It is common to have internal audit, finance and chief administrators as ex officio members of the audit committee.
- 2.3 Staff also reached out to our external auditors Grant Thornton for information and guidance on audit committees. Grant Thornton provided the document "Audit Committee Terms of Reference: Practical advice to help you make the right decisions". There are a number of recommendations for an audit committee from purpose, membership, authority and accountability and meetings. The auditors also expressed that it is unusual to have our current structure, particularly the two members of staff sitting on the Committee.
- 2.4 Generally, an audit committee has a role in governance in that it provides oversight and recommendations on areas such as financial reporting, risk management, internal control, compliance, ethics, internal auditors and external auditors. It is important to note that an audit committee does not conduct administrative duties or review operational processes directly.

- 2.5 Staff feel that by enhancing the relationship between the internal audit function and the Committee, and restructuring the composition of the Committee, the ideals of the Value for Taxpayers Committee would be met (better Council representation, improved review of financial controls and spending).
- 2.6 A question for Council would be the involvement of members of the public on an audit committee. It is strongly suggested that any public members should be qualified and experienced financial professionals with a background in audit and financial controls.
- 2.7 It may not be necessary for members of the public to be members of the committee for several reasons. First, elected Members of Council are ultimately accountable to the taxpayer for the financial stewardship of the Municipality. Secondly, any reports or minutes from this committee could be provided to GGC through reporting processes and therefore form the public record.

### **3. Concurrence**

This report has been reviewed by the Municipal Clerk and the Manager of Internal Audit who concur with the recommendations.

### **4. Conclusion**

- 4.1 It is recommended that Council's request for a "Value for Taxpayers Committee" be met by a revision to the existing role, structure and composition of the Audit Committee. The review of the Audit Committee will cover the terms of reference and include committee purpose, composition, authority, meeting schedule and meeting process.
- 4.2 It is recommended that the terms of reference for the Audit Committee not include public participation; however if public participation is deemed appropriate Staff should review the qualifications for members of the committee to ensure proper experience in financial controls and reporting are required.
- 4.3 It is respectfully recommended that staff report back to Council on proposed revisions to the Audit Committee by January 2020.

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Staff Contact: Catherine Carr, Manager of Internal Audit, 905-623-3379 ext. 2606,  
ccarr@clarington.net

Attachments:  
Not Applicable

Interested Parties:  
There are no interested parties to be notified of Council's decision.

## Staff Report

If this information is required in an alternate accessible format, please contact the Accessibility Coordinator at 905-623-3379 ext. 2131.

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<b>Report To:</b>	General Government Committee	
<b>Date of Meeting:</b>	October 15, 2019	<b>Report Number:</b> FND-028-19
<b>Submitted By:</b>	Trevor Pinn, Director of Finance/Treasurer	
<b>Reviewed By:</b>	Andrew C. Allison, CAO	<b>Resolution#:</b>
<b>File Number:</b>		<b>By-law Number:</b>
<b>Report Subject:</b>	Prudent Investor Standard for Municipal Investments – Update and Options Analysis	

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### Recommendations:

1. That Report FND-028-19 be received;
2. That Staff continue to work with ONE Investment to bring information back to Council related to a new Investment Policy Statement (IPS) and agreements associated with establishing a new Joint Investment Board (JIB) and implementing the Prudent Investor (PI) regime; and
3. That all interested parties listed in Report FND-028-19 and any delegations be advised of Council's decision.

## Report Overview

This report outlines the benefits of investing under the Prudent Investor regime as well as options for implementing a change in investment regime. This report is a second step and update to Council on the process to move to the Prudent Investor standard for investing.

## 1. Background

### Initial Direction to Explore Prudent Investor Standard

- 1.1 Investing under the *Municipal Act, 2001* and O. Reg. 438/97 (the “Regulation”) is divided into the prescribed list of securities (the “legal list”) and the recently added Prudent Investor regime (“PI”).
- 1.2 The new PI regime removes restrictions on municipal investments but also includes a legislated governance model. Control and management of money not required immediately under the new PI regime is to be given to a municipal service board referred to as an Investment Board (“IB”) or a Joint Investment Board (“JIB”) for investment on behalf of the municipality.
- 1.3 [Report FND-014-19](#) provided Council with additional information on the recent changes to municipal legislation allowing for municipalities to move to the PI standard. The report also detailed the differences between the current “Legal List” approach and the new “Prudent Investor” approach.
- 1.4 At the GGC meeting of May 6, 2019 Council approved option A which included direction to Staff to develop an agreement to establish ONE Joint Investment Board (“ONE JIB”), together with all related matters such as codes, policies and appointments and to adopt the prudent investor regime when these items are in place.
- 1.5 It was initially expected that the establishment of the ONE JIB would be completed by December 2019; however, at a recent meeting of potential founding members it was determined that an establishment date of April 2020 was more realistic and preferable.
- 1.6 At the time of Report FND-014-19, the only municipality with the Prudent Investor Standard adopted was the City of Toronto under the *City of Toronto Act*. As at the date of this report, there are no municipalities in Ontario which have adopted the Prudent Investor Act under the Regulations.

### **Benefits of Prudent Investor (PI) Regime**

- 1.7 The PI regime expands municipal investment opportunities which may enable better risk-adjusted returns meaning that risk can be carefully balanced with returns.
- 1.8 The restrictions placed on legal list investments can create concentration risk into the investment portfolio. The legal list currently restricts investments to deposit instruments at Canadian chartered banks, certain Canadian corporate bonds rated A or better (ie. banks), municipalities and senior levels of government. The impact is that realistically a municipality's investments are heavily concentrated in Canadian banks which does not allow for appropriate diversification.
- 1.9 The diversification of available investment products and the removal of geographical limitations which are only available under the PI regime may mitigate concentration risk.

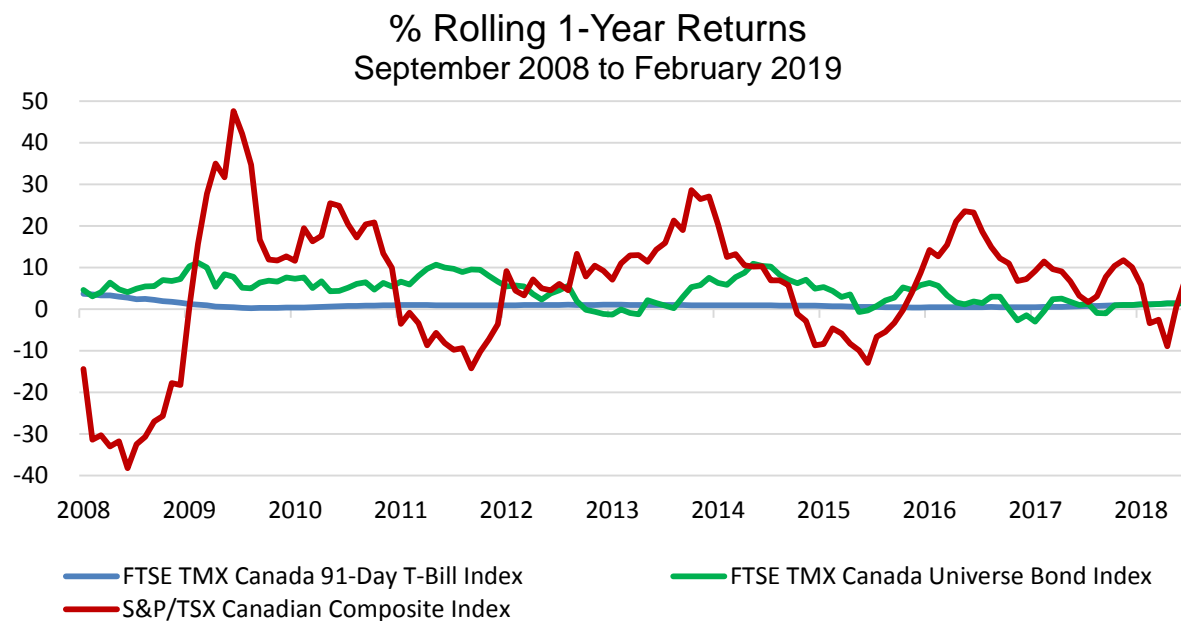
## **2. Risks, Returns and Diversification**

### **Risk Adjusted Returns**

- 2.1 In general, for municipalities as stewards of public funds, preservation of capital is a key priority that needs to be balanced with the need for returns. Municipal budgets are under tremendous pressure to maximize revenues while minimizing the need for property tax increases. As municipalities seek to diversify revenues to put less pressure on property taxes, investment revenue becomes more important as an underused alternative revenue stream. Figure 1 below demonstrates the effect of "safe investments" on return potential. It shows the percentage returns on a rolling 1-year basis for Canadian stocks (red), Canadian Fixed Income (green) and short-term treasury bills (blue). When a municipality puts a heavy priority on capital preservation, it will often invest in short-term treasury bills, guaranteed investment certificates (GIC), term deposits, or High Interest Savings Accounts (HISA), which ensures little to no losses due to the lack of volatility. However, you will note from Figure 1 below the low returns on short-term investments which over the 10-year time-period did not even keep up with inflation. Average annual inflation from 2008-2018 was 1.97% using the Consumer Price Index (2.55% using the Non-Residential Building Construction Price Index.)



Figure 1: Rolling 1-Year Returns Across Asset Classes



Sources: S&P, FTSE

## Diversification

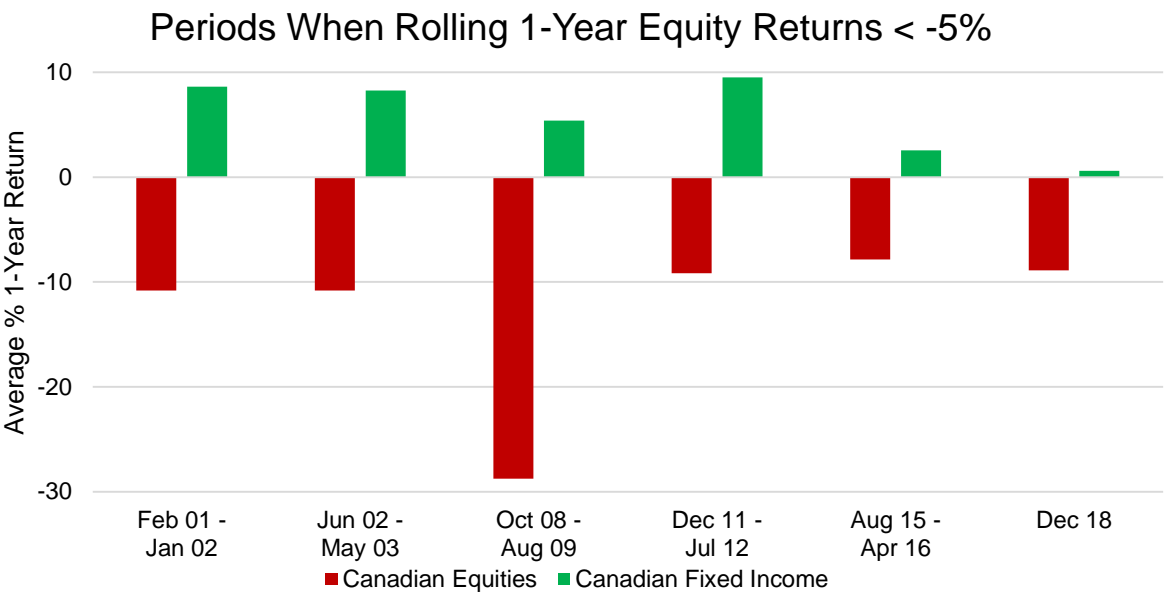
- 2.2 By removing investment restrictions, the PI regime allows the municipality to better diversify its investments. Concentration risk arises when investments are made in closely related securities; this can be by asset class, geographic location, or sector. Where a portfolio has many securities of the same type, the whole portfolio can be exposed to a single risk event. Research shows that when investing over longer time frames diversification allows investors to better manage portfolio risk.<sup>1</sup> By investing funds in multiple different markets, sectors and products a municipality can better protect itself from losses incurred in one of its investments.

<sup>1</sup> Asness, Clifford S., Isrealov, Ron, and John M. Liew. (2011). "International Diversification Works (Eventually)" Financial Analysts Journal Volume 67, Number 3.

**Diversification by Asset Class**

2.3 The PI regime will enable the Municipality of Clarington to invest in a broader array of investment products facilitating the building of a more diversified investment portfolio. This concept of diversification is one of the basic principles used to reduce overall portfolio risk. Figure 2 shows the risk-mitigating effect of diversification by asset class or product type. The figure looks only at periods when Canadian stock returns fell below negative 5%. Between 2008 and 2018, the Canadian stock markets (red bars) experienced six periods where values declined by greater than 5%; however, in each of those periods fixed income products (green bars) experienced positive returns. If an investor held both Canadian stocks and fixed income during these periods the total decline in stocks would have been partially or potentially fully offset by a positive return on fixed income

Figure 2: Offsetting effect of portfolio diversification by asset class



**Geographical Diversification**

2.4 The PI regime allows the Municipality to invest in the Global markets. Securities prices in equities and fixed income markets outside of Canada will be influenced by a different set of factors than apply to Canadian securities. Typically, different economic fundamentals and political circumstances drive returns from investments outside of Canada. For this reason, the pattern of returns from Global stocks and fixed income will be differentiated in comparison to returns for Canadian securities, which provides a basis of diversification benefits, which in turn tend to reduce overall portfolio risk. Under the current legal list, the

Municipality can only buy Canadian equities (which are only available through ONE Investment) which exposes municipalities to the risk of a downturn in the Canadian market. The Canadian economy is highly exposed to global demand for, and the prices of, certain primary commodities (e.g. oil & gas, metals, agriculture). It is also dependent on exports and trade, particularly with the United States.<sup>2</sup> Canadian equity markets represented less than 3% of global equity markets at the end of 2018.<sup>3</sup>

- 2.5 In looking at historical data (10, 20, and 40-year time periods) using different levels of geographic diversification, investors would have experienced less volatility if they held an asset mix that included both Global and Canadian stocks. Volatility is a common way to measure risk in investments – it represents swings in market value – so the higher the number the less stable the investment<sup>4</sup>. Figure 3 below shows the volatility of five different levels of geographic mix. The 100% Canadian stock mix was the most volatile, or risky, investment in all three time periods. The least volatile geographic mixes were those that had a combination of Canadian and Global stocks in most instances (See Appendix 2 for more detail on this analysis).

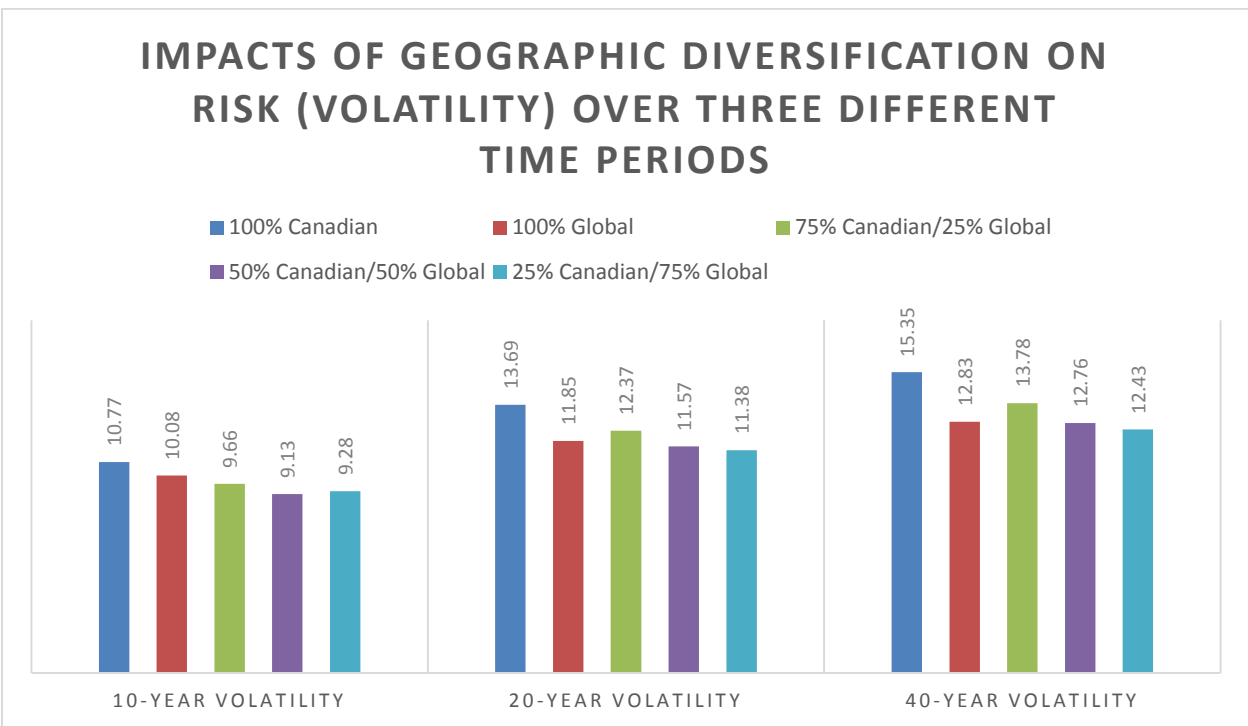
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<sup>2</sup> Source: See remarks of Stephen S. Poloz, Governor, Bank of Canada “Opening Statement”, January 9, 2019 and Bank of Canada Monetary Policy Report July 2019, “Key inputs to the base-case projection.”

<sup>3</sup> Source: The World Bank. Canadian equity markets had total market capitalization of USD \$1.938 Trillion, vs total world market cap of USD \$68.654 Trillion.

<sup>4</sup> The measure of volatility used throughout this document is standard deviation.

Figure 3: Volatility and Geographic Diversification



### Higher-yield Securities

2.6 If a municipality can better manage risk through diversification it can use that tool to pursue greater returns by tolerating a greater level of risk over a small portion of its investments. Over a longer period, small differences in returns can have significant impacts. For example, while the difference of a 0.5% return may not sound like a lot, over long periods of time the financial impact in dollars can be substantial. Table 1 shows how 0.5% in returns compounds into dollars over ten years, depending on the starting value. The compounding effect of a 0.5% return over a 10-year period for \$5 million would contribute \$256,000 in additional revenue. For a \$100 million investment that additional 0.5 % would contribute \$5,114,000 to the municipality.

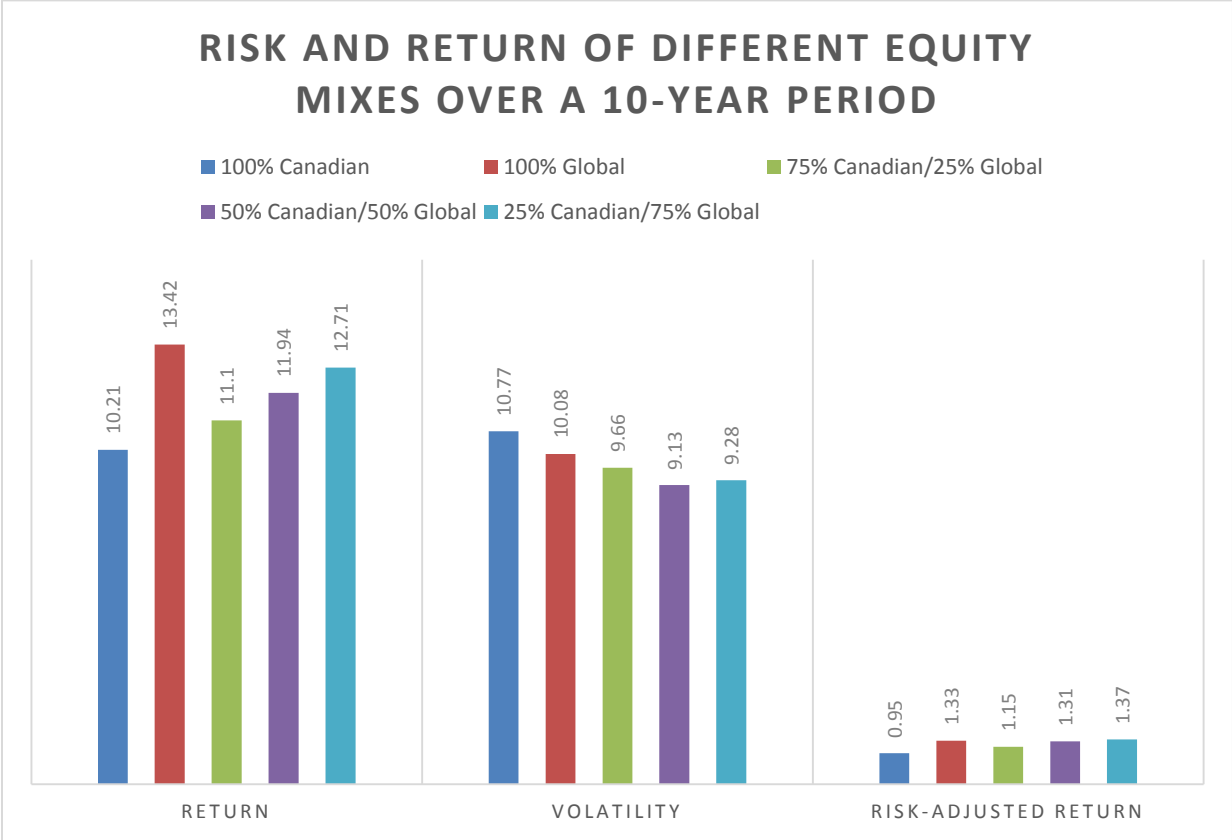
Table 1: Compounded Value of 0.5% (50 bps) over 10 Years

Starting Investment Value	Incremental Return
\$5 million	\$256,000
\$20 million	\$1,023,000
\$50 million	\$2,557,000
\$100 million	\$5,114,000
\$250 million	\$12,785,000
\$500 million	\$25,571,000
\$1 billion	\$51,140,000

- 2.7 Increasing returns by an amount as small as 0.5% over a 10-year period can have major impacts on a municipality's budget.
- 2.8 There are two ways to attain higher returns:
1. Identify inefficiencies in the market (i.e., identify mispriced investment opportunities); and
  2. Accept a higher level of risk.
- 2.9 Portfolio managers often try to identify inefficiencies in the market. They conduct research and analysis to identify investments they believe are incorrectly valued or identify themes that are not correctly reflected in securities prices. They then position their investments accordingly.
- 2.10 Changing investment allocations typically is done with the intent to achieve higher returns, but any change in investment allocations also changes the level of risk in the portfolios. It is for this reason that evaluating investments based on return potential alone is not prudent. Investment managers should always keep overall portfolio risk in mind. Often, they will focus on risk-adjusted returns in their analysis. The risk-adjusted return refers to the ratio of percentage returns to the percentage risk (volatility). This measure will help identify whether the amount of additional return that they expect by purchasing a security is worth the incremental risk involved.
- 2.11 Figure 4 – Risk Adjusted Returns Over a 10-Year Period compares the different levels of geographic diversification over a 10-year time frame. A 100% holding in Global stocks would have produced the highest return (13.42%); however, except for the 100% Canadian holding, it had the highest level of volatility during the period. The three diverse mixes have lower levels of volatility. The increased returns come at a cost of increased risk. If investors consider only the risk, they may miss out on potential returns. If investors

consider only returns, they could expose themselves to significant risk. If we look at the two together (risk-adjusted returns) we get a more complete picture of which is the better investment, or how much the returns cost in terms of risk. Of the levels of geographic diversification, an investor would have achieved a better risk-adjusted return (1.37%) during this time period by using the 25% Canadian: 75% Global stock mix – while it would have achieved slightly lower returns, it would have done so at a lower risk exposure. The goal here is to maximize the upside while minimizing the downside.

Figure 4: Risk Adjusted Returns Over a 10-Year Period



2.12 Many of the risks outlined above can be managed or mitigated depending on the mechanism or avenue through which the municipality chooses to implement the PI regime. These mechanisms and avenues will be examined in the options analysis below.

**Comparing Legal List vs Prudent Investor under ONE**

2.13 ONE Investment’s PI offerings will be a mix of its current Legal List options and two new funds that will only be available to PI investors – a Global Equity fund and a Global Bond fund. The sample allocation provided is a relatively conservative mix of 80% bonds (fixed

income) and 20% stocks (equities). Modelling data provided by ONE Investment and conducted by AON Hewitt show that under these asset allocations at the same risk level (-5.0% worst case annual return), the expected annual return for PI is 1.3% higher than under legal list: 4.3% vs 3.2% respectively (Table 2).

Table 2: Modelling expected returns of ONE Offerings<sup>5</sup>

Assumed Asset Allocations	Legal List	Prudent Investor
Money Market Portfolio	45%	
Bond Portfolio	15%	20%
Unconstrained Global Bonds		60%
Universe Corporate Bond Portfolio	20%	
Total Fixed Income	80%	80%

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<sup>5</sup> Modelling conducted by AON Hewitt and data provided by ONE Investment

Assumed Asset Allocation	Legal List	Prudent Investor
(Canadian) Equity Portfolio	20%	5%
Global Equity		15%
<b>Total Equity</b>	<b>20%</b>	<b>20%</b>

	Legal List	Prudent Investor
Expected return before value add	2.90%	3.80%
Expected value added by managers	0.30%	0.50%
Expected return	3.20%	4.30%
Expected worst case annual return	~-5.0%	~-5.0%

2.14 Because the two new PI offerings have an existing client base and track record, it is possible to compare the actual past performance of a PI asset allocation to a comparable legal list asset allocation. Comparing past performance of the funds (figure 5), over a five-year period from 2014 to 2018 the PI option would have outperformed the legal list option in four of the five years. In 2015, the PI option would have outperformed legal list by almost 7%. The average annual difference over the five years would have been a 2.69% in favour of the PI option. However, it should be noted that in 2018 the legal list option would have outperformed PI by 0.12%. This demonstrates that moving to PI does not



guarantee better returns year over year and that past performance is not always a reliable indicator of future performance.

Figure 5: Historical Rates of Return for ONE Investment Offerings (2014 – 2018)<sup>6</sup>

	Money Market	Bond Portfolio	Univers Corporate Bond	Equity Portfolio	Global Bond	Global Equity	Legal List Allocation	Prudent Investor Allocation
2018	1.65%	1.95%	1.60%	-1.90%	-0.50%	5.70%	0.97%	0.85%
2017	0.84%	0.32%	2.62%	10.76%	4.60%	19.10%	3.10%	6.23%
2016	0.70%	1.17%	2.24%	15.29%	5.40%	0.90%	4.00%	4.37%
2015	0.94%	2.29%	3.70%	0.29%	7.70%	23.10%	1.56%	8.56%
2014	1.11%	3.45%	9.35%	20.24%	9.90%	15.90%	6.94%	10.03%

**Investment Allocations**

PI		20.00%		5.00%	60.00%	15.00%
LL	45.00%	15.00%	20.00%	20.00%		

2.15 Staff believes that when taking the projected future modelling results in conjunction with the past performance comparisons, that the PI option offers greater opportunity for increased returns while more effectively managing concentration risk.

### 3. PI Governance Options

3.1 Municipalities that decide to adopt the PI regime must transfer control and management of their investments to an IB or JIB. There are three available options:

- Establish an independent investment board (IB);
- Establish a joint investment board (JIB) with one or more municipalities with ONE Investment; or
- Join an existing IB or JIB.<sup>7</sup>

<sup>6</sup> Historical data provided by ONE Investment

<sup>7</sup> This option is not currently available as to date the City of Toronto is the only municipality that has established an IB and it is not currently prepared to have its IB invest for other municipalities.

### **Establish a Municipality of Clarington Investment Board**

- 3.2 Under the Act a municipality can create its own IB if it has, in the opinion of the treasurer, at least \$100M in money and investments that it does not require immediately, or \$50M in net financial assets.
- 3.3 As the Municipality of Clarington, does not currently meet either of these requirements, this option will only be briefly described.
- 3.4 An IB is a municipal service board as defined by the Act and is governed by the procedural requirements of the Act (sections 194 to 202). All the required services provided to a municipal service board would need to be provided to the IB (e.g. committee secretary, closed meeting support).
- 3.5 As municipalities are required to delegate their investment powers to the IB, a high priority must be placed on appointing qualified experts, which will come at a cost. Additionally, as staff does not possess the in-house expertise required, it would be necessary to acquire that expertise either on a full-time basis from an employee of the municipality or seek expert advice externally. These cost factors are explored below, along with the option of founding a JIB.
- 3.6 To date, the City of Toronto is the only municipality to establish its own IB. Toronto has invested under the PI regime under the *City of Toronto Act, 2006*, for a full year before the option of investing under the PI regime was extended to other municipalities that are subject to the *Municipal Act, 2001*. The City has yet to transition all its investments to its IB.

## Establish a Joint Investment Board

- 3.7 As noted in the previous report to Council ONE Investment is the only organization which is actively working to establish a JIB. While the establishment of another JIB may be available in the future, this option does not exist today and hasn't been included in the options analysis. Staff have been working with ONE Investment staff and seven other municipalities, listed below, to become founding municipalities of a JIB.

Municipality of Clarington	Town of Whitby
County of Essex	Town of Bracebridge
District of Muskoka	Town of Innisfil
Town of Huntsville	Town of Aurora
City of Kenora	City of Thunder Bay

- 3.8 There are several factors to consider when evaluating the two available options which are outlined in Appendix 3 – Detailed Comparison of Prudent Investor Options. This analysis will focus on the cost structure. Establishing an IB or JIB can be costly both in terms of the initial set-up and ongoing costs both direct and indirect. Costs include legal fees, (J)IB member remuneration, fund manager research, consultants for investment expertise and other investment services (e.g. asset allocation studies), committee secretary, closed meeting support.
- 3.9 Table 3 shows the costs incurred by both the City of Toronto and ONE Investment to date. ONE Investment has not yet established its JIB but expects to do so by April 2020. The City of Toronto spent over \$1.1M setting up its IB and is still incurring set up costs. ONE Investment has spent approximately \$1.9M to date setting up its JIB – this higher number is due to the coordination and legal complexity of dealing with many municipalities; however, once it is set up the ongoing maintenance costs are expected to be lower and will be shared among all municipalities that invest under the PI regime through ONE JIB.

Cost	City of Toronto <sup>8</sup>	ONE Investment's Joint Investment Board
Manager search	\$200,000	\$150,000
External Legal Fees	100,000	1,000,000
Investment Policy Statement Development	100,000	See above
Internal staff support, including legal	220,000	325,000
Staff time working with other municipalities to create the Joint Board	0	365,000
Board Remuneration	72,500	95,000
Tax Advice	100,000	0
Undisclosed Costs	307,500	0
<b>Total</b>	<b>\$1,100,000+</b>	<b>\$1,935,000</b>

3.10 Expert advice would also be required to guide staff and Council on appropriate investment strategies. Additionally, the staff and Council would require expert investment advice and potentially legal advice when developing an investment policy. These items

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<sup>8</sup> Costs provided by Director, Capital Markets - City of Toronto

would add to the set-up costs of an IB. ONE Investment has received an exemption from the Ontario Securities Commission (OSC) that allows them to provide that expert advice. ONE Investment has also hired a Chartered Financial Analyst with over 25-years of experience in institutional investing.

- 3.11 ONE Investment has prepared a report (Appendix 4) detailing the process for establishing ONE JIB, the roles of the municipality and ONE JIB, and the benefits and risks of being a founding municipality. The document notes that many of the risks are mitigated through processes and procedures developed for ONE JIB.

### **Joining an Existing IB or JIB**

- 3.12 At present this option is presented for information purposes only because there are no existing IBs or JIBs through which a municipality can invest.<sup>9</sup>

### **Risks and Potential Drawbacks of the Prudent Investor Regime**

- 3.13 The new governance structure for the PI regime has some associated risks. A municipality that passes a by-law to adopt the PI regime cannot revoke that by-law. This means that municipalities who adopt the PI regime cannot go back to investing money that is not required immediately in accordance with the legal list unless a regulation authorizing the municipality to do so is made by the Lieutenant Governor in Council.
- 3.14 Additionally, a municipality must delegate its powers to investment money not required immediately to an IB or JIB. As per the Regulation, Councillors and municipal staff cannot be appointed as members of the IB or JIB, except for treasurer(s) provided that the treasurer(s), does/do not make up more than 25% of the members of the IB or JIB.
- 3.15 These control risks, however, are mitigated by the investment policy statement (IPS), which allows Council to define its “objectives for return on investment and risk tolerance” and its “need for liquidity.” Council must review and, if necessary, amend the IPS at least once per year. Through the IPS, Council maintains strategic control over its investments.
- 3.16 If Council decides to proceed with the PI regime, staff will need to determine what constitutes “money that it does not require immediately” and control and management of that money must be given to the IB or JIB for the purposes of investing. Any money that

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<sup>9</sup> The City of Toronto is not currently prepared to have its IB invest for other municipalities.

remains with the municipality will remain under the control and management of the municipality. The City of Toronto, in its investment policy, established a time-based threshold of 18 months to determine the money that it does not require immediately.<sup>10</sup>

- 3.17 There is no guarantee of better returns as a result of investing under the PI regime. A broader array of investments exposes the investor to a broader array of risk and past performance is not indicative of future results. Moreover, there is no assurance that better performance will offset the initial cost of transitioning to the PI regime and any ongoing costs after a municipality adopts the PI regime.
- 3.18 Under the PI regime the municipality gives up management and control investing money not required immediately. The municipality is relying on the expertise, experience, good faith and diligence of ONE JIB and ONE Investment staff. Municipal staff believe that these individuals have the requisite experience and expertise, and such individuals are required to act in good faith and in the best interests of the municipality.
- 3.19 Staff believe, based on the available evidence, that moving to the PI regime is the preferred course of action.

#### **4. Steps to Adopt the PI Regime as a Founding Municipality via ONE Joint Investment Board (ONE JIB)**

##### **ONE JIB**

- 4.1 The Municipality of Clarington is one of several municipalities which are working on forming a joint investment board ("JIB") in order to mutually enter into adopt the Prudent Investor Standard. It is not financially feasible for the Municipality to establish its own investment board nor are there any other JIBs being contemplated.
- 4.2 The combined balances from the above municipalities would meet the \$100 million threshold for establishing the ONE JIB. Once established other municipalities may, subject to the JIB agreement, join the ONE JIB.

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<sup>10</sup> Statement of Investment Policy and Procedures for the City of Toronto Investment Funds.  
<https://www.toronto.ca/legdocs/mmis/2018/ex/bgrd/backgroundfile-116242.pdf>

- 4.3 The Municipality of Clarington will pass an authorizing by-law (“Authorizing By-Law”), the passage of which will be co-ordinated with the passage of an Authorizing By-Law by the other founding municipalities.
- 4.4 The Authorizing By-Law will authorize:
- (i) the entering into of an initial formation agreement establishing ONE JIB;
  - (ii) the completion of the Municipality of Clarington’s Municipal Client Questionnaire;
  - (iii) the adoption of the Municipality of Clarington’s Investment Policy Statement; and
  - (iv) the entering into of an agreement with ONE JIB and the other founding municipalities under which ONE JIB will invest the money and investments of the founding municipalities under the PI regime and of other municipalities that may subsequently agree to invest through ONE JIB (the “ONE JIB Agreement”).
- 4.5 After all the founding municipalities have passed an Authorizing By-Law and signed and completed the various documents authorized by such by-law, ONE JIB will hold a meeting and sign the ONE JIB Agreement. Thereafter, each founding municipality can pass its prudent investor enabling by-law (the “Prudent Investor Enabling By-Law”) to officially opt into the PI regime as at the effective date set out in its Prudent Investor Enabling By-Law.
- 4.6 It is anticipated that an Authorizing By-Law will be passed by all the founding municipalities before the initial ONE JIB meeting in mid-March 2020. After the ONE JIB meeting, Council can pass its Prudent Investor Enabling By-Law in May 2020.

## **5. Concurrence**

Not Applicable.

## **6. Conclusion**

- 6.1 It is respectfully recommended that given the opportunity for risk reduction and greater returns, the PI regime is an opportunity that the Municipality should pursue. ONE Investment is in the process of establishing ONE JIB, so the costs of set-up to the Municipality are greatly minimized.

- 6.2 The Municipality of Clarington, through cost sharing with other municipal investors, would have access to the necessary expert investment and municipal finance advice. Additionally, the ongoing maintenance costs would be shared with all municipal investors making it an affordable option.
- 6.3 Being a founding municipality would give the Municipality access to benefits that it would not get if it waits to adopt the PI regime until after ONE JIB is established. There is a trade off as the Municipality would be an early adopter and would not have the benefit of other municipalities' experiences with the adoption process.

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Staff Contact: Trevor Pinn, CPA, CA, Director of Finance / Treasurer, 905-623-3379 x.2601 or [tpinn@clarington.net](mailto:tpinn@clarington.net).

Attachments:

Attachment 1 – Impacts of Diversification on Risk

Attachment 2 – Detailed Comparison of Prudent Investor Options

Attachment 3 – ONE Investment Detailed Update

Interested Parties:

The following interested parties will be notified of Council's decision:

- Municipal Finance Officers Association of Ontario (MFOA)
- Association of Ontario Municipalities (AMO)
- ONE Investment



## Appendix 1 – Impacts of Diversification on Risk

The following analysis, using data up to February 2019, demonstrates the potential benefits of a diversified approach in the stock markets. The analysis uses the S&P/TSX composite index as a proxy for the performance of the Canadian stock markets and the MSCI World index as a proxy for the performance of the Global stock markets in developed countries. The analysis assumes four different asset mixes (100% Canadian; 100% Global; a 75:25 Canadian to Global ratio; a 50:50 ratio; and a 25:75 Canadian to Global ratio) over three different time periods (10, 20, and 40 years). For each asset mix and time period, the analysis calculates total returns as an annualized percentage, and volatility<sup>1</sup> (a common risk measure) as an annualized percentage.

### *The 10-year time frame*

In the 10-year time frame, the 100% Canadian mix (S&P/TSX) experienced the lowest returns at the highest levels of risk. The 100% Global mix (MSCI World) experienced the highest returns and the second highest levels of risk. As expected, the three diversified asset mixes experienced returns somewhere between the two with greater returns showing for those with a heavier weighting of the Global index. However, all three diversified asset mixes experienced less volatility (risk) during the time-period with the 50:50 asset mix showing the least volatility. The 25:75 Canadian to Global mix yield the highest risk-adjusted return (return divided by risk) at 1.37. For the purposes of comparing to other time-periods, it should be noted that during this 10-year time frame the market did not experience any extreme economic events.

*Table 1: Risk and return of different equity mixes over a 10-year period*

(Annualized percentages)	100% Canadian	100% Global	75% Canadian / 25% Global	50% Canadian / 50% Global	25% Canadian / 75% Global
Return	10.21	13.42	11.10	11.94	12.71
Volatility	10.77	10.08	9.66	9.13	9.28
Risk-adjusted return	0.95	1.33	1.15	1.31	1.37

### *The 20-year time frame*

In the 20-year time frame, the 100% Canadian mix experienced both the highest level of returns and the highest level of risk. The 100% Global mix experienced the lowest returns and was in the middle of the asset mixes in terms of risk. In terms of the diversified mixes those that favoured Canadian stocks offered greater returns but also greater levels of risk, whereas those that favoured Global stocks produced lower returns at a lower risk. During this period, the asset mixes that favoured Canadian stocks offered the greatest risk adjusted returns with the 75:25 Canadian to Global mix offering

<sup>1</sup> Volatility is measured by standard deviation throughout this document

a slightly higher risk adjusted return (0.541) than the 100% Canadian mix (0.538). It should be noted that this period covers the 2008 financial crisis, one of the most significant market collapses since the Great Depression. Additionally, the Global index incorporates US stocks, which were heavily impacted by the 2008 financial crisis.

*Table 2: Risk and return of different equity mixes over a 20-year period*

(Annualized percentages)	100% Canadian	100% Global	75% Canadian / 25% Global	50% Canadian / 50% Global	25% Canadian / 75% Global
<b>Return</b>	7.37	4.25	6.70	5.96	5.14
<b>Volatility</b>	13.69	11.85	12.37	11.57	11.38
<b>Risk-adjusted return</b>	0.54	0.36	0.54	0.52	0.45

#### *The 40-year time frame*

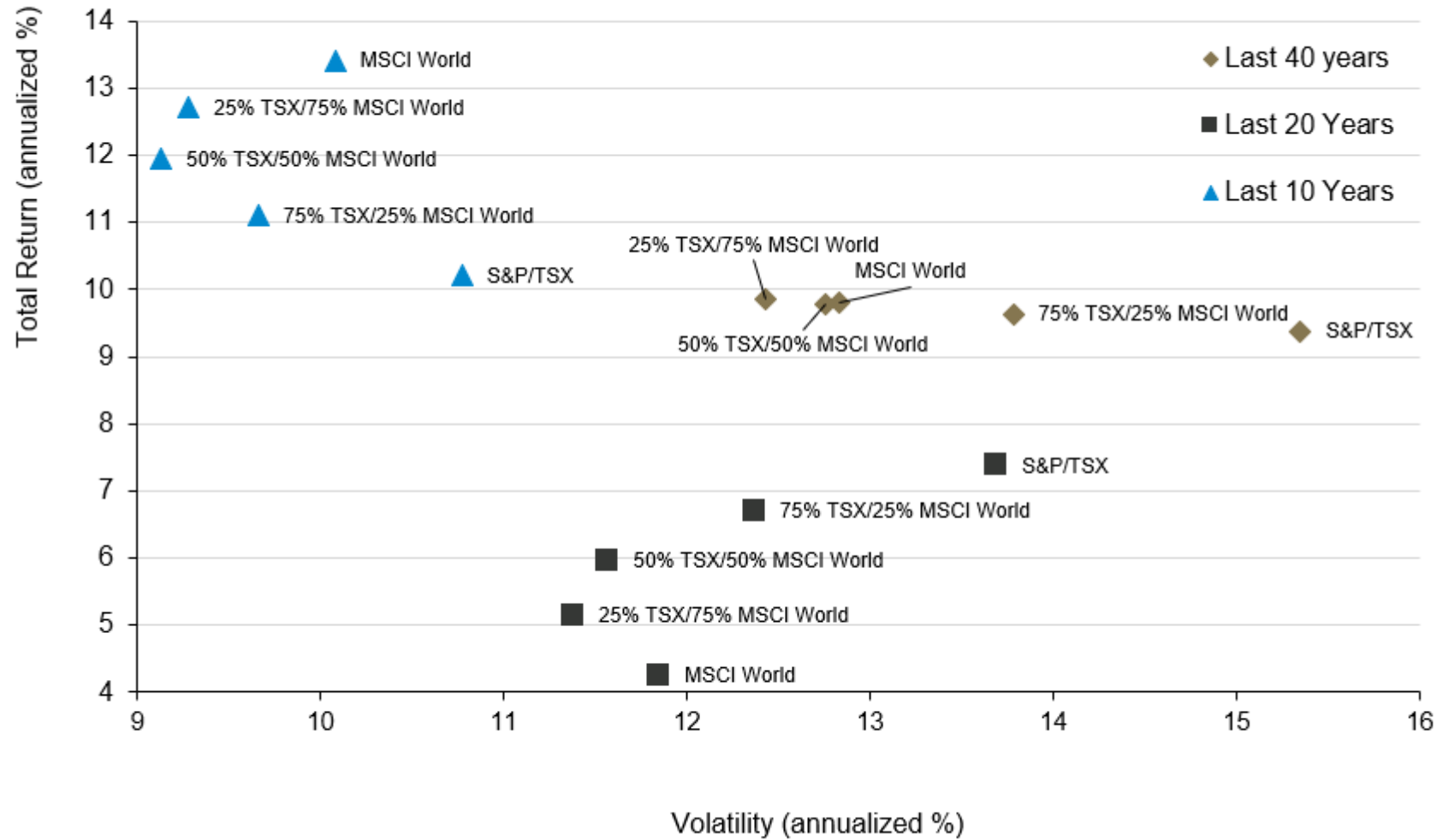
In the 40-year time frame, the 100% Canadian mix experienced the lowest returns and the highest levels of risk. The 100% Global mix experienced the second-highest level of returns and was in the middle of the asset mixes in terms of risk. Of the three diversified mixes the 25:75 Canadian to Global mix offered both the greatest returns and the lowest level of risk. The mixes that leaned more heavily on Global stocks offered greater returns and lower levels of risk. The diversified mixes that were weighted equally or more heavily toward Global stocks yielded greatest risk adjusted returns. In addition to the financial crisis in 2008, this period also encompasses the dot-com bubble of the mid 1990s to early 2000s, and the high interest rates in the 1980s and volatile oil prices of the 1970s and 80s.

*Table 3: Risk and return of different equity mixes over a 40-year period*

(Annualized percentages)	100% Canadian	100% Global	75% Canadian / 25% Global	50% Canadian / 50% Global	25% Canadian / 75% Global
<b>Return</b>	9.38	9.80	9.64	9.79	9.85
<b>Volatility</b>	15.35	12.83	13.78	12.76	12.43
<b>Risk-adjusted return</b>	0.61	0.76	0.70	0.77	0.79

What we can see from this analysis is that, through each time period, Global diversification generally offered a lower level of risk than relying on Canadian stocks alone. Apart from the 20-year time period, Global diversification also delivered greater rates of return and risk-adjusted returns. The 20-year time period demonstrates that significant economic events in a market can have a noticeable impact on returns but that the level of diversification still offers a lower overall exposure to volatility.

**Performance by Asset Class**  
(percent; CAD basis)



Source: Bloomberg, Guardian Capital

## Appendix 2 – Detailed Comparison of PI Options

	Remain on Prescribed List	Prudent Investor through own Investment Board	Prudent Investor through ONE JIB as a founding municipality
<b><i>Control over investments</i></b>	<ul style="list-style-type: none"> <li>• High level of control over narrow range of investments</li> <li>• Limited ability to set own risk tolerance, otherwise dictated by Province</li> </ul>	<ul style="list-style-type: none"> <li>• Strategic control through investment policy</li> <li>• Full control over short-term investments through definition of money not required immediately</li> <li>• Ability to set own risk tolerance</li> </ul>	<ul style="list-style-type: none"> <li>• Strategic control through investment policy</li> <li>• Partial control over governance through rotating term for treasurer on ONE JIB and committees</li> <li>• Full control over short-term investments</li> <li>• Ability to set own risk tolerance</li> </ul>
<b><i>Cost</i></b>	<ul style="list-style-type: none"> <li>• Status quo</li> </ul>	<ul style="list-style-type: none"> <li>• Costs of establishing are high. Toronto's budget during their set-up year was ~\$560K.</li> <li>• Ongoing maintenance of the Toronto IB is estimated at \$1M annually.</li> <li>• Fees are likely to be slightly higher than legal list due to greater product complexity and required level of active management.</li> <li>• Establishing an IB and ongoing maintenance would have a direct budget impact.</li> </ul>	<ul style="list-style-type: none"> <li>• Maintenance costs shared among all members through ONE fees.</li> <li>• Average fees are slightly higher than legal list as manager fees for PI products are higher due to complexity of offering.</li> <li>• Fees are charged to investment funds so there are no direct budget implications.</li> </ul>
<b><i>Risks</i></b>	<ul style="list-style-type: none"> <li>• Lower potential return on investment</li> <li>• Concentration risk</li> </ul>	<ul style="list-style-type: none"> <li>• No alternative IB / JIB at present if IB fails or proves too costly to justify over long-term</li> </ul>	<ul style="list-style-type: none"> <li>• JIB agreements can make it slightly more difficult to switch to other IB or JIB option in future; though ONE has developed clear procedures for founding municipalities to exit the JIB</li> <li>• No alternative IB / JIB at present</li> </ul>

	Remain on Prescribed List	Prudent Investor through own Investment Board	Prudent Investor through ONE JIB as a founding municipality
<b><i>Opportunities</i></b>	<ul style="list-style-type: none"> <li>• N/A</li> </ul>	<ul style="list-style-type: none"> <li>• Potential for improved risk-adjusted returns</li> </ul>	<ul style="list-style-type: none"> <li>• Potential for risk-adjusted returns</li> <li>• Fee rebates for founding municipalities</li> <li>• Expert advice of an CFA charterholder is a part of the turnkey solution</li> <li>• ONE has developed IPS templates and investment plan templates that are in full compliance with the Municipal Act.</li> <li>• Set up costs have already been absorbed by ONE Investment.</li> </ul>
<b><i>Feasibility</i></b>	<ul style="list-style-type: none"> <li>• High</li> </ul>	<ul style="list-style-type: none"> <li>• Moderate / Low</li> </ul>	<ul style="list-style-type: none"> <li>• High</li> </ul>

## APPENDIX 3



### **Update on ONE Investment's Turnkey Solution of Prudent Investor**

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## The ONE Investment Turnkey PI Solution

ONE Investment is a non-profit corporation founded by LAS (a corporation of the Association of Municipalities of Ontario) and CHUMS Financing Corporation (a subsidiary of the Municipal Finance Officers' Association of Ontario). Its purposes are to:

- “**facilitate investment** by municipalities and public sector bodies in investment products and vehicles
- to make available, **and lower the cost of**, such products and services **in a manner consistent with the investment objectives of such municipalities** and public sector bodies.”

ONE Investment has long offered investment options for municipalities that are compliant with “legal list” requirements. ONE Investment has more than 25 years experience serving the municipal sector.

Two challenges noted by the Institute for Municipal Finance and Governance in its report on Ontario’s prudent investor (PI) standard are that it:

- (1) is costly, requiring outside expertise and additional institutional layers for management and monitoring, and,
- (2) requires expertise on the part of public officials and a more “hands on” approach to investing.

It is ONE Investment’s goal to meet its purposes for municipalities who wish to partake in the PI regime, to reduce costs by pooling funds and to facilitate investing in a manner that is consistent with the municipality’s objectives. To do so, it is in the process of developing standardized templates and working through the complex legal issues and governance structures to develop processes that will be simple, understandable and flexible for municipalities while also meeting the requirements of the legislation.

The following sections of the document will detail the planned processes, roles and responsibilities for:

- (1) establishing the ONE Joint Investment Board (ONE JIB)
- (2) ongoing management of investments with ONE JIB

## Establishing ONE JIB

In order to take advantage of the potential opportunity afforded by the PI regime, municipalities that meet the financial thresholds set out in O. Reg. 438/97 (Regulation) can establish an authorized investment board, like ONE JIB, through which they can invest their money that they do not require immediately. After ONE JIB is established by the founding municipalities (Founding Municipalities) and after they fulfill other requirements which include adopting an investment policy statement (IPS) and entering into an agreement with ONE JIB and all of the Founding Municipalities pursuant to which ONE JIB agrees to invest on their behalf under the PI regime, Founding Municipalities can pass a by-law to opt into the PI regime under section 418.1 of the *Municipal Act, 2001* (Act). The PI regime will apply to each Founding Municipality as of the effective date set out in its by-law. This by-law is irrevocable: once a municipality passes the by-law, it will not have the ability to opt out of the PI regime and go back to the Legal List (LL) for the investment of its money that it does not require immediately without a regulation by the Lieutenant Governor in Council approving the transition.

Once the effective date has passed and Founding Municipalities are subject to the PI regime, any future investment of monies not required immediately will be made through ONE JIB.

ONE Investment cannot establish an investment board (IB) or a joint investment board (JIB) on its own, as the Regulation only permits municipalities meeting the prescribed financial thresholds to establish an IB or JIB. To establish ONE JIB, ONE Investment is actively recruiting Founding Municipalities who will jointly establish a JIB that will act as the cornerstone for offering all municipalities in Ontario an affordable cost-shared PI solution. Under the Act, all municipalities whether or not they meet the prescribed financial



thresholds are eligible to delegate their investment powers to previously established IBs or JIBs allowing them to opt into the PI regime.

The following section details how municipalities can become Founding Municipalities and help establish ONE JIB. It is organized by roles and responsibilities. See appendix B for the steps to establish ONE JIB, organized chronologically.

## Roles and Responsibilities

### Council

Council in this instance refers to a municipal council considering jointly establishing ONE JIB as a Founding Municipality. Council's role in establishing ONE JIB as a Founding Municipality is important because the Founding Municipalities are the decision-makers with the authority to provide input in respect of the terms and conditions of the agreement establishing ONE JIB and the agreement allowing ONE JIB to invest under the PI regime on behalf of the Founding Municipalities and of other municipalities that may subsequently agree to invest through ONE JIB (ONE JIB Agreement). Council's primary role in the process created by ONE Investment is to formally establish ONE JIB.

Role	Responsibility
<ul style="list-style-type: none"> <li>Enter an Initial Formation Agreement establishing ONE JIB</li> <li>Complete the Municipal Client Questionnaire</li> <li>Adopt an Investment Policy Statement (IPS)</li> <li>Approve a draft investment plan</li> <li>Enter into the ONE JIB Agreement</li> </ul>	<ul style="list-style-type: none"> <li>Pass the "Authorizing By-law" which authorizes: (i) the entering into of the Initial Formation Agreement; (ii) the completion of the Municipal Client Questionnaire; (iii) the adoption of an IPS; (iv) the approval of a draft investment plan; and (v) the entering into of the ONE JIB Agreement</li> </ul>
<ul style="list-style-type: none"> <li>Formally opt into the PI regime</li> </ul>	<ul style="list-style-type: none"> <li>Pass the Prudent Investor Enabling By-law</li> </ul>

### *Passing the Authorizing By-law and the Prudent Investor Enabling By-law*

Municipalities will be able to enter into the Initial Formation Agreement establishing ONE JIB, adopt their IPS, enter into the ONE JIB Agreement and fulfill other requirements through an Authorizing By-law. ONE Investment has been consulting with legal experts to draft a single Authorizing By-law document that is compliant with legislation.

Once council and staff are comfortable with the guidelines and parameters they have set out in their IPS (see section below on [Managing Investments](#) for more details), council can pass the Authorizing By-law to establish ONE JIB. This, however, has one important caveat; the Authorizing By-law authorizes the entering into of an agreement with other Founding Municipalities to establish ONE JIB. The other Founding Municipalities must be prepared to enter into the agreement at that time as well and the total of all municipal money or investments not immediately required, in the opinion of the treasurers, at that time must be at least \$100 million (collectively).

**Council are the ultimate decision-makers in becoming a Founding Municipality that establishes ONE JIB. Being a Founding Municipality for ONE JIB is a significant decision to lead the sector not only as an early mover on PI investing but in establishing a framework for the benefit of all municipalities in Ontario**

In order to opt into the PI regime council must pass a Prudent Enabling Investor By-law which provides that section 418.1 of the Act applies to the municipality.

## Municipal Staff

Municipal staff will play an integral role in guiding council throughout the process of opting into the PI regime.

Role	Responsibility
<ul style="list-style-type: none"> <li>Perform due diligence to ensure Council has the information it requires and recommendations that it can consider on: <ul style="list-style-type: none"> <li>the PI regime</li> <li>the ONE Investment PI option</li> </ul> </li> </ul>	<ul style="list-style-type: none"> <li>Ongoing updates and reports to council</li> </ul>
<ul style="list-style-type: none"> <li>Prepare the Authorizing By-law based on the template provided by ONE Investment</li> </ul>	<ul style="list-style-type: none"> <li>Present the Authorizing By-law to Council</li> </ul>
<ul style="list-style-type: none"> <li>Prepare the Prudent Investor Enabling By-law based on the template provided by ONE Investment</li> </ul>	<ul style="list-style-type: none"> <li>Present the Prudent Investor Enabling By-law to Council</li> </ul>

While ONE Investment will provide regular updates on the progress towards establishing ONE JIB, municipal staff will need to conduct its own independent due diligence.

Once a council directs staff to work with ONE Investment to become a Founding Municipality, ONE Investment will provide template copies of all necessary documentation to and work with staff to prepare an Authorizing By-law and a Prudent Investor Enabling By-law. During this period, municipal staff will also be working with ONE Investment to develop a draft IPS (further details in section on [Managing Investments](#)) which will be required before the Authorizing By-law can be passed.

**ONE Investment's PI turnkey services are designed to assume as much as possible of the municipality's workload. ONE Investment takes care of the administrative work while leveraging staff and council for their unique municipal insights for customization. All key decisions remain with the municipality**

## ONE Investment

ONE Investment's role through the process is to aid and provide information. ONE Investment began conducting its research and analysis of the PI regime when the legislation was first introduced in late 2016 and has developed a lot of knowledge and expertise in PI implementation during that period.

Role	Responsibility
<ul style="list-style-type: none"> <li>To support staff and Council through the due diligence process</li> </ul>	<ul style="list-style-type: none"> <li>Provide ongoing updates and reports to staff on the progress of establishing and organizing ONE JIB.</li> </ul>
<ul style="list-style-type: none"> <li>To facilitate the Authorizing By-law process by providing a standardized, legislatively compliant template</li> <li>To facilitate the Prudent Investor Enabling By-law process by providing a standardized, legislatively compliant template</li> </ul>	<ul style="list-style-type: none"> <li>Develop and provide templates to staff</li> <li>Provide municipal staff advice in customizing templates</li> <li>Ensure legal compliance of documentation</li> </ul>

ONE Investment's responsibilities will leverage the knowledge and expertise acquired over the last three years of performing its due diligence on PI - helping staff guide council through the process of establishing ONE JIB and opting into the PI regime. As such, ONE Investment is available to answer

questions that may arise during the process whether they be related to due diligence or process and implementation expertise. ONE Investment with legal counsel has developed legislatively compliant by-laws and IPS templates.

As part of its support for municipalities during this process, ONE Investment will consult with legal counsel to ensure that the documentation is customized to meet the needs of the municipality and is compliant with legislation before the documentation is submitted to council for approval.

## Managing Investments

Once ONE JIB is established and the Founding Municipalities have passed the Prudent Investor Enabling By-law, responsibility for managing the day-to-day investments of the municipality will be the responsibility of ONE JIB with assistance from ONE Investment staff and municipal staff; however, council retains ultimate control over the strategic direction of its investments through the IPS. The following section will detail the roles and responsibilities of each party in the ongoing management of investments.

## Roles and Responsibilities

### Council

Role	Responsibility
<ul style="list-style-type: none"> <li>To provide overall strategic direction on investments</li> </ul>	<ul style="list-style-type: none"> <li>To direct municipal staff to complete the Municipal Client Questionnaire</li> <li>To adopt and maintain an IPS and to review it at least annually, and update it as necessary</li> </ul>

Council establishes and maintains control of the strategic direction of its investments through development of its IPS. The IPS is a requirement under section 18 of the Regulation.

Subsection 18(2) of the Regulation details the requirements of the IPS which are:

- The municipality's objectives for return on investment
- The municipality's risk tolerance
- The municipality's need for liquidity including, for greater certainty, the municipality's anticipated needs for funds for planned projects and the municipality's needs to have funds available for unanticipated contingencies

In addition, subsection 18(3) allows municipalities to include "other requirements with respect to investment matters that council considers to be in the interests of the municipality."

Subsection 18(4) requires that council review the IPS, and update it if necessary, *at least* annually. This ensures that the IPS remains aligned with council priorities and provides council with the flexibility to update it at any point should circumstances require.

ONE Investment has prepared an IPS template and will provide detailed guidance on all decision points in a future update.

As mentioned in the previous section, [Establishing ONE JIB](#), a Founding Municipality's council will adopt its IPS by enacting the Authorizing By-law.

**The Investment Policy Statement (IPS) is a document required by legislation that ensures that a municipality's funds are invested to meet its specific needs at its accepted level of risk. It is through this policy that council retains ultimate control of its investments.**

## ONE JIB

A Joint Investment Board is a “municipal service board that is established under section 202 of the Act by two or more municipalities for the purposes of” enabling municipalities to invest in accordance with the PI regime<sup>1</sup>. ONE JIB is a Joint Investment Board that is established by the Founding Municipalities, in accordance with Part II of the Regulation.

ONE JIB will be primarily comprised of highly qualified independent investment professionals. As per the Regulation, no councillors are permitted to sit on ONE JIB. As stipulated in the Regulation, the only staff allowed to sit on an IB is the municipal treasurer or, in the case of a JIB, several treasurers provided they do not comprise more than 25% of the JIB.

**ONE JIB will have a representative municipal perspective through the appointment of municipal treasurers.**

**NOTE: As per the Regulation, no other members of municipal staff or councillors are permitted to sit on ONE JIB.**

See appendix A for a description of the inaugural ONE JIB and brief biographies of its proposed members.

Role	Responsibility
<ul style="list-style-type: none"><li>To exercise the municipality’s investment powers in a manner that is compliant with the relevant section (418.1) of the Act.</li></ul>	<ul style="list-style-type: none"><li>Establishing and maintaining an investment plan that is informed by, and in compliance with, the municipality’s IPS (Investment Plan). This includes reviewing the Investment Plan to ensure alignment following a Council IPS review (at least once per year).</li><li>Providing an annual report to Council that is compliant with the Regulation</li><li>Making decisions regarding investment managers</li><li>Reporting any breaches to the municipality</li></ul>

As per the Regulation, the Investment Plan deals with how ONE JIB will invest the municipality’s money. Consistent with legislation, the municipality’s Investment Plan will be developed with consideration for:

- (1) General economic conditions
- (2) The possible effect of inflation or deflation
- (3) The role that each investment or course of action plays within the municipality’s portfolio of investments
- (4) The expected total return from income and the appreciation of capital
- (5) Needs for liquidity, regularity of income and preservation or appreciation of capital.
- (6) Any other criteria that are relevant to the circumstances

See table 5 for an example of what an investment plan will include.

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<sup>1</sup> O. Reg. 438/97 Section 13.

Table 1: Proposed sections of the ONE JIB Investment Plan

Section	Description
Purpose of the Investment Plan	This section establishes how ONE JIB will invest the municipality's money that it does not require immediately (Long-Term Funds)
Responsibility for the Investment Plan	This section will detail the actions in an Investment Plan and provide detail for who will be responsible for execution
Custodian	This section will detail the financial institution(s) that hold the municipality's investments
Portfolio Overview	This section will detail the objectives, risk tolerance and liquidity, and time horizon for investments on an account-by-account basis.
Investment Goals and Objectives	This section will provide a more detailed account of how the IPS has shaped the decisions within the Investment Plan, including the account structure, asset allocations, and asset mixes
Constraints	This section will detail any additional constraints placed on investments and may authorize the consideration of Environment, Social, and Governance (ESG) factors and securities lending
ONE Investment External Investment Managers	This section will provide details of the chosen investment managers for assets the municipality will invest in
Rebalancing Provisions	This section will detail the processes and mechanisms for rebalancing the portfolio should interest, dividends paid, or a change in the value of securities alter the overall asset allocation from the Investment Plan.

Additionally, ONE JIB is also responsible for providing an annual report to municipalities. This report will contain, at minimum:

- A statement about the performance of the municipality's portfolio of investments during the period covered by the report;
- A statement by the treasurer of the municipality as to whether or not, in the opinion of the treasurer, all investments are consistent with the municipality's IPS, and the Investment Plan.
- Such other information that the council may require or that, in the opinion of the treasurer, should be included.

This will be in addition to the ongoing detailed performance reporting and communication provided by ONE Investment.

### ONE Investment

ONE Investment is assisting in the establishment of ONE JIB to provide access to the PI regime for municipalities that do not qualify for the standard on their own or for municipalities that do not wish to incur the up front and ongoing maintenance costs associated with the prescribed investment governance model on their own.

Role	Responsibility
<ul style="list-style-type: none"> <li>• Hands-on Investment Advice &amp; Support</li> </ul>	<ul style="list-style-type: none"> <li>• Investment advice</li> <li>• Support ONE JIB, including providing secretary functions</li> <li>• Assist municipalities in writing their IPS</li> <li>• Support ONE JIB in creating municipal Investment Plans</li> </ul>

	<ul style="list-style-type: none"> <li>• Provide robust reporting to municipalities on investment performance</li> </ul>
<ul style="list-style-type: none"> <li>• Investment Education and Training</li> </ul>	<ul style="list-style-type: none"> <li>• Provide advice on how to integrate the municipality's investment program with all facets of municipal finance</li> <li>• ONE Investment will build on education and training currently delivered through MFOA and LAS</li> <li>• Training has included courses on investment basics, the impact of interest rate changes on bond prices as well as municipal finance training on linking investment programs to capital budgets</li> <li>• ONE Investment will meet with municipal finance staff to discuss investment options</li> </ul>

ONE Investment is designed to augment municipal staff by pooling investor resources to make available the investment and municipal finance expertise municipalities require for decision making purposes. ONE Investment will accomplish this in two ways: (1) by relieving some of the burden of the technical workload from staff through hands-on investment advice and support, and (2) by ensuring municipalities understand the municipal finance implications of investment decisions through education and training.

ONE Investment has received an exemption from the Ontario Securities Commission (OSC) to enable it to perform certain advisory and other functions without registration. This enables ONE Investment to provide expert advice to municipal investors, bridging the worlds of municipal finance and financial markets. As few municipalities have the resources to hire in-house expertise or contract an expert consultant, ONE Investment is developing a delivery model whereby a CFA charterholder and a municipal finance expert will be available to provide advice to municipal clients – a solution that is made affordable to all through pooled resources.

It would usually be the case that support for a joint municipal service board would be the responsibility of the municipalities establishing the joint board. In the case of ONE JIB, significant and specialized advice will be required to support its activities. Support can range from arranging and running meetings, preparing reports, crafting Investment Plans, obtaining expertise to advise ONE JIB when needed, remunerating members and keeping participating municipalities fully informed of ONE JIB activities and decisions. It is assumed that municipalities considering investing under the PI regime would find it difficult to provide this level of support to ONE JIB. Consequently, ONE Investment fully expects to provide these various support functions to ONE JIB and will enter into agreements with participating municipalities to permit it to do so.

Under ONE Investment's turnkey PI solution, ONE Investment will be the municipality's primary service provider in addition to providing all necessary support functions for ONE JIB. In its role as primary service provider for the municipality ONE Investment will design the composition of ONE JIB in accordance with the legislation. ONE Investment has already developed and initiated the recruitment process for the independent investment experts who will sit on ONE JIB and will also initiate the recruitment of treasurers from the Founding Municipalities who will also sit on the board. However, the Founding Municipalities will decide who are the members of ONE JIB. As part of the turnkey solution, ONE Investment will make recommendations for the initial members of the board of ONE JIB and will support future recruitment. As noted previously the Regulation limits the participation of treasurers on the board of ONE JIB to no more than 25% of the board composition.

In its duty as primary service provider to municipal clients, ONE Investment will work with municipalities to develop drafts of their IPS. To do so, ONE Investment will work with municipal council and staff to complete a Municipal Client Questionnaire. ONE Investment will then use the responses provided in the questionnaire to pre-populate a draft of the IPS that is aligned with the municipality's goals and level of risk tolerance. ONE Investment will provide ongoing advice and support to municipal council and staff as they work through ensuring the draft IPS is truly reflective of the municipality's needs.

Once the IPS is approved, ONE Investment will work with staff on developing a draft Investment Plan that is reflective of the municipality's IPS. As municipal investing authority is delegated to ONE JIB, it is ONE JIB who will make the final adjustment and have final approval of the municipality's Investment Plan. Once the plan is finalized, ONE Investment will fulfill the role of implementing the plan, as directed by ONE JIB.

On an ongoing basis, ONE Investment will act as a primary point of contact for clients and ensure that any necessary communication with ONE JIB is established in a timely fashion. It will fulfill all monitoring and reporting requirements. This includes but is not limited to:

- regular reporting to the municipality
- reporting to the Ontario Securities Commission
- regular reporting to ONE JIB on client holdings
- monitoring the performance of the Investment Manager

ONE Investment will also coordinate with municipal staff in preparation of the annual investment report to council. It will compile the information required for ONE JIB to provide appropriate commentary, and it will work with the municipality's treasurer to incorporate the treasurer's opinion into the annual investment report.

See [Figure 2](#) for a detailed flow-chart of the roles and responsibilities and how ONE Investment manages all the coordination work required under the PI regime.

### Municipal Staff

As noted in the previous section, ONE Investment provides all the support functions for ONE JIB. The municipal staff's role in ONE's turnkey PI solution is to work with ONE Investment staff to provide council and ONE JIB with the information they require to make key decisions. Staff will also be required to report on investments to council.

Role	Responsibility
<ul style="list-style-type: none"> <li>Ensure Council and ONE JIB have the information they need to perform their roles under the PI regime.</li> </ul>	<ul style="list-style-type: none"> <li>Work with Council to complete the Municipal Client Questionnaire</li> <li>Work with ONE Investment to develop a draft IPS</li> <li>Work with Council to modify the draft IPS so that Council can formally approve the IPS.</li> <li>Work with ONE Investment on the draft Investment Plan to ensure that it is aligned with the IPS.</li> </ul>
<ul style="list-style-type: none"> <li>Reporting on investments to council</li> </ul>	<ul style="list-style-type: none"> <li>Provide treasurer's opinion for ONE JIB's annual report</li> <li>Notify Council as soon as it learns of any investments or investment issues that, in the treasurer's opinion, fail to comply with the IPS.</li> </ul>

Role	Responsibility

*Ensure Council and the ONE JIB have the information they need to perform their roles under PI.*

The responsibilities entailed in this role include providing the information council requires to make decisions regarding its IPS and using its knowledge of the IPS and council's objectives to help develop the initial draft of the Investment Plan.

This will entail working with council and ONE Investment to complete the Municipal Client Questionnaire annually. Once the questionnaire is complete, staff will work with ONE Investment on the development (or revision) of a draft IPS. Once the draft IPS is reflective of the Municipal Client Questionnaire, municipal staff will work with council to make any refinements necessary for council to approve the adoption of its IPS.

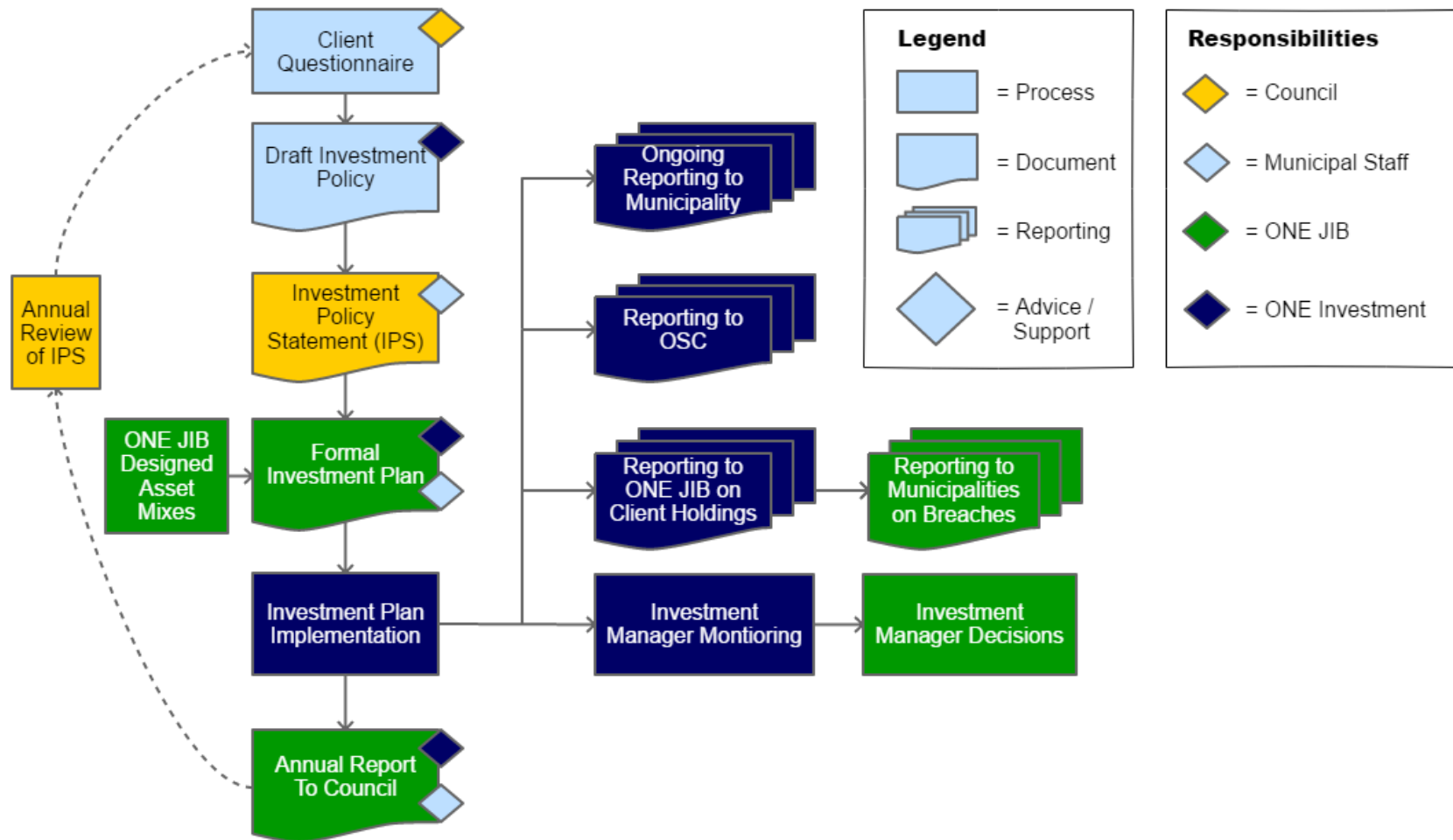
Once the IPS is adopted and shared with ONE Investment and ONE JIB, municipal staff will work with ONE Investment to develop a draft Investment Plan. As outlined in the previous section, ONE Investment will carry out the majority of the activities in drafting the Investment Plan for ONE JIB, but municipal staff will provide support where necessary to ensure interpretive alignment with the municipality's IPS. ONE JIB will have ultimate responsibility for approval of municipal Investment Plan.

#### *Reporting on investments to council*

Additionally, municipal staff will play an ongoing role in reporting on investments to council. Outside of any council direction to report on investments, the treasurer has a legislative role in reporting on investments. In particular, the treasurer is required to provide an opinion for the annual investment report. This opinion will include a statement on whether the investments are consistent with the municipality's IPS and Investment Plan. This is similar to the treasurer's opinion required under the current legal list regime.



Figure 1: Typical Roles and Responsibility of ONE's Turnkey PI Solution\*



\*Division of responsibilities between council and staff may vary by municipality

## Benefits and Risks of a Founding Municipality

The PI standard for municipalities in Ontario is, other than in the case of the City of Toronto, untested. The legislation for establishing an IB or JIB to take advantage of PI is complex and requires a lot of upfront work with only the City of Toronto to learn from. Once a municipality puts in the effort to clear these obstacles (with ONE Investment's guidance and assistance), and passes a by-law opting into the PI regime, the municipality can take advantage of a much wider array of investments for the money that it does not require immediately, but the municipality also does not have the option to revoke the by-law to revert to the Legal List legislation in respect of such money. The Lieutenant Governor in Council does have the power to make a regulation to have the PI regime no longer apply to a municipality.

ONE Investment firmly believes that all of Ontario's municipalities making investments will eventually opt into the PI regime. Those who lead the sector and opt in early are demonstrating their commitment to leading the sector by working to establish a governance structure that all other municipalities could use to maximize their risk-adjusted returns in the future.

### Benefits of Founding Municipality Status

To reward Founding Municipalities for being first movers and taking a leadership role in the sector, ONE Investment is offering a few incentives.

#### *Fees reduction*

The first incentive involves a reduction in basis points in the fee charged by ONE Investment. The reduction of 2 basis points in the fee charged by ONE Investment on all prudent investor offerings for a period of at least 10 years.

#### *ONE JIB Representation*

Additionally, the two municipal treasurer representatives on ONE JIB will be selected from the Founding Municipalities; Founding Municipality treasurers will serve rotating two-year terms so each Founding Municipality will eventually have its treasurer as a member of ONE JIB.

This role is particularly important in the formative years of ONE JIB and Founding Municipalities can shape how ONE JIB operates for years to come. Treasurers who sit on ONE JIB will also be eligible to sit on any of ONE JIB's committees.

*Table 2: Potential ONE JIB Committees*

Committee	Purpose
<b>Nomination</b>	Advises on the membership & structure of ONE JIB, recommended IPS template, Investment Plan, among other things.
<b>Client service</b>	Advises on media and content for reporting, newsletters, seminars, education, complaints process, service standards, and relationship practices
<b>New Products</b>	Advises on investment strategies, features of current offerings and preferred new offerings.
<b>Audit and Risk</b>	Oversees strategies for monitoring financial management and reporting, risk management strategies, IT systems, internal controls, etc.

### Risks of Founding Municipality Status

As noted previously, one of the most important considerations for municipalities conducting their due diligence on adopting the PI regime is the limitation around revoking the Prudent Investor Enabling

By-law. Once a municipality adopts the PI regime, it cannot go back to the LL for the investment of its money that is not required immediately without a special regulation. This, however, applies to all municipalities adopting the PI regime. There are specific risks worth considering that would only apply to those who partner to establish ONE JIB. Table 3 below identifies many of these risks; ONE Investment has carefully considered each of these risks and, where there are no mitigating factors already built into the legislation, has developed plans to deal with these situations should they arise.

*Table 3: Risks to becoming a founding municipality and mitigating factors*

<b>Risk</b>	<b>Mitigating Factor</b>
<b>A Founding Municipality leaves</b>	Not an issue if remaining Founding Municipalities' investments remain >\$100M; otherwise, new JIB must be struck
<b>Founding Municipalities holdings fall below \$100M</b>	Not an issue unless they fall because a Founding Municipality leaves
<b>Disagreement among Founding Municipalities</b>	Dispute resolution process is included in the ONE JIB Agreement
<b>Political change of heart</b>	ONE Investment expects to invest substantially in municipal staff, Council education to manage this risk. Council provides direction to the ONE JIB via the IPS which can adapted to reflect updated risk tolerance
<b>Change in council policy regarding long-term reserves</b>	Council education is the first step, ONE will support municipal staff in communicating the trade-offs and impacts to the IPS.
<b>Desire to exit ONE JIB</b>	Any municipality leaving must have another IB/JIB to move to or must receive a provincial regulation allowing them to return to the Legal List, as per the Act and the Regulation
<b>ONE Investment business or its PI offerings fail</b>	ONE would work to settle clients with a new provider.
<b>Poor market: many members exit at once while returns are weak</b>	Legislative governance was designed to minimize this risk by placing the control and management of the funds with an IB or JIB
<b>Cost escalation</b>	ONE Investment is a non-profit corporation founded by LAS (a corporation of AMO) and CHUMS (a subsidiary of MFOA). ONE Investment is committed to adjusting its fees on a regular basis and adjusting them to ensure fee revenues are closely aligned to budgeted projections

## Appendix A - Investment Advisory Committee Biographies

The ONE JIB will be comprised of the six members of ONE's current Investment Advisory Committee (IAC) plus one additional member, as well as two Treasurers from ONE JIB's founding member municipalities. The IAC has been working with ONE since November 2016 to support the Legal List offering and to prepare for Prudent Investing. In summary:

- This group of five institutional investment experts has developed an understanding of municipal finance through coaching by ONE staff and by its expert municipal finance member, Bill Hughes.
- In total, they have 155 years of investment and municipal finance experience, an average of 26 years per member.
- Except for Bill Hughes, they are all Chartered Financial Analyst (CFA) charterholders with distinguished careers either directly managing institutional investments or consulting to institutions on their investments.
- Bill Hughes is a recognized expert on municipal finance who teaches the subject at University of Toronto's Munk School of Global Affairs.

The IAC has worked with ONE to define an appropriate investment offering for all of Ontario's municipalities with effective implementation. To date, their work has included the following:

- Regular review of current ONE offerings;
- Confirmation of desired investment outcomes that meet municipal needs and for which prudent solutions should be designed;
- Advice on the appropriate asset classes to generate those solutions and the asset allocations for the solutions;
- Advice on the managers to fill those mandates;
- Review of the documentation required to fulfill prudent investor offerings, including the Client Questionnaire, template Investment Policy Statement and Investment Plan.



James C.L. Clark (CPA, CA, CFA) is the President of Dunhelm Consulting and has more than 25 years of broad pension experience in pension fund management, investment consulting, marketing, sales and client service. A former manager of a \$1 billion pension plan with the Bank of Montreal, he currently provides investment and communication consulting services to institutional investors and investment managers. Mr. Clark also serves on the University of Ottawa's Treasury Committee and on several other boards and committees dealing with investment and portfolio management issues. He has lectured for York University's MBA program and contributed to numerous pension industry publications.



Jennifer Dowty (CFA) is an equities analyst and business reporter at The Globe and Mail. She has approximately 18 years of experience working in the financial industry, of which nearly 14 years was at Manulife Asset Management. While at Manulife, Jennifer was a portfolio manager overseeing Canadian and global equity mutual funds, institutional funds, and pension plans.



James G. Giles (CPA, CFA) retired from his role as Chief Investment Officer of Foresters Financial (Foresters), where he directly oversaw over \$6 billion of investment assets, including international insurance and Canadian pension funds. James broadened the asset exposure of Foresters and hired external managers, where necessary. Prior to that, he managed real estate income trusts and preferred shares, as well as investment accounting. With over 25 years in the financial sector, he has lectured students seeking the Chartered Financial Analyst designation and the then Society of Management Accountants. He has been quoted in the media on investment matters and represented Foresters on industry groups such as the Pension Investment Association of Canada



Bill Hughes (MBA, MES) is a Senior Fellow at the Institute on Municipal Finance and Governance at the University of Toronto. Bill has over 35 years' experience in finance and public policy in both the provincial and municipal governments. Before joining the Institute, Bill was the Commissioner of Finance and Treasurer for the Regional Municipality of York. He has held senior positions in the Ontario government, mainly at the Ministries of Finance and Infrastructure, where he was the Assistant Deputy Minister of Infrastructure Policy and Planning. Bill was a member of the board of directors of the Move Ontario Trust until its wind-up in 2017. He is a lecturer at the University of Toronto's Munk School of Global Affairs and Public Policy, where he co-teaches a course on policy development.



Christine Tessier (CFA) is Vice-President, Investments and Treasury at CAA Club Group, where she is responsible for oversight and management of the company's nearly \$1B in pension, corporate and insurance assets. Christine brings over 16 years' investment experience, with a specific focus in product development and design, investment consulting and strategic planning. She has experience in retail and institutional markets and has developed or researched products across the asset class spectrum, spanning straightforward and complex solutions. Christine has a Bachelor of Commerce degree from Laurentian University.



Geri James (CFA) has over 25 years' experience designing, implementing and monitoring investment strategies for pension plans, non-profits, sovereign wealth funds, governments and other institutional investors. As well, she has designed and launched investment vehicles such as pooled funds, mutual funds and exchange traded funds. Geri spent nine years as an investment consultant with AON Hewitt followed by 17 years in various roles, including Head of Business Development, Head of Product and Chief Operating Officer, for BlackRock Asset Management Canada Limited. She was an ongoing guest lecturer on investments at Humber College. In addition to her work with The One Investment Advisory Committee, Geri is currently a Director of the Board of the Police Credit Union, Board Chair of the Wilderness Canoe Association and a founding member of Sparrow, a refugee sponsorship and resettlement program.

As the ONE JIB is a municipal board, ONE Investment will also retain the secretarial services normally provided by a Municipal Clerk to the ONE JIB.



Denis Kelly received a Bachelor of Laws from Queen's University and was called to the Bar in 1981. He was a Solicitor in the City of North York Legal Department from 1981 to 1987. Denis then served in municipal Clerk's Offices in various capacities -- as Deputy City Clerk (1987 to 1991) and City Clerk (1991 to 1997) for the City of North York, Clerk-Administrator for the Town of East Gwillimbury (1998 to 1999) and Regional Clerk for the Regional Municipality of York (1999 to 2017). Over his long career in the municipal sector, Denis' portfolio included providing legal services and leading the Council and Committee, Access and Privacy and Information Management programs for three municipalities. Denis also acted as the Corporate Secretary for the Greater Toronto Services Board between 1999 and 2001. Denis lives in Thornhill, Ontario, with his family.

## Appendix B - STEPS TO ESTABLISH ONE JOINT INVESTMENT BOARD (ONE JIB)

1. ONE Staff will work with municipal staff of each founding municipality ("Founding Municipality") to assist in drafting a report to Council for initial direction and authority to establish ONE JIB in conjunction with ONE Investment and to opt into the prudent investor regime on or after January 1, 2019 by passing a by-law under subsection 418.1(2) of the *Municipal Act, 2001* (the "Act").

Council: (after the inaugural meeting of council in December, 2018)	Founding Municipalities authorize staff in conjunction with ONE Investment to develop an agreement to establish ONE JIB, together with all related matters such as Codes, policies and appointments and to adopt the prudent investor regime on or after January 1, 2019.
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2. ONE Staff will develop an Initial Formation Agreement and a ONE JIB Agreement.
3. The Initial Formation Agreement will establish ONE JIB as a joint municipal service board, authorize investment through ONE JIB of the money and investments that the Founding Municipalities do not require immediately (the "Investible Funds") and provide for those matters necessary or desirable to facilitate the establishment and operation of ONE JIB.
4. The ONE JIB Agreement will set out the basis on which the Founding Municipalities and other municipalities that wish to participate by investing their Investible Funds through ONE JIB will be able to do so.
5. ONE Staff will develop job descriptions for the members of ONE JIB, interview and recommend the appointment of members and arrange for indemnity/insurance for the members of ONE JIB.
6. ONE Staff will develop a Code of Conduct and Conflict of Interest Policy as well as recommend an integrity commissioner (interim).
7. ONE Staff will develop a Know Your Client Framework which will be called a Municipal Client Questionnaire.
8. In light of existing municipal Statements of Investment Policies and Goals, ONE Staff will develop one or more investment policy statement "IPS" templates which reflect a range of possible investment objectives and strategies.
9. ONE Staff will formulate a monitoring system to provide assurance that investments comply with each IPS and investment plan.
10. ONE Staff will establish the mechanism for regular reviews of the IPS to assist participating municipalities in their efforts to update or amend their IPSs.
11. ONE Staff will develop guidelines to help the Founding Municipalities review and organize investments in anticipation of a transfer of their Investible Funds on or after January 1, 2019.
12. As they develop draft materials ONE Staff will periodically meet with municipal staff to review and obtain input on these policies and documents.



13. Each Founding Municipality will complete and provide ONE Staff with its Municipal Client Questionnaire.
14. After ONE Staff has completed the various drafts and templates, and each Founding Municipality has provided the required Municipal Client Questionnaire, each Founding Municipality will work with municipal staff as they prepare reports to Council setting out their recommendations, a draft IPS, a draft investment plan that complies with the draft IPS and the related authorizing by-law (Authorizing By-law).

<p>Council: (before or after January 1, 2019)</p>	<p>Enact an Authorizing By-law that authorizes: the execution of the Initial Formation Agreement; the establishment of ONE JIB pursuant to that agreement; the completion of a Municipal Client Questionnaire; the approval of the IPS; the approval of a draft investment plan; and the execution of the ONE JIB Agreement, which will have a future effective date. Also authorize, approve or adopt, all the necessary Codes, Policies, and appointments set out above.</p> <p>Each Founding Municipality must certify as at the day ONE JIB is established that it meets the criteria in s. 15(2) of the regulation (O. Reg. 438/97, Part II).</p>
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15. ONE JIB will hold its initial meeting at which it will approve and execute the ONE JIB Agreement following which the ONE JIB Agreement will be executed by each of the Founding Municipalities.
16. ONE Staff will consult with ONE JIB about potential updates to each IPS, each investment plan and other documents.
17. ONE Staff will assist municipal staff as they prepare reports recommending the adoption of the prudent investor regime pursuant to a Prudent Investor Enabling By-law, required updates to the IPS and related policies and decisions and they prepare the required by-law pursuant to which each Founding Municipality will opt into the prudent investor regime.

<p>Council: (on or after January 2019 and after the ONE JIB Agreement has been entered into by each Founding Municipality and ONE JIB)</p>	<p>Formally opt into the prudent investor regime by enacting a Prudent Investor Enabling By-law (under subsection 418.1(2) of the Act) with a future effective date. Approve any modifications to the IPS or other documents.</p>
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18. Founding Municipalities will transfer Investible Funds to ONE JIB for investment.



## Proposal for a Municipality of Clarington representative

at the Newcastle of the World conference 2020

### "Smart cities, Innovation for the benefit of the population"

For the attention of Mayor Foster and Council

I am sure many of you remember the successful and enjoyable Newcastles of the World (NOTW) 2016 Conference held here in Newcastle Ontario. It introduced our Newcastle and Clarington to the rest of the world. Many of you will have met Mayors, Councillors, Municipal staff, business representatives and educators during the conference from various Alliance countries. Hosting this conference has netted follow up visits and great interest in exchanges and internships internationally. In 2018 the NOTW conference was held in Shinshiro Japan, October 3-9. A delegation from Newcastle Ontario attended, which consisted of Newcastle ON committee members along with Jennifer Stycuk as the representative from the Municipality of Clarington. It was a very informative and successful event focusing on the future of the Alliance. Many established contacts were strengthened and new ones made. There are various initiatives and opportunities that our community can benefit from the Alliance connection, here are a few :-

- It's important to note that if anyone from our area is travelling to any of the Alliance countries and are close to the Newcastle of that country, there will be a special welcome for them there, and in some areas there is a Passport to give an exclusive and unique experience while visiting.
- During the business section of the 2018 conference each Newcastle was asked to share 5 internationally market ready companies to be promoted to the other Alliance members. Upon our return Willie Woo worked with Sheila Hall from CBOT to create a list which was sent to the NOTW secretariat.
- There are international tourism opportunities, such as creating a passport for Alliance members when they visit our area and assist with promoting our businesses. The committee is working with Kemp Travel and other local companies to create a tour package of our area and beyond for any Alliance visitors.
- There is an opportunity to have a cultural event visit from Neuchâtel Switzerland. The details are still being worked on but we are hopeful to make this happen in 2020. After travelling and meeting people throughout the world (Europe, Russia, Japan, Senegal, Sweden, Canada, USA, Thailand, India, Mexico and other countries). Blueman celebrates this year its 20th anniversary this year. Here is Blueman's website ([www.theblueman.com](http://www.theblueman.com)<<http://www.theblueman.com>) to learn more about Blueman and its project. The project is to show that people can meet and interact even if there are not the same (different shape, different colour) and without speaking. It will be interesting for him to meet our Canadian guys and girls.
- Neuchâtel is delighted to invite artists from across the Newcastle Alliance to busk in next year's (2020) annual Buskers Festival, this will take place from 11 August to 15 August 2020. A representative from Newcastle Ontario has already sent an application and we are waiting for the announcement.
- Just announced the first week of September is the launch of the Newcastles of the World online platform #education-exchange. Following keen interest shown and agreement at the

20<sup>th</sup> anniversary conference in Shinshiro, the Secretariat and Shinshiro have collaborated to create an online platform to facilitate communication and co-operation; leading to exchanges of teachers, students and/or pupils (Shinshiro, Communiqué 2018).

- Before going to Japan for the 2018 NOTW conference, members of Newcastle Ontario committee were invited to meet with Consul General Ito, Consulate-General of Japan in Toronto. We are proud to be able to invite Consul General Ito to Clarington and Newcastle Ontario, September 23<sup>rd</sup> 2019.

The 2020 conference which will take place in Neuchâtel Switzerland in April (please see attached details). The main theme of the conference will be "Smart Cities, Innovation for the benefit of the population". Many of the NOTW Newcastle Ontario committee members have already committed to representing Newcastle Ontario in Switzerland, providing a delegation with a diverse and knowledgeable group with varied basic subject understanding in Education, Hospitality and Tourism, local community and business. After discussion in our July 2019 committee meeting, it was decided that the group would be strengthened by representation from the Municipality of Clarington and would like to invite Mayor Adrian Foster, Clarington Municipal Council and staff who would be interested to be part of the Newcastle, Ontario delegation, to enhance the group's diversity and bring much needed Municipal insight. I hope that you will see the advantages of continuing to work with the Alliance and being part of the 2020 conference, and the benefit of the contact, interaction, support and knowledge that comes from working with all the various Newcastles around the world.

I look forward to your decision.

Christine McSorley MBA

Chairperson

Newcastles of the World Newcastle Ontario.

If this information is required in an alternate format, please contact the Accessibility  
Co-ordinator at 905-623-3379 ext. 2131

**To:** Mayor Foster and Members of Council  
Andy Allison, CAO  
**From:** George Acorn, Acting Director of Community Services  
**Date:** October 11, 2019  
**Subject:** General Government Committee Meeting October 15, 2019 – Unfinished  
Business Item #21.2, Newcastles of the World Conference 2020  
**File:**

As Council will be considering the request for representatives from the Municipality to attend the August 11-15, 2020 event in Neuchâtel, Switzerland, I am providing information regarding the attendance at last year's conference by a staff member in Community Services.

At the General Government Committee meeting on May 7, 2018, Communication Item 9.1, a request from Christine McSorley, Chairperson Newcastles of the World Newcastle, Ontario for Jen Stycuk to attend the October 2019 conference was considered. At the meeting of May 22, 2018 Council approved Resolution #GG-228-18:

*That Communications Item 9.1, regarding a request from Christine McSorley, Chairperson of Newcastles of the World to send staff member Jen Stycuk to the next Newcastles of the World Event be received;*

*That staff be authorized to send Jen Stycuk as the Municipal Representative to the Newcastles of the World Conference in Shinshiro, Japan from October 3-9, 2018;*

*That Jen Stycuk not be required to use personal vacation as she will be representing on behalf of the Municipality of Clarington;*

*That funds for this initiative be drawn from Municipal Account #100-X-X-X-X-2917; and*

*That the upset limit for expenses related to Ms. Stycuk travelling to Shinshiro, Japan be \$2,500.*

This amount covered the costs of the flight, one night accommodation and the cost of an international cell phone plan. The cost of the conference was covered by the Committee as Jen is also a member.

The estimated costs for the 2020 Conference are:

Conference fee: \$1650 CDN (approx. based on current exchange rate)

Flight: \$1200 CDN + taxes (approx.)

It is our understanding the NOTW Committee would again cover the conference costs if Jen Stycuk were to go to Switzerland, leaving the cost of the flight and other incidentals not covered. Should the Municipality wish to send a representative(s) other than Jen, we would be responsible for the total cost of the conference.

I trust this information will be of assistance to you as you consider this item on October 15.

Regards,



George Acorn  
Acting Director of Community Services

cc: Department Heads  
Lee-Ann Reck, Client Services Manager