

# A SPORT FRAMEWORK for the CITY OF TORONTO

AUGUST 2005



PREPARED FOR



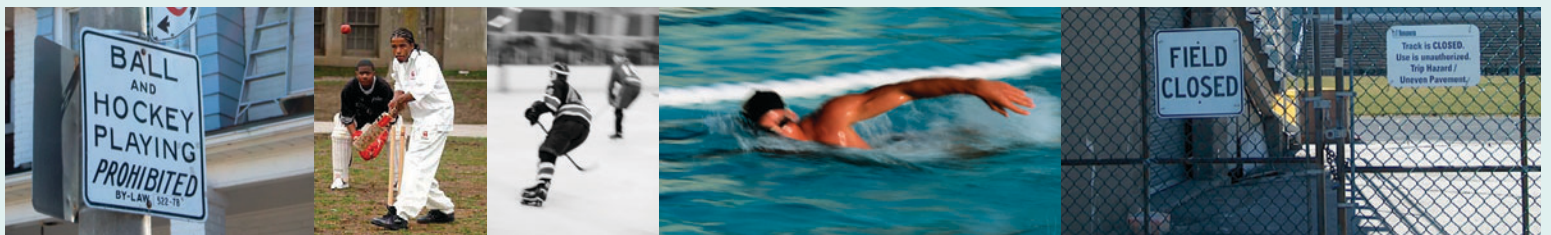
TORONTO SPORTS COUNCIL

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## Study Methodology

The study team undertook work in four areas – a sport community survey, stakeholder interviews, an inventory of sport and recreation facilities and a review of funding models. A brief description of the work in each area is set out below.

### 1. SPORT COMMUNITY SURVEY

The Ontario Sport Alliance, city councillors, city staff, and various sport governing bodies were consulted for a list of sport clubs to contact. A cover letter and survey were emailed, mailed or faxed to approximately 200 clubs requesting participation in the survey, seeking input from these organizations regarding facility and programming needs. The study team phoned each organization to ensure that the appropriate person had been contacted and encouraged each club to respond. Forty-eight clubs, representing over 80,000 athletes, responded to the survey. *(See APPENDIX 1 for survey cover letter and questionnaire. See APPENDIX 2 for sample survey responses.)*

### 2. STAKEHOLDER INTERVIEWS

The study team consulted a broad range of stakeholders with a specific interest in sport and recreation programming and facilities. Input from users from all sport groups, as well as city councillors and Parks and Recreation staff, was solicited in order to inform the recommendations in the framework. *(See APPENDIX 4: List of Toronto Sports Organizations that Responded to Our Survey, and Acknowledgements)*

## Background

In July 2004, Toronto City Council adopted the recommendations of the City of Toronto Parks and Recreation Strategic Plan entitled “Our Common Grounds”. The strategic plan called upon the Parks and Recreation Division to “prepare a Sports Strategy Framework in partnership with the Toronto Sport Council which identifies the critical role that sport can play in city building.” The Sport Strategy Framework would:

- ▶ Identify regional facilities and field requirement priorities to increase sport opportunities for all participants from grass roots to elite athletes.
- ▶ Set a foundation for working with other sport and recreation agencies to ensure that participants have maximum opportunities to learn, participate, train, compete, at all stages of the playground-to-podium continuum.
- ▶ Identify the means to increase leadership capacity in sport by providing youth with opportunities to learn sports event management and coaching.

## Study Team

The Toronto Sports Council retained The Lonsdale Group Inc. and the Canadian Urban Institute’s Centre for the Development of Community Assets (CDCA) in association with Ryerson University’s Centre for the Study of Commercial Activity (CSCA) to develop the Sport Strategy Framework.

*"With continued cutbacks in City budgets, facilities have to be maintained so they don't become a property that requires huge expenses in repairs. We need to build more recreational facilities including arenas. The city of Toronto is always expanding, but it seems that recreation is not a priority or else additional facilities including arenas would have been built."*

► Sport Community Survey Respondant

### 3. INVENTORY OF SPORT AND RECREATION FACILITIES

The study team took the initial steps to develop a comprehensive inventory of sport and recreation facilities in Toronto. The team collected data on three types of facilities:

- arenas,
- gymnasias, and
- fields.

Data from a previous study on pools was made available to the study team and also used as part of the inventory.<sup>1</sup>

A database of sport facilities was developed. A number of data fields were established to note characteristics such as geographic location (postal code), age, dimensions, seating capacity and amenities (i.e. showers, snack bar, parking, lights). *(An example of the inventory database is shown in APPENDIX 3)*

The study team brought together representatives of the governments and agencies that operate sports and recreation facilities in the city to assemble the data necessary to develop the inventory. The participants in the development of the database were:

- City of Toronto Parks, Forestry and Recreation Division
- Toronto Catholic District School Board
- Toronto District School Board
- Toronto area universities and community colleges

The geographic distribution of recreational facilities and opportunities in Toronto's diverse neighbourhoods was the subject of a preliminary research study by Amrita Gill for the Laidlaw Foundation in 2004. The study team sought to build on that work by recreating 140 neighbourhoods in Toronto. Each of these neighbourhoods can be described in terms of a number of demographic variables (total population, age cohorts, household income, gender, newcomer status). The sport facility database

will allow decision makers to analyse the distribution of sport and recreation facilities in the City of Toronto, evaluate service levels and link these data to various socio-economic and demographic measures and trends in community growth and sport development.

This makes it possible to identify which areas of the city are under served or poorly served, allowing researchers to empirically assess the current provision of sport facilities in the city. By including demographic variables in the analytical model, the future needs of the sport and recreation system can be evaluated and a locational strategy for future provision of sport facilities can be developed in relation to the social and economic characteristics and major trends of neighbourhoods.

### 4. FUNDING MODELS

A fourth element of the study methodology examines the potential of community partnership funding models to be an effective component of a sport strategy. Communities surrounding Toronto, such as Mississauga, Brampton, Vaughan, Markham, Whitby and Oshawa, are building multi-use sport centres using community partnership models. These have proven to be very successful. The study team examined some options that have been used successfully for the repair and upgrading of existing facilities and construction of new sport facilities to meet current demand and increased demand due to growth. Enid Slack surveyed a number of funding models in a report prepared for the Laidlaw Foundation. (Municipal Funding for Recreation by Enid Slack, Enid Slack Consulting Inc. March 2003)

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<sup>1</sup>Professional Environmental Recreational Consultants Limited (PERC), "City of Toronto Indoor Pool Provision Strategy, Interim Report", 9/1/2004





## The Current Situation

### 1. URBAN FACTORS

The study team identified three trends that have an impact on the use of sports facilities in Toronto. They are population growth in the city, land use intensification and continuing ethno-cultural diversity from immigration. These trends will increase demand for facilities and programs and increase demand for flexible programming to meet needs of an ethnically and culturally diverse population.

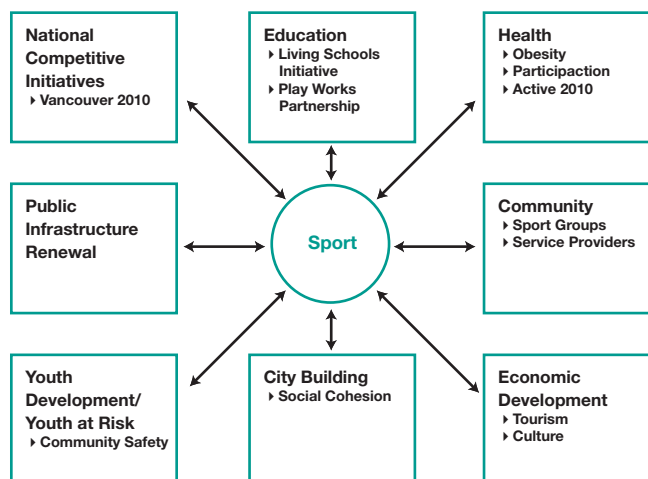
Toronto's new Official Plan policies call for intensification and population growth in the city. One of the outcomes of intensification is that various forms of housing—single family, semi-detached, townhouses, apartments, etc.—are replacing open space and former industrial space. The increased population density of these new neighbourhoods will further strain an already strained and aging sport and recreation infrastructure.

Support for intensification and greater built form density among city residents could depend upon the city meeting their needs for sport and recreation facilities like pools, sport fields and arenas. Toronto residents travel or move to outlying municipalities for newer sport facilities and better programming. Many families that move out of Toronto site lack of sport and recreation facilities in the city as a reason they move. Similarly, many families that continue to live in the City travel increasingly long distances to use sports facilities in the outlying regions. The environmental value of transit use, walking or cycling to work is negated if a Toronto family has to make six return trips a week by car to outlying municipalities to use sports facilities.

*"As this Soccer Association is helping to promote Toronto when hosting tournaments, we think that Toronto Tourism should become involved. At the Robbie for example, over 10,000 people, players and families are involved. We need to make their visit to Toronto pleasant so that they will return and also recommend it to their friends."*

► Sport Community Survey Respondant

Chart 1 Impacts of Sport Strategy



## 2. SPORT FACTORS

In recent years, there seems to be growing certainty about recreation as an important component of quality of life. Enid Slack recently noted that "there are several studies ... that show that investment in recreation, particularly investment in youth recreation, increases self-esteem, improves academic performance, improves health, and lowers crime rates.<sup>1</sup> Furthermore, evidence is cited that recreation "pays for itself" by reducing the use of social and health services such as child psychiatrists, social workers, and probation officers.<sup>2</sup>"

While the benefits of recreation appear to be well understood, the same is not true for sport. In a culture that celebrates professional sport, amateur sport activity is often ignored. The building blocks of the sport development system like local sport clubs, volunteers, and, importantly, facilities have atrophied through neglect.

Recently, we have begun to see some recognition of the benefits of sport activity for health and social inclusion. The Federal Speech from the Throne in October 2004 noted, "The Government will

also work with partners to enhance sports activities at both the community and competitive levels." The United Nations General Assembly proclaimed 2005 as the International Year of Sport and Physical Education (IYSPE). Ontario has launched ACTIVE2010 – a new comprehensive strategy to increase participation in sport and physical activity throughout Ontario. Yet, at the municipal level, there is a lack of clear sport policy and programmatic direction. The City of Toronto provides a large number of sport facilities and sport programs, yet the Parks, Forestry and Recreation Division's role in sport development appears to lack a clear and consistent focus.

Nevertheless, a number of persistent factors have prompted the Parks and Recreation Department to begin the development of a sport strategy for Toronto. These are:

- lack of skill development programs, and inconsistent linkages with the provincial and national sport systems
- inconsistent standards of coaching
- changes in the popularity of existing sports and the emergence of new sports
- increasing demand for access for all ages
- increasing demand for gender equity
- Lack of opportunity for (new) programming
- lower participation rates by females
- inconsistent models of service delivery across the city
- desire for increased opportunities for quality competitive opportunities
- lack of defined standards for sport programming and
- increased awareness of the importance of physical activity as a health indicator.

<sup>1</sup>Browne, G., C. Byrne, J. Roberts, A. Gafni, and S. Whittaker. 2001. "When the Bough Breaks: Provider-Initiated Comprehensive Care is More Effective and Less Expensive for Sole-Support Parents on Social Assistance." *Social Sciences and Medicine*, 53(12) and Haldane, Scott. 2000. "Scientific Research Supports Recreation for Children Living in Poverty," *Parks and Recreation Canada*, 58(6).

<sup>2</sup>Haldane, 2000, *Ibid*, p. 1. as cited in Slack op.cit.

### 3. HIERARCHY OF SPORTS FACILITIES

The study team developed a hierarchy of sport facilities to describe the sport infrastructure in the City of Toronto. Over 200 sport and recreation facilities were categorized into a four-level hierarchy. The four types of facilities correspond to stages in the sport development system and fulfill a range of public policy objectives.

For example, **neighbourhood facilities** in small community centre, gyms and school grounds are used primarily as places for children to play and learn basic sport skills – the first level of sport development. Facilities at the neighbourhood level are an important part of the social infrastructure of the city. Play and learn activities are important for achieving public health objectives, and promoting social inclusion and meeting important social goals like self-esteem and academic achievement.

**Regional facilities** like large fields, community centres and high school facilities are used for recreational sports, house leagues and competitive team play. These facilities are designed to engage people in participation and promote fitness—second tier sport development activity. Regional facilities are a critical component of the sport development continuum.

Regional facilities also play a critical role in life-long recreational and fitness activities for people of all ages—an increasingly important public health policy objective.

**District facilities** such as multi-pad arenas and multiple fields, college and university facilities, and premier public facilities are used primarily for competitive sports and tournaments.

**National facilities** such as the Air Canada Centre, Ricoh, Rogers Centre, Rexall Centre and the National Trade Centre are used for elite sport activity like the Commonwealth Games, the Olympics and professional sport – the highest tier in the sport development hierarchy. District and national facilities can have an important impact on the economic development of a city, especially in the areas of sport tourism and event hosting. Ontario cities like London and Mississauga are actively developing sports strategies, including hosting and tourism tailored to the sport facility infrastructure in their city. London had 22 weekend hockey tournaments this year in its multi-pad arena at the Western Fairgrounds. It has hosted the Ontario Winter and Summer Games, the World Inline Hockey Tournament, Skate Canada and the World Transplant Games.

Chart 2 Sport Facility Hierarchy Report Card

Spatial Hierarchy	Primary Type of Activity	Policy Impact	System Improvement	Grade
<b>National</b>	-Air Canada Centre -Ricoch, Rogers Centre -Rexall Centre -National Trade Centre	Olympic/Elite amateur Professional	Sport/Tourism Economic Development	Capital Funding <b>STRONG</b>
<b>District</b>	-multi-pad arenas and fields -college and university facilities -premier public facilities	Competitive/tournaments		<b>WEAK</b>
<b>Regional</b>	-large fields and community centres -high school facilities	House league and fitness	Social Inclusion/Public Health	Operating and Maintenance <b>WEAK</b>
<b>Neighbourhood</b>	-schools -field houses -small community centres -local arenas	Play and learn		<b>STRONG</b>



"The club operates in the Central/South portion of Toronto and there is a shortage of soccer facilities. Membership has gone from 300 in '97 to 2200 in '05. Cannot continue to grow unless new soccer facilities are created."

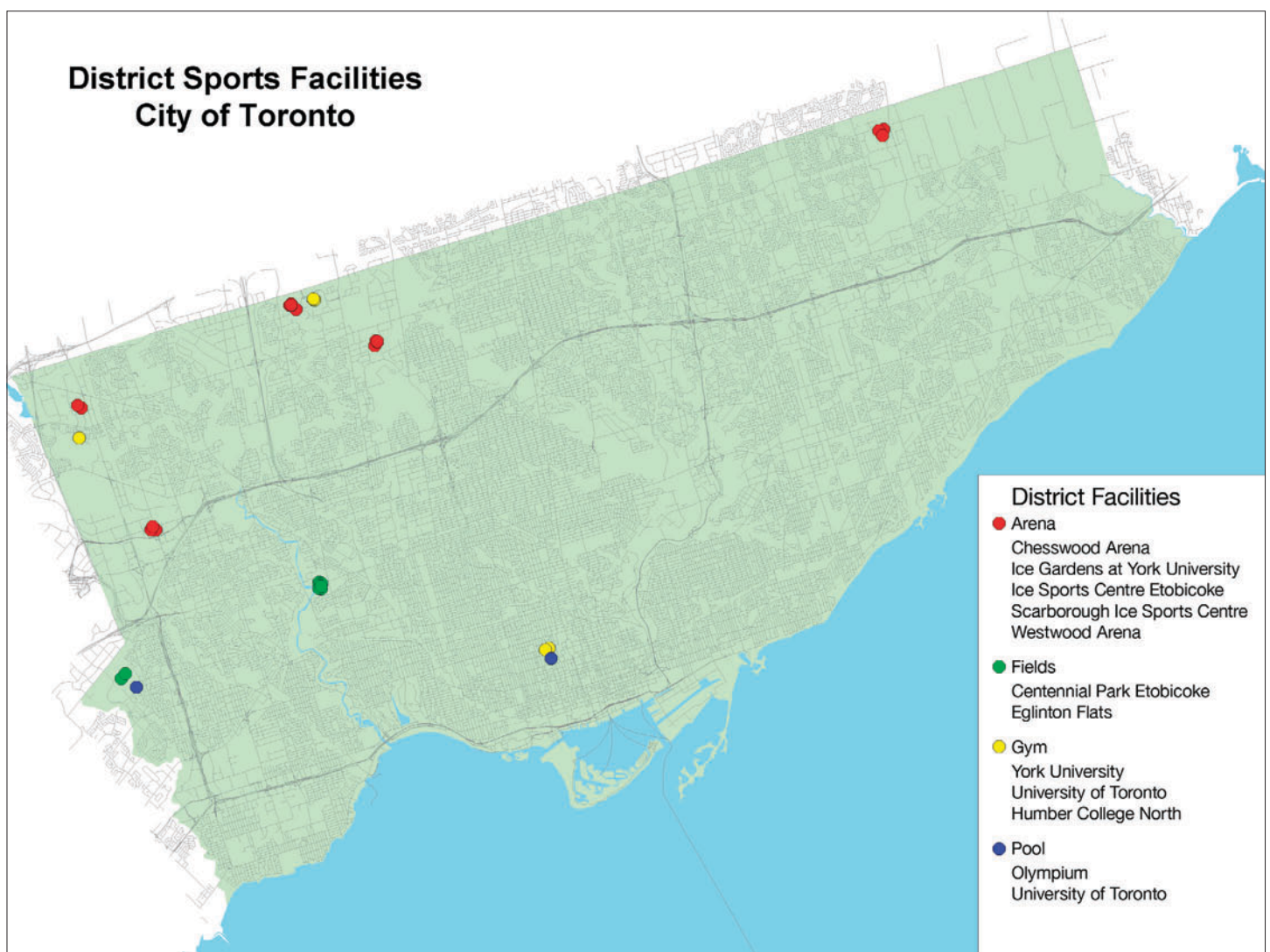
► Sport Community Survey Respondant

## Findings

### 1. CRITICAL LACK OF DISTRICT AND REGIONAL SPORT FACILITIES

There is a severe lack of district and regional facilities in Toronto. This creates overcrowding at the neighbourhood level and is a critical barrier in the sport development system in Canada's most densely populated region.

The most critical gap is the lack of sport facilities at the district level. Toronto has a severe lack of facilities like multi-pad arenas, multi-field facilities, college and university facilities and premier grade public facilities capable of hosting major competitive tournaments. (*Map 1*) District level facilities are the practice and training facilities for elite competitions and ranked athletes. The lack of these facilities in Toronto disrupts the sport development continuum and is a constraint on hosting elite events like the Commonwealth Games and the Olympics.



Where they do exist, the facilities are fully booked and have no capacity to deal with increased demand. Beyond that, there are not enough clusters of district level facilities in close enough proximity to be attractive to tournament organizers. The loss of opportunities to host amateur sport tournaments has an economic development impact on local hotels, restaurants and entertainment venues. Cities like London host upwards of 22 weekend multiple team competitive tournaments a year.

Competitive teams, leagues and sport organizations are not satisfied when they have to use neighbourhood facilities but are forced to do so by the lack of district and regional facilities. Heavy use of sports fields when a number of different sports are booked on all the fields results in more rapid deterioration of field quality.





*"Lack of adequate facilities and sport fields to support community based sport development – not enough space to permit; need more gyms, pools, multi-purpose rooms and more arenas; need larger multi-use intergenerational facilities not single use small ones; many current facilities are inadequate."*

► Sport Community Survey Respondant

As athletes advance beyond community level sports to more competitive activity they are constrained by the lack of facilities at the regional and district levels. This creates both a sport development barrier and an equity issue as only athletes with the support and resources to travel ever-greater distances to facilities outside the city can advance along the competitive continuum.

Preliminary analysis of the sport facility infrastructure shows neighbourhood facilities like elementary schools, field houses and small community centres are fairly well distributed throughout the city and could meet neighbourhood needs for play and learn activities if programming and leadership were sufficient.

The city has an adequate range of national scale sport facilities (Air Canada Centre, Ricoh Coliseum, Rogers Centre, Rexall Centre, National Trade Centre) as indicated by work undertaken to consider hosting the Olympic Games and the Commonwealth Games. Plans to build a soccer stadium suitable for larger scale football (soccer) events and a water course at the Western Beaches will add to this capacity.

## 2. CUSTOMER SERVICE SYSTEM

### Coordination Between Jurisdictions

There is an urgent need for better coordination between the city, school boards, colleges and universities and private operators of the sport infrastructure system to ensure the efficient use of all sport facilities. In Toronto, the facilities are owned by a number of different jurisdictions. Each jurisdiction collects different information about their facilities. The information is inconsistent and data about facilities in different jurisdictions are hard to compare. This makes it difficult to create a single interactive database for Toronto's sport and recreation infrastructure.

### The Permit System

The most significant impact of better cooperation could be seen in the creation of an improved permit system. While much of the dissatisfaction with the permit system results from too few facilities and a growing number of recreational and competitive users, a number of improvements could be made. Among these is the creation of a centralized system that would integrate all facilities in one database. Respondents to our questionnaire felt that priority should be given to certain identified groups with respect to (usually local) facilities. Many respondents objected to the booking practices of the larger sports organizations and felt that some sort of "Use it or lose it" arrangement should be put in place to prevent blanket bookings.





### School Board Funding Arrangement

The District School Boards cannot accommodate community use of its sport facilities under current funding formula arrangements. The current funding arrangements for the school boards is one of the most significant impediments to a municipal sports strategy. Community use of school gyms and fields is a critical piece of neighbourhood sport infrastructure at the beginning of the sport development system. But the current funding formula denies access to the community.

### Programming, Leadership and Outreach

While our study shows that neighbourhood facilities, including schools, could probably meet community needs for play and learn activities, a critical issue and major impediment to the development of a sport strategy is the deterioration of sport programming, leadership, leadership training, outreach and community-based volunteers. This study has not measured the impact of this deterioration on the social services system, public health and the criminal justice system but it should be assessed.

### School Curriculum Drives Community Demand for Sport Programming and Facilities

The school sport and physical education curriculum drives community demand for sport programming and facilities. The public education system in Toronto remains the crucible in which we, as a community, create the values of social inclusion. Sport is recognised as a powerful vehicle for overcoming cultural barriers. The study team was asked to consider an example of how the schools and municipal departments might work together to build social inclusion, community capacity and the sport system.

The first example: In recent years, Toronto has witnessed the decline of community hockey leagues, particularly in the eastern neighbourhoods. These neighbourhoods have some of the highest percentages of youth and immigrant populations in the city, yet enrolment in Canada's national sport is declining. Several factors could explain this decline—cost, lack of volunteers and demographics.

It is unlikely that first generation Canadians will introduce their children to hockey because many of them have never played the game. It is also unlikely that they will volunteer at the local hockey league in the first instance.

There are measures, however, that could be taken to tap into the large population of new Canadian youth in our neighbourhoods to rebuild the community hockey system. Hockey can be made accessible, affordable and fun for new Canadian youth. The most significant first step would be for schools to reintroduce a “learn-to-play” hockey program into the physical education curriculum. Once school programs have established interest, community leagues will be rejuvenated and volunteers will follow as they have in Brampton and other municipalities.

At the same time, the school boards could introduce “learn-to-play” programs in sports such as cricket and soccer, which second and third generation Canadian children are rarely exposed to because their parents are not familiar with them. New Canadian volunteers could teach these sports further developing community capacity.

The Parks and Recreation Department, the school boards and the Ontario Ministry of Education should recognize that curriculum drives community demand for sport programming and facilities. Playing and learning the skills for hockey, swimming, cricket and soccer will create important social benefits such as community capacity-building through volunteer involvement and social inclusion through involvement in these sports. The Parks, Forestry and Recreation Division should work closely with the School Boards and the Ontario Ministry of Education to develop these play-and-learn sport skills programs.

### Sport Event Hosting Capability

There does not now exist in Toronto a one-stop shop for sport event hosting. Tourism Toronto has recently established a sport tourism/event hosting group. The effectiveness of this group is constrained by the lack of a database capable of identifying the details and location of sport facilities that could be used by event

*“Parks and Recreation needs to have a better agreement with the school board to allow better access to community space which is critical to sport organizations; current rates are too prohibitive for many groups and access is limited.”*

► Sport Community Survey Respondant





organizers to plan tournaments. Currently, when organizations call Toronto to see if the city could host a sport tournament, there is no easy way for Tourism Toronto to provide them with information about existing facilities.

But this is more than an inventory issue. The fact is that the facilities to host even provincial level competitions do not exist or are booked by competing non-sport uses at rates that are beyond what sport competitions can afford.

### 3. NO VOICE FOR SPORT

The sport community in Toronto is very fractured. It currently consists of groups organized around individual sports in areas corresponding to the old boroughs of Toronto. Since amalgamation, no group has emerged in the sport community to try and bring all the parties in Toronto together.

Traditional partnerships in the sport sector have eroded over the past years. The school boards and City of Toronto have been faced with serious financial constraints. Instead of collaborating and rationalizing facilities and programming, the two parties

apparently offloaded to each other and the impact was felt across the city. Gyms were closed or groups were charged excessive fees, fields were unavailable for community groups, pools were shut down.

There is a need in Toronto for a sport advocacy group to be the voice for sport. The Toronto Sports Council would work in partnership with Parks, Forestry and Recreation to rebuild the relationship with the boards of education. It could work with the community to promote and expand public participation in and awareness of Toronto's sport system. It could focus on fund-raising and other support efforts that would help improve, develop and maintain Toronto's sport programs and facilities.

Community sport groups and other stakeholders would be able to collectively address issues such as volunteer training, facilities and event hosting. For example, Toronto could be well positioned to bid for and host major international multi-sport events if there were a collective effort among citizens to host national and international sporting events.



## WESTERN FAIR SPORTS ARENA – LONDON, ONTARIO

### Vision Statement

“Creating unique experiences that build positive memories.”

### Western Fair Mission Statement

“The Western Fair Association is an Agricultural Society that, through its people, activities and facilities, excels in creating unique experiences that fulfill the evolving entertainment/recreational and educational interests of our customers.”



The centre features:

- ▶ 3 NHL Ice Surfaces - 85' x 200' Seating for 150 in each NHL rink
- ▶ 1 Olympic Ice Surface - 100' x 200' Seating for 1,500 in Olympic Rink
- ▶ Food and Beverage Service
- ▶ 25 Dressing Rooms; each with a washroom and showers
- ▶ Office and Meeting Rooms/Banquet Rooms
- ▶ Pro Shop/Retail Store/Skate Sharpening
- ▶ Interactive Games Area
- ▶ Uses - Hockey, Ringette, Figure Skating, Sledge Hockey, Agriculture, Equestrian and Livestock Shows
- ▶ Other Potential Uses - Trade Shows and Banquets, Arena Football, Concerts, Boxing and Wrestling, etc.
- ▶ The facility is handicapped accessible and one ice pad is designed to accommodate Sledge Hockey Players

### Financial Summary

Western Fair Sports Centre is a joint venture management agreement between the Western Fair Association (WFA) and the City of London. WFA contributed land (including parking) and staff. The city contributed capital and financing to build the facility. The 175,000 sq. ft. centre cost \$17.5M—a \$5M grant from the city and \$12.5 M loan financed over 20 years. WFA responsible for construction cost overruns and any operating losses. City gets share of any profits after five years.

Annual revenues are approximately \$4M. Budgeted expenses are \$2.7M before debt financing. The centre is operated by a staff of 64.

The City of London has a three-year Prime Tenant Agreement for 240 hrs./wk. of ice time for six months per year at an average ice rental of \$229/hr.

### Sport Tourism

The sports centre hosts approximately 36 tournaments from September to March each year. Tourism London estimates that the economic benefit of each tournament to the City of London is an average of \$500,000 (\$18M per year). The centre hosts an estimated 1.25 million visitors per year.

## 4. NEED FOR FUNDING INNOVATIONS

### Public sector's capacity to fund all elements of a sport facility system

The public sector does not have the capacity to build, own and operate all elements of a sport infrastructure system. Our Common Grounds notes that Toronto's sport and recreation system infrastructure is an asset worth billions of dollars. However, it is in a critical state of disrepair and inhospitable to athletes. The report estimates that it will cost roughly \$200 million to bring these facilities to a state of good repair. Building new district level facilities would be an additional cost.

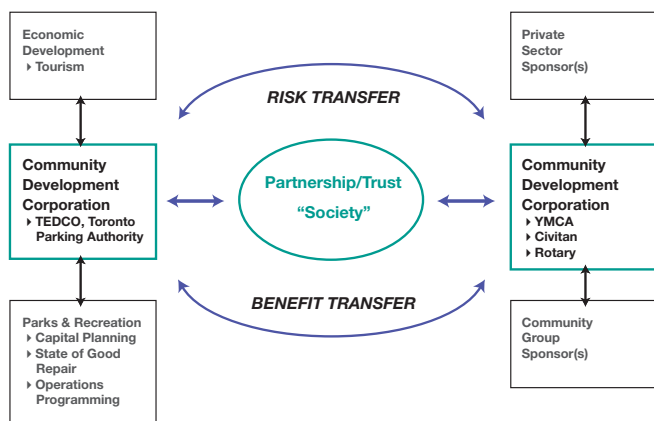
### Private sector's ability to deliver recreation services that meet community needs

The private sector's strength does not appear to be delivering recreation services that meet community needs. The study team reviewed funding partnerships for recreation facilities in other communities and determined that successful funding partnerships require a community-minded partner whose primary goal is providing community benefit, not generating commercial rates of return. Sport facilities should be developed using a self-sustaining, community-based funding partnership as illustrated in Chart 3.

*"More effort should be made (and Re-Activate TO is showing that this is the case) to fixing the problem (i.e. making more efficient use of field space and actually building more field space) as opposed to slicing up an already insufficient amount of space."*

► Sport Community Survey Respondant

Chart 3 Community Funding Model



### Community-Based Funding Partnerships

At a high level, a Community Based Funding Partnership is defined as a partnership between the municipality and a community-based partner where assets, risk and accountability are shared to pursue a common goal. As the lead partner, the municipality would contribute land, financial backing and/or guarantees and tax exemptions. The community-based partner would provide capital and operating funds—from contributions by the community and investors—in order to design, build and operate the recreation facility. The community-based partner would be responsible for attracting investors and tenants.

The ultimate goal of the partnership is to build a self-sustaining, self-sufficient recreation facility that offers sport and recreation programs for the benefit of all members of the community.

### Arm's-Length Municipal Special Purpose Bodies

In the case of the City of Toronto, a community-funding model could be developed with one of the city's arms-length agencies like TEDCO or the Parking Authority. It does not appear possible for the City of Toronto to participate in a financial partnership for building new district and regional sport facilities or upgrading/repairing existing sport facilities through the line department that would be responsible for developing the specifications or setting program standards.

### Community Development Corporation

Another possible approach would be to create a community development corporation. It would be incorporated with the object of promoting community economic development with the participation of the community by facilitating and supporting community strategic planning and increasing self-reliance, investment and job creation within the community. Community development corporations may receive financial or other assistance from a municipality at less than fair market value or at no cost. Further municipal assistance may include:

- giving or lending money and charging interest
- lending or leasing land
- giving, lending or leasing personal property and
- providing the services of municipal employees.

### Community Service Organization

Effective partnerships could be explored with community service organizations or clubs like the YMCA or the Rotary Club. These types of arrangements could provide a more businesslike approach to program delivery and facility operations with greater ability to minimize the financial obligation of the city. The community partnership approach minimizes the city's direct financial outlay. Community access is maintained at similar rates.

The community funding model is consistent with the recently announced Ontario Infrastructure Projects Corporation (OIPC)'s five fundamental principles for public infrastructure projects:

- The public interest is paramount.
- Value for money must be demonstrable.
- Appropriate public ownership and control must be preserved.
- Accountability must be maintained.
- All processes must be fair, transparent and efficient.

### Public Infrastructure Renewal for Recreation Facilities

In October 2003, the Ontario Ministry of Public Infrastructure Renewal (PIR) was created to ensure:

- a strategic approach to infrastructure planning
- planning for growth in Ontario
- better ways to implement infrastructure projects



The Government of Ontario is developing a comprehensive, strategic long-term plan for growth and public infrastructure investments to meet social and economic priorities. Public infrastructure provides the foundation for our quality of life and is critical to Ontario's economic prosperity. PIR will serve as a centre of excellence for infrastructure financing, procurement, delivery and asset management.

Schools, hospitals, transit systems, roads, water and waste water treatment plants are all elements of the public infrastructure system. But sport and recreation facilities are also part of public infrastructure. Sport and recreation facilities are just as important as the other elements to maintaining a community's quality of life. Lack of sport and recreation facilities can lead to:

- ▶ greater need for health care and hospitals due to the health risks of inactivity
- ▶ gridlock on our highways as residents drive to newer facilities and better programming
- ▶ increased recreation costs as schools drop sport and recreation programming due to funding cuts.

People in every community in Ontario depend on active recreational facilities. All of these facilities require significant lead time, high levels of planning and investment. Years of neglect, under-investment and poor growth management have left us with a substantial sport and recreation infrastructure deficit in Toronto. A critical component of managing growth is ensuring that as intensification increases, sufficient land will be available to build active recreation facilities.

<sup>1</sup>[http://www.pir.gov.on.ca/userfiles/HTML/cma\\_4\\_41956\\_1.html](http://www.pir.gov.on.ca/userfiles/HTML/cma_4_41956_1.html)

## 5. INTENSIFICATION

By 2031, the population of Toronto is expected to grow by 40%, or one million people. New neighbourhoods are being built to meet the housing demands of population growth. (West Don Lands, East Bayfront, Warden Woods, the Railway Lands.) Active consideration is being given to employment lands. The increased population density of these new neighbourhoods will further strain an already strained and aging sport and recreation infrastructure. The physical requirements for sport and recreation should receive immediate consideration.



## Recommendations

### 1. DISTRICT FACILITIES

Ask the Toronto Sports Council to engage the community to establish criteria for developing new district facilities.

Ask the Toronto Sports Council to identify strategic opportunities for Pilot Projects to develop new sport facilities.

The City should partner with the Ontario Ministry of Public Infrastructure Renewal to plan for future recreation infrastructure and to look for better ways to finance infrastructure investments.

Ask the Toronto Sports Council to establish a task group to identify best practices for a Community Funding Model that could contribute capital and operating funds for building new district sport facilities.

### 2. CUSTOMER SERVICE IMPROVEMENTS

Ask the Toronto Sports Council and its partners to build and maintain a central data base of all sports facilities.

Ask the City working with the TDSB and the TDCSB and the colleges and universities to develop a user friendly and interactive centralized permit system.

Ask the Toronto Sports Council to work with Tourism Toronto and the City to convene a working group to develop the elements of a sport event hosting strategy for the City of Toronto.

### 3. BUILD STRONG COMMUNITIES

Establish an Action Group made up of Parks, Forestry and Recreation, Mayor's Task Force on Safe Neighbourhoods, Toronto Sports Council, and the Toronto Board of Trade to identify ways to address the need for ongoing operating funds. These funds would halt the deterioration of programming, outreach and leadership and rebuild community based volunteer leadership.

The City should seek partnerships with corporate foundations to help fund sport employment opportunities for youth, such that youth are compensated for learning career and sport leadership skills.

Parks, Forestry and Recreation to work closely with school boards and the Ontario Ministry of Education to build a strong working relationship with education partners in the development of the sport.

### 4. PLANNING AND DEVELOPMENT

Parks, Forestry and Recreation should be engaged early in the land use approval process to ensure that sport and recreation opportunities are considered early and are part of the development plan.

The City and Parks, Forestry and Recreation should seek partnerships with property developers to develop active recreation zones before new neighbourhoods are built.

Parks, Forestry and Recreation should identify and acquire land including surplus school sites that could be used for active sport facilities.

Ask the Toronto Sports Council and its partners to assemble an inventory of signature sites (5+ acres), which could be zoned for sport facilities.

### 5. VOICE FOR SPORT

Endorse the Toronto Sports Council to engage the community on sport issues.

Parks, Forestry and Recreation should play a leadership role in sport development and advocacy from playground to podium.



# Appendix 1

## SURVEY COVER LETTER AND QUESTIONS

November 16, 2004

RE: Sport Community Survey for Sport Strategy Framework

Dear Friends in Sport,

The Toronto Sports Council is pleased to be working in partnership with Toronto Parks and Recreation to prepare a Sport Strategy Framework as described in the Parks and Recreation Strategic Plan “Our Common Grounds”, which was approved by Toronto City Council in July 2004. The recommendation made in “Our Common Grounds” states that the Sport Strategy Framework will:

- ▶ identify regional facilities and field requirement priorities to increase sport opportunities for all participants from grass roots to elite athletes;
- ▶ set a foundation for working with other sport and recreation agencies to ensure that participants have maximum opportunities to learn, participate, train and compete at all stages of the play ground-to-podium continuum;
- ▶ identify the means to increase leadership capacity in sport by providing youth with opportunities to learn sports event management and coaching.

In this portion of the Sport Strategy Framework, a survey is being used to gather information regarding the challenges, needs and issues facing Toronto sport organizations like yours. This survey is about your organization, your work, and your membership.

By participating in this study, you will help advance sport in the City. The closing date for the survey is December 3, 2004. Please complete the survey and return it to Lyndon Hooper email: Ace8Hoop@aol.com. We will incorporate the results in the Sport Strategy Framework.

In addition to the Sport Strategy Framework, the Toronto Sports Council has applied for a Trillium Grant to host a “Sport Summit”. The purpose of the Summit will be to create a collective voice for sport in Toronto and set the future direction for the Toronto Sports Council. Your organization will be invited to attend the Summit, which will be in the spring of 2005, subject to funding.

For questions about the Sport Strategy Framework or the survey you are invited to contact Lyndon Hooper at (416) 464-7148.

Thank you for your participation and we look forward to your ongoing support.

Yours truly,  
Karen Pitre  
Chair, Toronto Sports Council



# Appendix 1

## SURVEY COVER LETTER AND QUESTIONS

### SPORT COMMUNITY SURVEY

Organization Name: .....

Sport: .....

2004 Membership: .....

Estimated 2005 Membership: .....

Growth Rate %: .....

Approximate Age of your organization(years of operation):.....

City of Toronto facilities used by your organization:

.....  
.....  
.....  
.....

Do your current facilities meet your requirements? Why or Why Not?

.....  
.....  
.....  
.....

Does your organization host tournaments? Why or Why Not?

Local?                Yes...                No...

Regional?           Yes...                No...

Provincial?        Yes...                No...

National?           Yes...                No...

.....  
.....  
.....  
.....

What facilities and/or services does your organization require in order to host tournaments/events?

# of playing surfaces?.....

# of practice surfaces?.....

Hotel rooms? .....

Other?.....

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Are there any other requirements that would help improve the service offered by your organization?

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What are the most important challenges facing your organization over the next five years?

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Any other comments?

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The closing date for submitting the survey is December 3, 2004. Please complete the survey and return it to Lyndon Hooper email: [Ace8Hoop@aol.com](mailto:Ace8Hoop@aol.com). Survey results will be published in the Sport Strategy Framework.

For questions about the Sport Strategy Framework or the survey you are invited to contact Lyndon Hooper at (416) 464-7148.

Thank you for your participation.

## Appendix 2

### COMMUNITY SURVEY RESPONSE SAMPLES

Type	7/11/09		
Organization	Etobicoke Basketball Association	Scarborough Basketball Association	North Toronto Basketball Association
Title	Manager	Director	President
Name			
Phone			
Website	www.etobicokebasketball.com	www.scarboroughbasketball.com	www.ntbasketball.com
2004 Membership	900	1,000	750
Estimated 2005 Membership	900	1,200	750
Growth Rate (%)	0	10-15	0
Approximate Age of your Organization (Years of Operation)	36yrs	9yrs	10yrs
City of Toronto Facilities used by your Organization	Toronto Catholic District School Board, Toronto District School Board, Humber College, Lakeshore Campus, Toronto Christian School	TDSB High School gyms in Scarborough and East York and Separate Board school gyms in Scarborough	Toronto School Board schools only
Do your current facilities meet your requirements? Why or Why Not?	Weeknight gyms are difficult to obtain, in many cases, we are short full size gyms and have to practice in small gyms	Yes, for house league and rep programmes. No when it comes to large tournaments or special events (cost and obtaining permits for other locations than the permits that we already have in use)	Could use more gym time
Does your organization host tournaments? Why or Why Not?			
Local?	Yes	Yes, able to use permits already received for HL and rep programmes	No
Regional?	No	Yes, able to use permits already received for HL and rep programmes	No
Provincial?	No	No, too expensive and cannot get sufficient facilities	No
National	No	No, too expensive and cannot get sufficient facilities	No



What facilities and/or services does your organization require to host tournaments/events?			
# of playing surfaces?	Usually 2 gyms per tournament	8 teams=2 gyms 12 teams =2 gyms 16 teams=3 gyms	
Hotel rooms?	Yes	Enough for 100+ teams (approx. 12 to 15 players per team)	
Other?		Facility requirements for games: -Court size(usually high school size) -End walls padded -Ceiling (minimum height is 20 feet) -Out of bounds (minimum unobstructed out of bounds is 3 feet) -Court markings (as per National Federation rules) -Score clocks -Change rooms in the school	
Are there any other requirements that would help improve the service offered by your organization?	-Basketball permits should be given priority for gym access in their season. -Soccer leagues are given gym space when it is their off season, thereby limiting our access to facilities.	-Clean facilities. -Some facilities have not been swept before we enter them, even though we pay for this service.	-More cost effective gym time
What are the most important challenges facing your organization over the next five years?	Gym costs force us to raise registration fees, sometimes making program unaffordable for some families. Administrative details are very time consuming. The cost of having an administrator works out to approx. \$30 per player. This again adds to player fees.	-Rising costs of facilities and game officials -Trying to keep registration fees reasonable for families	-Gym space -Volunteers

## Appendix 3

DATABASE: DATASAMPLE

POOL DATA					
Property Name	Frankland CRC	Gus Ryder Pool	Harrison Baths	Don Mills CI	Downsview SS
Street No.	816	1	15	15	7
Street Name	Logan Av	Faustina Dr	Stephanie St	The Donway E	Hawksdale Rd
Postal Code	M4K 3E1	M8V 3L9	M5T 1B1	M3C 1X6	M3K 1W3
Hierarchy	C	C	C	C	C
TTC		44, 501			
Parking				153	82
Owner	City	City	City	TDSB	TDSB
Sport	Swimming	Swimming	Swimming	Swimming	Swimming
Facility	Pool	Pool	Pool	Pool	Pool
Pool Type	small	25yd	small	25yd	
Year Built	1979	1952	1903	1966	
Age	25	52	101	38	
2003 Usage	7,217	52,197	19,069	22,317	
Pool Capacity	95,693	172,614	74,963	125	
% of Use	7.5%	30.2%	25.4%	17.8%	
Pool Width				9.14	9.14
Pool Length				22.86	22.86
Surface Area (m²)	137	414	137	229	209
Use					
Recreation	764	9,835	11,664	1,503	
Fitness	450	23,822	7,405	502	
Skill Development	6,003	7,710	0	11,173	
Sport Training	0	8,989	0	6,475	
Rehab	0	1,616	0	0	
Events	0	0	0	0	
Leadership	0	225	0	2,664	

GYM DATA					
Property Name	York Memorial	York Memorial	York University	York University	York University
Street No.	2694	2694	302	302	302
Street Name	Eglinton Av W	Eglinton Av W	Tait Mackenzie Blvd	Tait Mackenzie Blvd	Tait Mackenzie Blvd
Postal Code	M6M 1T9	M6M 1T9			
Hierarchy	R	R	D	D	D
TTC	32, 41	32, 41	41, 60F, 106, 196, GO, YRT	14, 60F, 106, 196, GO, YRT	41, 60F, 106, 196, GO, YRT
Parking	131	131			
Owner	TDSB	TDSB	Institution	Institution	Institution
Sport	Basketball	Basketball	Basketball	Basketball	Basketball
Facility	Centennial Gym	Gym, Lower	Main Gym	Lower Gym	Field House
Year Built					
Gym Ceiling Height			35 ft	24 ft	36 ft
Gym Length			129 ft	99 ft	130 ft
Gym width					
Total Gym Area (m <sup>2</sup> )	675		1266	625	1751
Sport					
Basketball	Yes	Yes	Yes	Yes (non-reg)	Yes
Badminton	Yes	No	No	No	No
Volleyball	Yes	Yes	Yes	Yes	Yes
Floor Hockey	Yes	No	No	No	No
Usage					
Recreation					
Fitness					
Skills					
Training					
Rehab					
Events					
Gym Class Possible Subdivisions (B.B.)			2	0	
Change Rooms	2				
Seating	350		1500	0	
Capacity					
Accessible					
Notes	City Access after 5:30, weekends				

## Appendix 3

DATABASE: DATASAMPLE

ARENA DATA				
Property Name	Agincourt RC	Agincourt RC	Herbert H Carnegie Centennial	Air Canada Centre
Street No.	31	31	580	40
Street Name	Glen Watford Drive	Glen Watford Drive	Finch Av W	Bay St
Postal Code	M1S 2B7	M1S	2B7	M5J 2X2
Hierarchy	C	C	R	N
TTC				Union Stn, GO
Parking				
Owner	City	City	City	Commercial
Sport	Hockey	Hockey	Hockey	Hockey
Facility	Rink 1	Rink 2	Ice Pad	Rink 1
Arena FacCat	B	B	A+	A+
Hockey-LSize	175	175	200	
Hockey-WSize	72	72	85	
Dressing #	4	4	6	
Shower #	2	2	6	
Referee #	1	1	1	
First Aid #	1	1	1	
Snackbar #	0.5	0.5	1	
Seats	100	0	1500	



SPORTS FIELD DATA			
Property Name	Birchmount Park	Birchmount Park	Birchmount Park
Street No.	93	93	93
Street Name	Birchmount Rd	Birchmount Rd	Birchmount Rd
Postal Code	M1N 3J7	M1N 3J7	MIN 3J7
Hierarchy	C	C	C
TTC			
Parking			
Owner	City	City	City
Sport	Softball	Softball	Softball
Facility	Diamond 1	Diamond 2	Diamond 3
Length - Infield (m)	37	37	30
Length - Basepath (m)	18	18	18
Length - Outfield (m)	51	62	38
Diamond Lighting			
Diamond Base	Yes	No	No
Diamond Obstruction			
Diamond Grade	A	C	A
Diamond Permit Hours	41	22	10
Soccer / Football Area (m²)			
Soccer / Football Field Length			
Soccer / Football Field Width			
Goal Size			
Field Grades			
Field Permit Hours			
Field Lit			
Soccer / Football Obstruction			

## Appendix 4

### TORONTO SPORT ORGANIZATIONS THAT RESPONDED TO OUR SURVEY

#### Baseball:

- ▶ Birchmount Baseball League; Grant Rutledge
- ▶ Etobicoke Baseball Association; Richard Pantalone
- ▶ Leaside Baseball Association; Howie Birnie
- ▶ North York Baseball Association; Jeff McEwen
- ▶ Toronto Playgrounds Baseball League; George Mianowski
- ▶ Wexford Baseball League; John Lopez
- ▶ Scarborough Baseball Association
- ▶ Agincourt Baseball League
- ▶ York Baseball Association; Aubrey Huntley

#### Basketball:

- ▶ Etobicoke Basketball Association; Margaret Hansen
- ▶ Scarborough Basketball Association; Peter Jones
- ▶ North Toronto Basketball Association; Ehoud Farine

#### Minor Hockey:

- ▶ East Enders Ticats Hockey Club; John Fitzpatrick
- ▶ Leaside Kings Hockey Club (“aaa”, “aa”, “a”); William Maxwell
- ▶ Goulding Park Hockey Association; Wally Turner
- ▶ Duffield Sports Club; Brian Tavares
- ▶ Don Mills Flyers (“aaa”); Peter MacInnis
- ▶ Toronto Marlboros Hockey Club (“aaa”); Michael Chraba
- ▶ Victoria Village House League; Greg Hopper
- ▶ Don Mills Civitan; Dave Crutch
- ▶ George Bell Hockey Association; Larry Woodley
- ▶ Chesswood Lady Bugs; Laura Healy

#### Other:

- ▶ Toronto Sport & Social Club; Rolston Miller
- ▶ Amesbury Sports Club (Softball, Hockey, Slo-pitch); Frank Varacalli
- ▶ BMX and Skateboarding; Michael Heaton

#### Skating:

- ▶ The Pine Point Figure Skating Club; Lyn Morgan
- ▶ Silver Blades Skating Club; Marilyn Manton
- ▶ University Skating Club; Ken Langlois

#### Soccer:

- ▶ Toronto Lync Soccer Club; Lyndon Hooper
- ▶ Toronto Soccer Association; Francisco Espinoza
- ▶ Toronto Supra S.C.; Victor Craveiro
- ▶ United S.C.; Klaus Baedorf
- ▶ Etobicoke Youth S.C.; Joe Couto
- ▶ Islington Rangers S.C.; Mike Harapyn
- ▶ Leaside East S.C.; John Morgan
- ▶ Mooredale House; Brad Norris
- ▶ MRC; Marcel Facchini
- ▶ North Star S.C.; Peter Zukovski
- ▶ North Toronto S.C.
- ▶ North York Hearts S.C.; Flynn Beharry
- ▶ North York Soccer Association; Andy Doudoumis
- ▶ Ontario Soccer League; David Gee
- ▶ Portugal 2004 S.C.; Nataly Vilela
- ▶ Portugal S.C.; Lidia Medeiros

- ▶ Rexdale S.C.; Todd White
- ▶ Scarborough Blizzard S.C.; Deesh Bhattal
- ▶ Scarborough Soccer Association; Laura Cvik
- ▶ Serbian White Eagles S.C.; Branko Pavlovic
- ▶ Sporting S.C.; Carlos Araujo
- ▶ Swansea Soccer Association; Fred Mathews
- ▶ Toronto Beaches Community Soccer Club; Chris Foster
- ▶ Toronto Eagles S.C.; Joe Silva
- ▶ Toronto Hawks S.C.; Behrouz Dehizadeh
- ▶ Ukraina S.C.; Constantino Czoli
- ▶ Usc Karpaty; Arko Batruch
- ▶ West End United; Michael Allison
- ▶ West Toronto S.C.; John Barbieri
- ▶ York Jets S.C.; Wayne Butler
- ▶ Blue Fire S.C.; Frederick Prevatt
- ▶ Castaways; Lynn Doyle
- ▶ East End United; Fernando Almeida
- ▶ Eastenders S.C.; Anita Mancuso
- ▶ Etobicoke Blazers; Maria Dias
- ▶ Etobicoke Lightning; Frank Mercuri
- ▶ Etobicoke Youth Eclipse; Joe Andrade
- ▶ Gunners; Wendy Waters-Kitka
- ▶ NT Eagles And Freedom; Fatima Goncalo
- ▶ Rexdale Blazers; Cathy Tusa
- ▶ Rivals; Nadia Dedic
- ▶ Shamrocks; Dara Speigel
- ▶ TFCO; Dan Carway
- ▶ Toronto Adrenalin; Roslyn Tao
- ▶ Toronto KX; Leslie Johnson
- ▶ York Jets; Caroline Braendli
- ▶ De Havilland Employees S.C.; Daniel Cisneros
- ▶ Friendship SL; Fernando Ferreira
- ▶ Goan S.L.; Evaristo Fernandes
- ▶ Golden League/liga De Oro; Walter Carranza
- ▶ LHFA S.L.; Luis Ortiz
- ▶ Muslim S.L.; M. Ehsan Sairally
- ▶ Ontario Hydro S.L.; Sylvester Osamusali
- ▶ St. Andrew S.C.; Michael McCurrie
- ▶ Toronto Insurance SL; Klaus Navarrete
- ▶ Toronto Services SL; Helder Vieira
- ▶ Anatolian Star; Emre Gunel
- ▶ Assyrian Athletic Club; Hani Mesho
- ▶ Bondee Football Club; Sly Okosun
- ▶ Camoes S.C.; Jack Alfonso
- ▶ Ethio Stars; Cesar Sisay Woldemichael
- ▶ Etobicoke Canadians S.C.; John Seca
- ▶ Gil Vicente; Paulo Pereira

#### Swimming:

- ▶ Swim Ontario; John Vadeika

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