

REPORT NO. 354 of the
**SOCIAL DEVELOPMENT,
HEALTH & CULTURE STANDING COMMITTEE**
of its meeting held November 4, 2015

Present: Councillor Ed Sleiman, Chair
Councillor Rino Bortolin
Councillor John Elliott
Councillor Jo-Anne Gignac

Regrets: Councillor Paul Borrelli

That the following recommendation of the Social Development, Health and Culture Standing Committee **BE APPROVED** as follows:

Moved by Councillor Elliott, seconded by Councillor Gignac,
That the report from the Executive Director, Recreation and Culture on the development of a Community Centre in Ward 9 **BE RECEIVED**; and further
That consideration of the capital and operating funding requirements **BE REFERRED** to the 2016 or future Budget deliberations.
Carried.

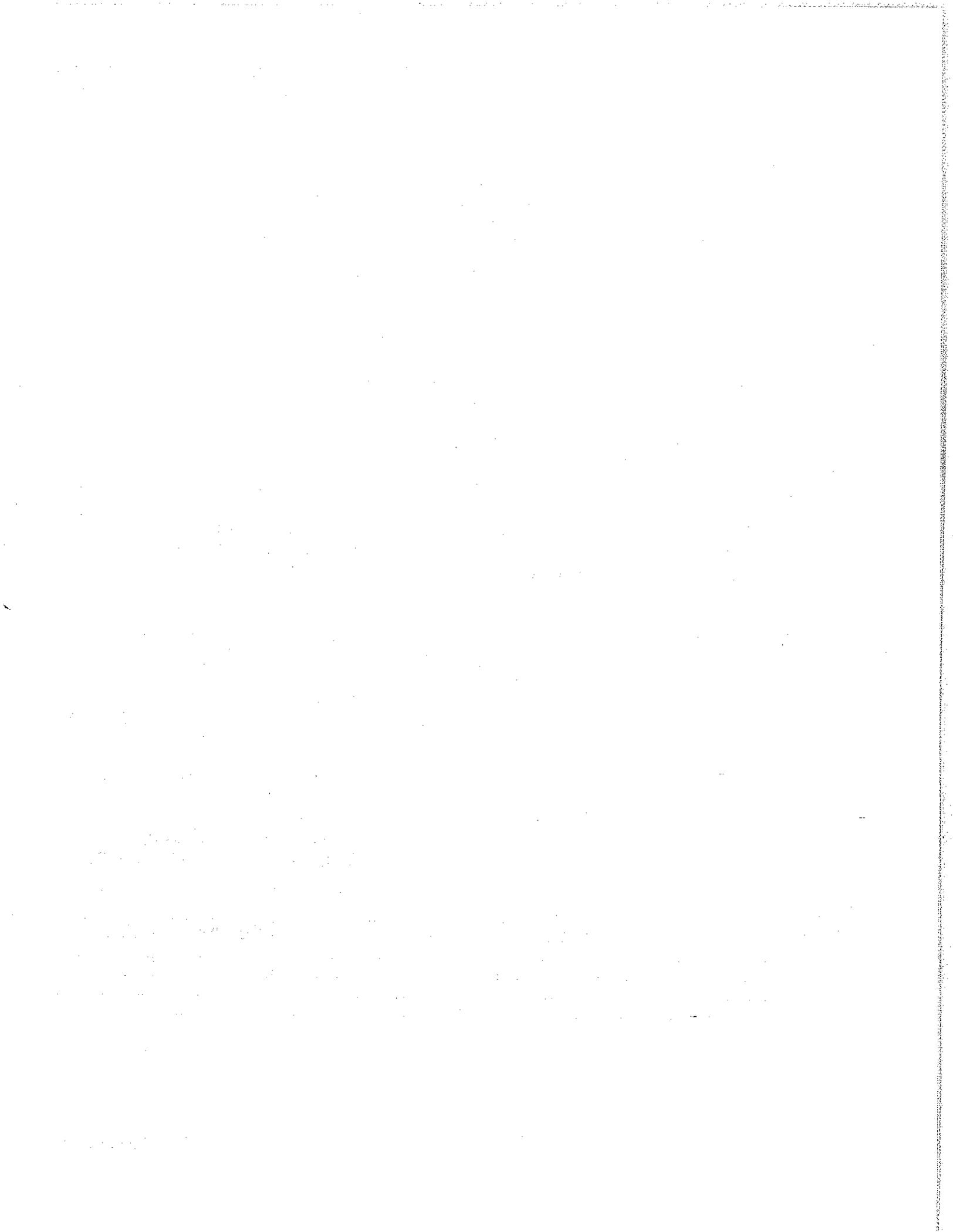
Clerk's Note: The report of the Executive Director, Recreation and Culture, dated November 4, 2015 entitled "*Response to CQ29-2014 regarding the feasibility of a Community Centre in Ward 9*" is **attached** as background information.

S 10/2015, SR2015


CHAIRPERSON


SUPERVISOR OF COUNCIL SERVICES

NOTIFICATION:				
Name	Address	Email Address	Telephone	FAX





Recreation and Culture

MISSION STATEMENT

"Our City is built on relationships – between citizens and their government, businesses and public institutions, city and region – all interconnected, mutually supportive, and focused on the brightest future we can create together"

REPORT #: S 10/2015	Report Date: 10/15/2015
Author's Contact: Jan Wilson Executive Director, Recreation and Culture 519-253-2300 ext 2701 jwilson@citywindsor.ca	Date to Council: November 4, 2015
	Clerk's File #: SR2015

To: Mayor and Members of City Council

Subject: Response to CQ29-2014 regarding the feasibility of a Community Centre in Ward 9

RECOMMENDATION:

That the report from the Executive Director, Recreation and Culture on the development of a Community Centre in Ward 9 **BE RECEIVED**; and further

That consideration of the capital and operating funding requirements **BE REFERRED** to the 2016 or future Budget deliberations.

EXECUTIVE SUMMARY:

N/A

BACKGROUND:

At the December 15, 2014 City Council meeting, Councillor Payne registered CQ29-2014, which:

"asks for a report on the feasibility of planning for a Community Centre in Ward 9 in view of the present lack of any such centre in the Ward and also the resultant population increase that will occur as the annexed lands are developed."

DISCUSSION:

Access to quality, affordable recreation services is important for every community, as these services contribute to quality of life and help to create vibrant neighbourhoods.

There are a variety of recreation facilities provided across the city, however, they are not necessarily distributed so that there is one facility within each ward, but rather are located in order to serve the largest number of residents.

There are currently thirteen municipal recreation centres across the city that are open year round. These include community centres, indoor swimming pools and arenas. The chart below notes these facilities, which ward they are located in, and the population within one kilometer. Not included in the listing are other amenities such as parks, outdoor pools, spray pads or libraries. Also not included are other private and not-for-profit facilities that provide recreation services to the community.

Facility	Description	Square footage	Ward	Population within 1km (2011 Census)
Adie Knox Recreation Complex	Swimming pool, program rooms, Customer Care Centre	18,837	2	10,430
Adie Knox Arena	Single pad arena	36,177	2	10,430
Constable John Atkinson Memorial Community Centre	Full size gymnasium, program rooms	12,800	5	8,658
Forest Glade Community Centre	Gymnasium, program rooms, Customer Care Centre	11,324	7	9918
Forest Glade Arena	Twin pad arena, auditorium	62,183	7	9,918
Gino and Liz Marcus Recreation Complex	Indoor swimming pool, gymnasium, program rooms, fitness centre, Customer Care Centre, lease space	22,830	5	6,217
Mackenzie Hall	Program rooms, banquet facilities,	13,800	2	6,147

	lease space			
Oakwood Community Centre	Gymnasium, program rooms	11,754	1	4,466
Optimist Community Centre	Gymnasium, program rooms, Customer Care Centre	10,624	4	7,734
South Windsor Recreation Complex	Twin pad arena, auditorium, Customer Care Centre	74,518	1	4,709
WFCU Centre	Four pad arena with spectator bowl, gymnasium, program rooms, auditorium, lease space	307,000	6	4,721
Windsor International Aquatic and Training Centre, presented by WFCU	Indoor swimming pool, water park, fitness centre, program rooms	160,000	3	8,475
Windsor Water World	Gymnasium, fitness centre, program rooms	8,000 (approx. space without pool)	3	12,684

Additionally, these other municipal facilities provide niche services to the public:

Facility	Description	Ward
Malden Park Visitors Centre	Rentals, banquets, meetings	2
Ojibway Nature Centre	Interpretive centre, rentals, meetings	1
Willistead Manor	Rentals, meetings, banquets	4

Windsor Community Museum	Museum exhibits, programming	3
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The boundaries of Ward 9 are Dougall Avenue to the west, E.C. Row Expressway to the north, and the border with the Town of Tecumseh to the east and south. The Sandwich South lands near Windsor Airport and the proposed site for the new mega-hospital are also within Ward 9.

Using the intersection of Walker and Provincial Roads (near Captain Wilson Park) as the midpoint of Ward 9, the closest municipal recreation centres are:

- Optimist Memorial Community Centre – 5 km to the north
- South Windsor Arena/Oakwood Community Centre – 5 km to the west
- Forest Glade Community Centre/Arena/Library – 7.5 km to the east

The next closest developed park within Ward 9 is Walker Homesite Park which is 3.5 km north of Captain Wilson Park. Appendix A – Ward 9 map illustrating parks, and Appendix B – City map identifying ward boundaries and current community centres, are attached to illustrate the information provided above.

Any proposal for the addition of a new community centre in Ward 9 would require a thorough analysis to determine an appropriate location. The City's current recreation centres are located on city property zoned "Open Space", which is typically within parks. An exception would be the Windsor International Aquatic Complex, presented by WFCU. Although this property is not what is technically considered a "park", the land is zoned "Open Space".

Any new centre would require sufficient space for the building footprint and adequate parking. For a stand-alone community centre, a facility of approximately 12,000 to 15,000 square feet would be recommended. At this size, the facility would not include a swimming pool or ice pads but would include a gymnasium and program rooms for activity programming. The land for such a facility would need to be serviced in order to provide the necessary utilities required for the operation. Existing parks within Ward 9 would have to be explored to determine whether they could host a community centre, and some existing park amenities at those sites may require relocation (e.g. sports fields, playground equipment). The two existing parks in Ward 9 that are large enough to accommodate a community centre of this size are Captain Wilson and Walker Homesite Parks, both of which have existing amenities on site such as baseball diamonds, playground equipment, a splash pad and walking paths.

Alternatively, the city would need to acquire land on which to build a community centre. The Sandwich South Lands include a large green space which would be large enough to accommodate a future community centre; however the centre would likely be located in the eastern third of the ward.

Although there are currently a number of stand-alone community centres, the trend is to co-locate facilities to maximize efficiencies, as well as provide greater opportunities for the community. Some examples include combining community centres with arenas, swimming pools, libraries, and indoor sports facilities (such as soccer). These types of consolidations have been endorsed by City Council, examples of which include the WFCU Centre, the WIATC, South Windsor Arena/Oakwood Community Centre and Optimist Community Centre/Windsor Public Library branch.

An alternative to the construction of a community centre would be to use existing public facilities such as schools. The most successful model for the use of school facilities for community recreation services includes a joint use agreement where the municipality has access to school facilities (such as a gymnasium and some classrooms) during the evenings, weekends, and school holidays. Other than scheduled school activities, the municipality would have exclusive use of the school's space and the ability to program the facility similar to a community centre. This model would typically involve a multi-year agreement for use of the space. An example of a successful partnership was the City's use of Oakwood School in combination with the city's community centre. A city owned community centre addition is not necessary for this type of agreement if there is sufficient space available within the school.

A more challenging model involves the City renting space from a school, with separate rental contracts for each session. In the latter scenario, access to the space is often limited due to other school functions and commitments to other rental groups. Although the rental rates are reasonable, the requirement to pay caretaking fees to the school board can make it cost prohibitive. There is also less stability for long term use with this type of model.

The Recreation and Culture Department did offer programming to the residents at Talbot Trail School in Ward 9 in 2012/13. Direct marketing efforts were undertaken through the school to generate interest in the programs and publicize their availability. Due to commitments to other organizations, the school was only able to provide access to some spaces during limited times. Unfortunately, there was not enough interest by the residents at the times offered to continue the programming. In the Fall of 2012, 5 programs were provided (youth sports, dance and music) with a total of 33 participants (average of 6.6 per program) and in the Winter of 2013, 6 programs were provided with a total of 66 participants (average of 11 per program). A number of other programs were offered that were cancelled due to a lack of registration. In the Fall of 2013, there were insufficient registrations and the programming was discontinued.

Recreation services can also be provided in facilities outside of community centres such as parks, however these would be of a seasonal nature. Walker Homesite Park contains multiple ball diamonds and serves youth in the neighbourhood. Programming is provided by the Walker Homesite Athletic Association. It is not uncommon for residents

to travel across ward boundaries to access recreation services, and there are some Ward 9 participants using the municipal recreation centres outside of their ward.

In Ward 9, the East Pelton Secondary Plan (bounded by 7th Concession, Baseline Road, 8th Concession and Hwy 401) is largely undeveloped at the present time. It is projected to ultimately accommodate a population of approximately 7,500 residents with full build out in the next 10-15 years. The balance of the Sandwich South Planning Area (east of 8th Concession and east of the airport to the city boundary) is also largely undeveloped. This area is projected to accommodate approximately 50,000 residents over a 20 – 50 year time frame.

Prior to any development within either the East Pelton Secondary Plan or the Sandwich South Planning Area, plans of subdivisions will need to be prepared and submitted to City Council for approval. The allocation of lands for municipal use (including parks and community centres) can be identified within those plans of subdivisions.

RISK ANALYSIS:

The construction of a new community centre in Ward 9 would require both capital investment and ongoing operating costs. Depending on the timing, there is a significant risk that other projects would need to be deferred in order to fund the capital costs for this project if there was not appropriate long term planning. In addition, there is a significant risk that reductions in services provided by the corporation would be required to fund the ongoing operating costs, or there would be an impact on the tax levy. This risk is mitigated by City Council providing direction on the priorities for available budget dollars.

The Recreation department has not received any indication that residents in Ward 9 face barriers to access recreation services. There is a low risk that barriers will arise should additional opportunities not be provided.

FINANCIAL MATTERS:

Capital Costs

It is recommended that a stand-alone community centre be approximately 12,000 – 15,000 square feet minimum to provide adequate space for a variety of recreation programs for residents of all ages. Such a facility would include a gymnasium, program rooms, washrooms, reception desk, lobby, and auxiliary requirements such as storage, I.T. room, office and caretaking room. A preliminary construction cost estimate for a stand-alone community centre of approximately 15,000 square feet would range from approximately \$5,000,000 to \$10,000,000 (based on 2015 pricing). The range is due to various unknown project aspects related to; project timelines, consulting & permit fees, financing, project management, fit up, land acquisitions (if required), site servicing,

species at risk issues and the required contingencies. Depending on when the community centre was built it is very likely these costs would increase.

The City is currently undertaking the construction of the East End Pool in an addition to the WFCU Centre at a cost of \$7.4 million (CR225/2014) and an addition to the South Windsor Arena for the Oakwood Community Centre at a cost of \$4.1 million. (CR34/2015)

Operating Costs

To provide quality programming in a safe environment, the operation of a community centre requires adequate staffing levels. In other municipal recreation facilities, the majority of staff are part time, which provides for maximum flexibility and efficiency. The net operating costs in other community centres of approximately the same size and proposed amenities currently range from \$350,000 - \$450,000 (2015 dollars). It is reasonable to project that a new community centre would have similar operating costs.

It must be noted that the above costs are high-level, preliminary estimates only. A more accurate projection of capital and operating costs for any proposed facility would require a more detailed level of financial analysis.

Should City Council wish to further explore a community center in Ward 9, then Administration should be directed to bring forward concept drawings identifying possible locations, the cost of any land required, and the size of facility recommended considering future requirements as Ward 9 grows. It is expected that with this level of detail any report to Council would take approximately one year. Should it be the desire of City Council to pursue a new community centre, specific direction regarding the year, or range of years, which the project would be funded should be specified. This would allow Administration to plan and build the project into the 5 year capital forecast at the appropriate time.

CONSULTATIONS:

Manager, Community Programming

Manager, Parks Development

Senior Manager of Facilities

Senior Manager, Development Projects and Right of Way

Financial Planning Administrator, Recreation and Culture

City Planner

Manager, Planning Policy

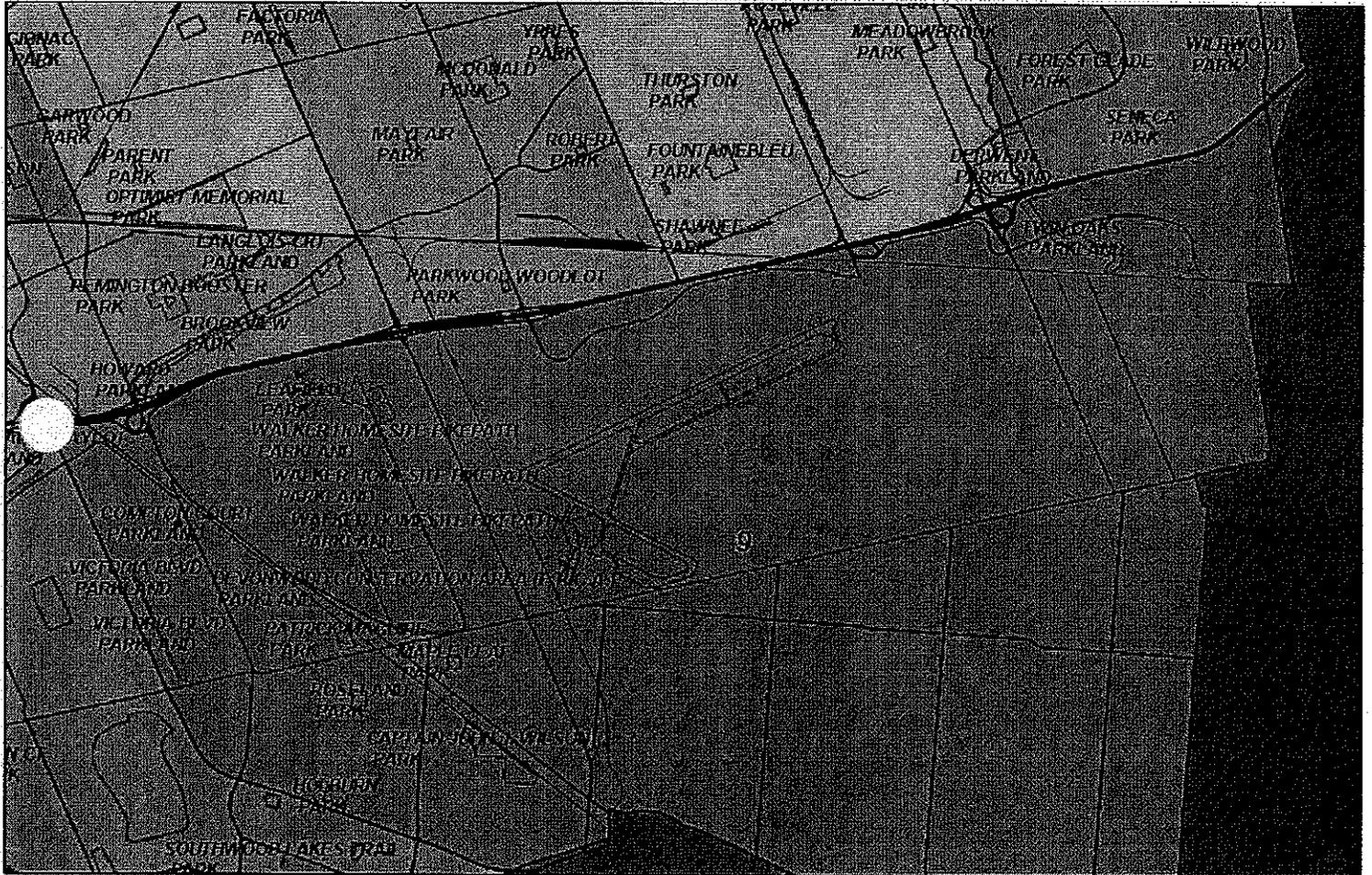
CONCLUSION:

The provision of quality, affordable recreation services are an important contributor to the quality of life for the community. There are individual health benefits and community social and economic benefits. There are no specific requirements for the number of recreation facilities that should be provided per capita, and the City of Windsor is in line with its OMBI partners when it comes to the number of recreation centres provided, however the numbers do not identify whether all neighbourhoods are adequately serviced. Administration recognizes that Council must balance the need for a variety of services for all neighbourhoods, which may or may not cross over ward boundaries.

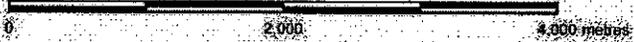
PLANNING ACT MATTERS:

N/A

APPENDICES:



Scale 1:40,000





Municipal Wards and Community Centres

