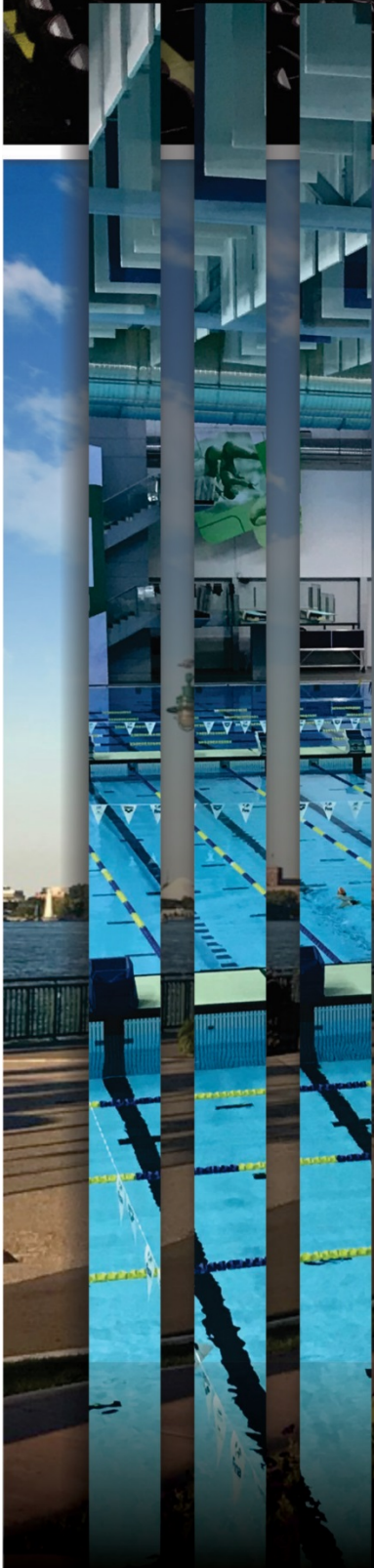




Recreation Master Plan

December 16, 2019



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RECREATION MASTER PLAN

December 16, 2019

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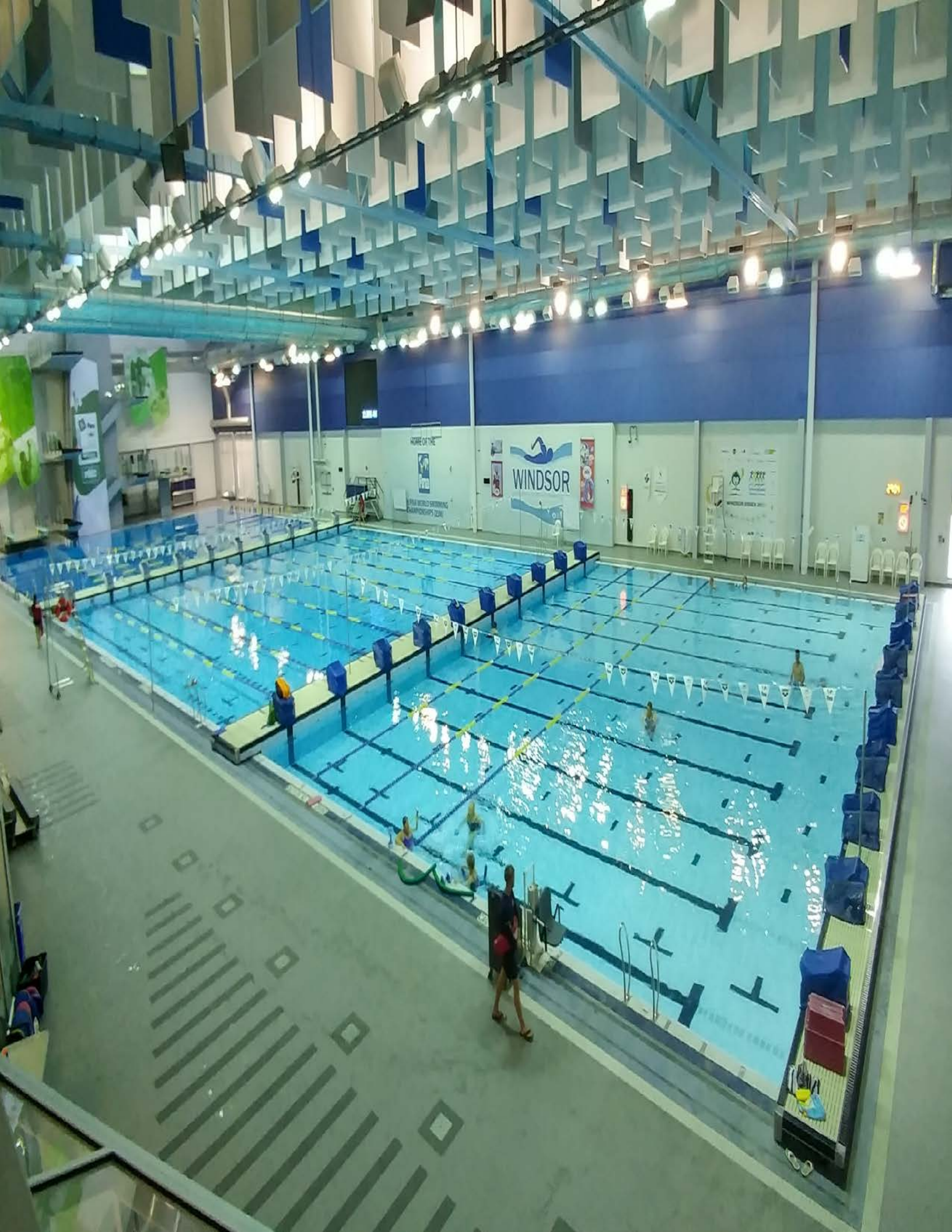
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Executive Summary



A Vision for Recreation in Windsor

Recreation is at the heart of a strong community. The City of Windsor's recreation facilities and programs allow residents to be physically active, encourage them to connect with each other, provide a safe haven for some, attract economic investment and spinoffs, promote community vibrancy, and are part of local environmental stewardship initiatives.

In order for Windsor's recreation system to remain strong, the City has engaged its residents in a Recreation Master Planning process to help establish a collective vision for recreation, assist the City to identify its greatest needs and priorities, and suggest the right mix of facilities, programs and services for residents over the next 20 years. The Vision for Recreation in the City of Windsor reflects the highest priority perspectives heard through the Master Plan's community and stakeholder engagements.

Recreation in Windsor is:
Active. Accountable. Inclusive.



Recreation and Culture Department Mission Statement

We create experiences that encourage Windsor residents to be physically and socially active while contributing to the high quality of life where people want to live, work and play. Working with community partners in the City, we deliver recreation services effectively and efficiently for all.

Methodology and the Planning Process

The Recreation Master Plan’s Terms of Reference defined the scope of work to be undertaken. The Consulting Team worked collaboratively with a multi-departmental Steering Committee of City staff to ensure the Master Plan’s objectives were met. The Master Plan employed an evidence-based methodology built upon a number of inputs that combined the unique insights of the community and stakeholders with baseline information provided by the City and researched by the Consultants. The primary components of the methodology are as follows:

Engagement	Provided an opportunity for all residents, community stakeholders and volunteers, City Council, City Staff and the Master Plan Steering Committee to contribute Windsor-specific ideas to build the Master Plan
Inventory	Compiled a list of facilities and services offered by the City of Windsor Recreation and Culture Department, from which to form the basis of evaluation
Research	Reviewed local, regional, provincial and national research to establish a foundation to guide recreation planning in Windsor
Mapping	Geographic Information System (GIS) analysis to understand the distribution of recreational facilities, services and people
Analysis	Integrated findings from research and consultation activities to rationalize the need for various recreation facilities and services
Implementation	Provided recommendations – and a strategy in which to implement them – in support of consultation input and needs assessments

The Recreation Master Plan’s scope encompassed a broad range of recreation facilities that fall under the purview of the Recreation and Culture Department including aquatics, arenas, community centres, sports fields, special events, and others. The Master Plan is intended to align with, but not necessarily revisit, assessments pertaining to the need for parkland, trails, and the arts, culture and heritage sector that are contained in the City of Windsor’s Parks and Outdoor Recreation Master Plan (2015), Cultural Master Plan (2010), and the Active Transportation Master Plan (2019).

Recreation System Highlights

The City of Windsor is home to a number of high-calibre recreation facilities while the Recreation & Culture Department delivers innovative services to complement traditional programs. Notable accomplishments and leading practices contained in the City's recreation system include:

- Hosting the FINA World Swimming Championships (Short Course Worlds) in 2016 and the 2017 CHL Memorial Cup.
- The Windsor International Aquatic & Training Centre (WIATC) containing a state-of-the-art 71 metre, 10-lane long course "Myrtha" pool featuring springboard and diving platforms, two moveable bulkheads (one of which is thermal), a moveable floor to adjust water depth according to programming/events, media and administrative spaces, and a leading-edge filtration system.
- The Adventure Bay Waterpark, operating alongside the WIATC using shared pool mechanical components, features 11 waterslides, a wave pool, lazy river, FlowRider surf simulator, splash zone and separate activity pool.
- The WFCU Centre containing a 6,500-seat event bowl that is home to the OHL Windsor Spitfires and NBL Windsor Express, and is capable of hosting large-scale concerts and events. In addition, the WFCU Centre contains three additional community ice rinks, a gymnasium containing a regulation basketball court, an indoor aquatic centre featuring a 25-metre pool, and space leased to community partners such as a private school and a local seniors-serving organization.
- Mic Mac Park featuring 11 ball diamonds, 5 rectangular fields, a splash pad and swimming pool, and playgrounds.
- Lakeview Park Marina provides fully serviced boat slips, refueling services and a range of support amenities. Tours to Peche Island are also offered from the Marina.
- Residents and tourists enjoy Festival Plaza as it provides scenic waterfront views along the Detroit River while also functioning at a local and provincial scale as an event space for concerts, festivals, and other community gatherings.



Consultation Summary

Voices Matter

To reflect Windsor’s unique needs, a comprehensive consultation process was employed as part of the Recreation Master Plan. The consultation process was guided by a detailed Public Consultation and Stakeholder Engagement Plan that outlined how the public and stakeholders would be informed of the planning process and provided opportunities to provide meaningful feedback. Consultation tools were carefully selected to be effective, accessible, and an efficient means of communication.

Community Consultations Completed



A **Project Awareness Campaign** included a project webpage on the City’s website and e-mail link to establish an online presence, help foster awareness, facilitate easy feedback collection, and share information with the public. Tools used to promote the project included social media, e-mails, posters, and word of mouth.



Two **Public Information Sessions** were held on June 12, 2018 at Devonshire Mall and the WIATC to engage the public and collect input regarding the strengths, challenges, and opportunities associated with recreation opportunities in Windsor.



A **Community Survey** was conducted in English, French and Arabic to establish a broad picture of recreation participation, preferences, barriers, needs, and opinions. A total of 697 surveys were completed.



Interviews with members of Council and the CAO provided an opportunity for candid conversation. Discussion topics included recent accomplishments, suggestions to improve recreation in Windsor, priorities to address over the next five years, and more.



City Staff Workshops with frontline and senior-level management explored policies, facilities, programs, services, community development, organizational effectiveness, and partnerships.



Stakeholder Focus Groups provided specific insights into major facility and program needs, explored ideas for partnerships, and provided an opportunity for stakeholders to network with each other.



Written Submissions from the public were encouraged throughout the process to be considered as a part of the Recreation Master Plan.

Themes We Heard

A broad range of comments were expressed throughout the consultation process. The adjacent graphic highlights the most common themes that were heard based on the opinions, preferences, and priorities of the public, stakeholders, staff, and Council. These themes, which are identified in no particular order of importance or priority, were used to develop the Vision and inform the Master Plan's assessments.

Groups generally felt that the allocation of outdoor recreation facilities was fair and equitable. They indicated that the process builds from previous year's needs, which appeared to work for them. It was noted that occasionally a sports field would be booked and not used suggesting that the permitting of some field time may be to protect for future needs. It was noted that access to more school outdoor facilities would be beneficial. There was some concern noted about the increasing cost to rent outdoor facilities which made it more difficult to provide affordable opportunities for participants.

Groups noted that attracting and maintaining a good volunteer base was difficult. Part of the challenge is finding people with good knowledge of the relevant sport and willing to dedicate the time required (which includes training courses). Opportunities to work with the City in training and recruitment of volunteers garnered support of attendees. There was also a fair amount of discussion on the use of social media, whether through the groups or the City. It appeared generally that groups would like to see the City promote recreation using social media such as Facebook, Twitter and Instagram. Groups saw an opportunity for the City to be the central hub where residents could get contact information about each group (even posting the names of the organizations and their respective social media accounts). There was also discussion that the City could make better use of opportunities for free advertising and allow groups to promote themselves with signage (at least during registration time) without having to go through a difficult City approval process.



A Snapshot of the Community

Windsor's demographic profile influences the types of recreation facilities and services that are required in response to how many residents live in the city, where they live, and their socio-demographic characteristics.

Windsor at a Glance



Windsor's 2019 population is estimated to be **220,000**. It is anticipated that the City will reach **225,466 people by 2039**.



The **2016 median age was 41 years**, which was the Provincial median and an increase of one year from 2011.

Windsor's **median household income was \$55,450** in 2015, which was lower compared to the Province and County. **One-in-four** residents also live in low-income households.



The City is becoming increasingly diverse. **One-in-four residents** are immigrants, with the largest groups from Iraq, United States, Italy, China and India.



Notable Trends in Recreation



Physical Inactivity: Research by ParticipACTION found that over the past four years, physical activity among children and youth is generally low. In Windsor and Essex County, common barriers to participation included time commitments, the lack of desirable parks and recreation facilities, perceived safety, affordability, lack of transportation, and lack of opportunities at school.



Hubs of Community Activity: A community hub – such as a school, community centre, or another public space – is a central access point for a range of needed health and social services, along with cultural, recreational and green spaces to enhance community life. Community hubs have been gaining traction across the Province as they offer tremendous social benefits, strengthen community cohesion, and foster quality of life by providing a central location to deliver a range of services.



Innovative Designs: The design of recreation facilities has evolved from stand-alone centres to multi-use complexes that centralize activities, programs and services, as well as create social gathering spaces. Multi-use recreation facilities are designed to offer something for everyone with consideration given to inclusivity, barrier-free design and sustainability. The WFCU Centre is a local example of a leading-edge facility that is recognized across the Province.



Collaborating with Partners: Non-municipal organizations that offer access to recreation facilities, programs and services complement those that are offered by the City of Windsor and are sometimes facilitated through partnership agreements. Collaboration and maximizing resources is a beneficial way to increase access to facilities, programs and services for the public.



Developing Local Athletes: There is a growing demand for year-round training facilities that allow users to continually train and develop as athletes. This has led to the emergence of training organizations and facilities that specialize in athletic development. Municipal and non-municipal examples exist in Windsor including the WIATC, WFCU Centre and Novelletto Rosati Sports & Recreation Complex.



Unique Program Offerings: Municipalities, such as Windsor, are facing the need to respond to a growing range of recreation preferences and interests. To help identify priorities, the City of London has initiated a “Neighbourhood Decision Making” program that engages the community to submit and vote on community-driven projects. Selected projects receive \$50,000 in funding.

Recreation Facilities & Services in the City of Windsor

Windsor will undoubtedly undergo a number of economic, social, and environmental changes during the Recreation Master Plan's 20-year planning horizon, some of which will affect the recreation system. Most notably is the projected population growth of approximately 5,500 persons by the year 2039; this modest growth rate over the next 20 years (2.5%) will require a strong emphasis to be placed on existing facilities and pursuit of partnerships with other service providers in Windsor if the City's recreation facilities are to operate sustainably.

The City has a strong base of recreation facilities to address future growth demands, in terms of both programming capacity and geographic distribution. With a mix of international calibre, leading-edge recreation centres, and longstanding community-focused facilities, the City's provision model is strong. Windsor's recreation facilities should deliver quality experiences in response to trends and preferences over the planning period by providing appropriate spaces and programs that residents want. Windsor's parks provide an abundance of opportunity to participate in outdoor recreation, both in programmed and drop-in settings. From sports fields to hard surface courts, to outdoor aquatics and playgrounds, residents of all ages and abilities are able to pursue activities of their choice.

The Master Plan rationalizes the following implementation strategy. A complete listing of Recommendations associated with these broad summaries and other needs assessments is contained in the pages that follow.

Recreation Service Review

The Service Review starts with the Master Plan's Vision and Mission, provides observations that have arisen from community input and analysis, and culminates in specific recommendations. The general mandate of the Recreation and Culture Department is to maximize participation in quality leisure experiences for all Windsor residents. This is done in many ways; through understanding community issues such as inactivity, providing a balance of services in safe and quality driven environments, communications, engaging talented staff in delivering services, developing targets and measuring performance. The health and wellness benefits to individuals, families and communities in Windsor are the intended outcomes of recreation pursuits. There is a significant amount of effort required on the part of the City to meet these outcomes. Increasing participation in recreation experiences is a key goal in strengthening a strong and resilient community. Strong and healthy community outcomes rely on reaching and engaging as many residents as possible in healthy pursuits.

Recreation Centre Renewal & Redevelopment

From a facility perspective, existing recreation centres will need to be assessed for improvements ranging from maintaining a state of good repair and aesthetic enhancements, to larger-scale renovations and/or expansions. The scale of work will be dependent upon any given recreation centre's lifecycle and ability to provide quality/needed programming.

The Recreation Master Plan indoor recreation facility assessments culminate into a coordinated effort to improve the following community recreation centres:

- **Adie Knox Herman Recreation Complex** – re-imagine the community centre as a modern, high quality community hub that improves the lives of residents living in surrounding areas as well as across Windsor. The City should operate the arena as a dedicated year-round dry-floor venue for lacrosse, ball hockey, and other appropriate activities while constructing a gymnasium, fitness centre and other spaces conducive for use by community partners. To facilitate expansion and reconfiguration opportunities, architectural and engineering studies will need to be completed. Indoor aquatic services should be transferred to the Gino & Liz Marcus Community Complex and/or the Windsor International Aquatic & Training Centre. The WIATC should explore ways to address

current constraints to vehicular parking and maintaining a degree of consistency in the pricing of community programming that is transitioned there from the Adie Knox Herman pool.

- **Forest Glade Arena and Capri Pizzeria Recreation Complex** – modernize and improve selected areas within the arenas using capital and operational savings from decommissioning of the Adie Knox Herman Arena ice plant. It is recognized that the recent addition of a community centre to the Capri Pizzeria Recreation Complex has provided significant community opportunities beyond the ice pads.
- **WFCU Centre** – designate an indoor walking route within the existing facility footprint, potentially by making use of common circulation areas and/or large and open spaces such as a gymnasium or arena floor pad.
- **Windsor International Aquatic & Training Centre** – the WIATC is recognized as a premier high performance facility that attracts major international events which is also supplemented with community programming. A greater emphasis should be placed on bolstering community participation at this and other indoor pools.
- **Constable John Atkinson Memorial Community Centre** – explore reconfiguration and/or expansion of the lobby to include more seating areas aimed at encouraging social interaction given the facility’s role as a community hub.
- **Mackenzie Hall** – investigate the potential to accommodate additional recreation programming within the existing space to address needs of residents living in Windsor’s west-end.

Community Hub Approach to Facility Redevelopment & Development

For any renovation/expansion to existing recreation centre(s) or the construction of new ones, a collaborative approach with existing or new community partners (e.g. schools, public libraries, EarlyON Centres, or other providers) should be explored. The emergence of a ‘community hub’ approach is gaining favour in Ontario whereby municipalities seek partnerships with agencies, non-profit/volunteer organizations, and/or the private sector to centralize complementary community services.

The intent of community hubs is to provide residents with a multi-service destination while partners benefit from shared capital and/or operating resources such as knowledgeable staff, facilities, programs and services. The concept of community hubs already exists at a number of locations in Windsor. Windsor’s multi-use recreation centres are examples of community hubs (e.g. WFCU Centre). The General Brock Public School in Windsor’s Sandwich area exemplifies a community hub model, where the Windsor Police Service and Sundowners Day Care and Resource Centre share space.

In newly developing areas of Windsor – such as Sandwich South (Ward 9) – there could be a need to provide new recreation space(s) where existing facilities are not located in sufficient proximity to new residential areas, or where existing recreation centres may not have capacity to accommodate demands generated in these areas. With population thresholds expected to be below what normally would trigger new facility development, but sufficient enough to generate certain demands, a community hub approach would appear to make sense.

For the existing areas of Windsor, a similar approach is recommended, though preferably by making use of existing lands and facilities that are owned by the City (or other public institutions). As an example, the Master Plan’s assessments advance a number of directions pertaining to ice pads, indoor aquatic centres, gymnasiums and fitness space. Collectively, these have culminated into an exciting opportunity for reimagining the Adie Knox Herman Recreation Complex so that it can more effectively serve as a neighbourhood-focused hub. Doing so would enable the City and/or prospective partners to deliver a broader

range of services targeted specifically to the unique demographic characteristics of those living in the west-end, particularly in residential communities that are located in close proximity to the community centre.

The City of Windsor's involvement in any community hub proposal should attain clear and demonstrated benefits for residents. The capital and ongoing operating costs will also need to be understood in relation to expected benefits, along with successfully negotiating an acceptable agreement prior to proceeding with a partnership.

The Recreation Master Plan envisions a community hub model in the following instances:

- Engage the Windsor-Essex Catholic District School Board and Greater Essex County District School Board to determine their interest in formalizing a reciprocal agreement to access school space (e.g. gymnasiums and classrooms) in exchange for use of municipal recreation facilities.
- Investigate opportunities with agency and institutional partners to establish a community hub in the City's south end (e.g., Ward 9) to provide convenient, accessible, and affordable gymnasium space (and other complementary spaces such as multi-purpose space).
- The aforementioned arena conversion and/or expansion of the Adie Knox Herman Recreation Centre to allow a broader range of community programs and services will create a "campus-style" hub in conjunction with Life After Fifty and activities in Wilson Park.

The creation of a community hub is also in keeping with the core principles for development as outlined in the City of Windsor Parks & Outdoor Recreation Master Plan.¹ The synergies between the two plans will complement long term planning goals and aspirations for parks and recreational opportunities as a unified and integrated system.

Improving the Sports Field Supply

To address future growth, geographic distribution, and promotion of sport/sport tourism in Windsor, a number of recommendations are made to address field sports in the City. With respect to rectangular fields, the most notable direction is for the City to construct an artificial turf field in a location with multiple amenities and fields (such as Mic Mac Park); doing so would be attractive for tournament users but also meet the needs of local soccer, lacrosse, football, rugby, and other field sport users.

Also being recommended are two new ball diamonds and the need to reconfigure existing undersized or underutilized ball diamonds so that they can accommodate adult-level play (suitably-sized for fastball or hardball depending on registration numbers and future ball trends). The development of new diamonds should be offset by the removal of surplus diamonds within the existing supply. For both rectangular fields and ball diamonds, the City is in the process of reviewing its design and maintenance standards given that most municipal resources are directed to the sports field complexes, sometimes resulting in lesser levels of quality at other parks. The City is also in the process of defining expectations of quality for specific types of fields through asset management for the benefit of local sports field users, and working with groups to prioritize candidate locations for field improvements.

Facilities for Youth-Based Activity

It is important for Windsor's children and youth to be physically active and connected to the outdoors. Basketball courts and playgrounds have been recommended in areas where geographic gaps have been identified, and in consideration of walking/biking distances. Major skateboard parks are proposed at Captain

¹ City of Windsor Parks Department. 2015. Rediscover Our Parks: Parks & Outdoor Recreation Master Plan, 2015 to 2035. pp.79, 115.

John Wilson Park, AKO Park, Remington Booster Park or an alternative site(s) deemed appropriate by the City, along with a number of smaller “skate spots” to round out geographic distribution.

Windsor has also been innovative in testing a Flex Court system as a means to more cost-effectively remediate deteriorating courts by overlaying interlocking plastic tiles on top of the asphalt surface. The City has also constructed a “natural playground” as a pilot project and improved barrier-free accessibility in playgrounds, something that continues to be essential to all new and redeveloped playground sites. Children living in east-end residential areas near the Tecumseh Road corridor will also benefit from the Master Plan’s recommendation to construct a splash pad at Forest Glade Optimist Park (or Rivard Park as an alternative).

Recreation Master Plan Recommendations

The following Recommendations are associated with the Recreation Master Plan. The rationale for each of the Recommendations is contained in the full Master Plan report. The Master Plan broadly assigns a ‘High’, ‘Medium’ or ‘Low’ priority to each recommendation that considers inputs such as:

- community feedback received through the Master Plan’s consultation program;
- alignment with the City’s Strategic Plan and other corporate documents;
- community demographics and best practices in facility/service provision;
- high level capital and operating cost impact; and
- the anticipated level of community benefit that is expected to be attained through implementation.

City Staff will also weight such factors to determine their highest priority pursuits in a given year. Priorities may also be accelerated or adjusted based on opportunities such as grants or infrastructure funding provided by senior levels of government and other agencies.

Timing is often, but not always, synonymous with priority – the sooner the Recommendation should be implemented, the higher the priority. The timing and priority of recommendations is organized into the following categories reflecting the Master Plan’s 20 year planning horizon:

- Short-Term (2020 to 2024)
- Medium-Term (2025 to 2031)
- Long-Term (2032 to 2039)
- Ongoing (2020 to 2039)

Recommendation	Suggested Timing
<p>#1. Continue to reinforce the City’s community centres and halls as community hubs through aesthetic and accessibility-related improvements, developing social spaces in the lobbies and common areas that are comfortable and welcoming, integrating space for agency and community partners through rentals or other agreements (e.g. with the public library, EarlyON Centre, or other providers), and continued commitment to delivering community-focused programs and services.</p>	<p>Ongoing High Priority</p>
<p>#2. Reorient the Adie Knox Herman Recreation Complex as a modernized, high quality neighbourhood hub that serves the unique characteristics of the surrounding community and the needs of residents across Windsor. At a minimum, a gymnasium, fitness centre, indoor walking track, and other space conducive for use by community partners should be added to Adie Knox Herman Recreation Complex to replace ice sport and aquatics programming (per Recommendation #5 and Recommendation #6 of the Master Plan). An architectural and engineering study of the Adie Knox Herman Recreation Complex and the broader Wilson Park site is required to determine the feasibility of this action.</p>	<p>Removed by Council Resolution #CR630/2019</p>
<p>#3. Engage the Windsor-Essex Catholic District School Board and Greater Essex County District School Board to determine their interest in formalizing a reciprocal agreement to facilitate consistent community access to schools (e.g. gymnasiums and other school space, as required) in exchange for access to City of Windsor recreation facilities and/or other agreed-upon supports.</p>	<p>Short-Term High Priority</p>
<p>#4. Undertake an analysis of potential opportunities to bolster community use at the City’s indoor aquatic centres through a coordinated strategy of program delivery, pricing for community-oriented programs consistent with other indoor aquatic centres, providing parking passes or discounts, and pursuing agreements with institutions (including school boards, post-secondary institutions, Windsor Regional Hospital and other local health providers).</p>	<p>Short-Term High Priority</p>
<p>#5. In line with Recommendation #2 and Recommendation #5 of the Recreation Master Plan, transition indoor aquatic programming from Adie Knox Herman Recreation Centre to the Windsor International Aquatic & Training Centre and Gino & Liz Marcus Community Complex. In doing so, redirect a portion of the capital and operational savings towards funding the recommended re-imagination of the Adie Knox Herman Recreation Complex so that it delivers a broader range of community-focused programs compared to present time.</p>	<p>Removed by Council Resolution #CR630/2019</p>
<p>#6. Operate the Adie Knox Herman Recreation Complex arena as a year-round dry-floor venue for lacrosse, ball hockey, pickleball and other appropriate activities, thereby decommissioning the arena’s ice-making equipment. The feasibility and costs involved with permanently converting the arena to an accessible, warm activity space should first be determined through an engineering study of the arena building prior to its conversion (to be aligned with the architectural study identified in Recommendation #2 of the Recreation Master Plan).</p>	<p>Removed by Council Resolution #CR630/2019</p>
<p>#7. Undertake improvements to Forest Glade Arena and Capri Pizzeria Recreation Complex arena to improve the user experience and accessibility, funded in part through reallocated operational savings associated with the decommissioning of Adie Knox Herman Arena. It is recognized that the recent addition of community space to the Capri Pizzeria Recreation Complex has provided significant community opportunities beyond the ice pads.</p>	<p>Removed by Council Resolution #CR630/2019</p>

Recommendation	Suggested Timing
<p>#8. Engage prospective agency and institutional partners to gauge interest to establish a community hub in the City's south end (Ward 9) to provide convenient, accessible, and affordable gymnasium space (and other complementary spaces such as multi-purpose space). Establishing a community hub in Windsor's south end should only be pursued if the City can identify a suitable partner that can assume a portion of capital and operating costs.</p>	<p>Short-Term High Priority</p>
<p>#9. Explore opportunities to establish a designated walking route through circulation areas and/or major facility components (e.g., gymnasium or arena pad) at the WFCU Centre, along with consideration of an indoor walking track as part of the architectural study proposed for the Adie Knox Herman Recreation Complex (see Recommendation #2 of the Master Plan).</p>	<p>Short-Term Medium Priority</p>
<p>#10. Multi-purpose program rooms in existing community centres, halls and libraries should be evaluated for their ability to be improved through expansion, flooring, lighting, storage or other functional enhancements that allow a greater range of programs to be delivered within them. Specific locations that should be considered include Adie Knox Herman Recreation Complex, Mackenzie Hall, and other locations identified by City staff.</p>	<p>Ongoing Medium Priority</p>
<p>#11. The design and redesign of recreation centres and parks, along with the associated services delivered within them, should consider age-friendly principles in a manner that is consistent with Windsor's Age-Friendly Action Plan and ongoing feedback received from the City of Windsor Seniors Advisory Committee.</p>	<p>Ongoing High Priority</p>
<p>#12. The City should explore ways to extend its outreach of youth-oriented programs and activities using a community hub and local community development model. Potential partnerships include the Windsor-Essex Catholic District School Board and Greater Essex County District School Board to gain access to selected schools (potentially aligned with any agreement that is secured per Recommendation #3), the YMCA of Southwestern Ontario, faith-based institutions/places of worship, and other local youth-based service providers.</p>	<p>Ongoing High Priority</p>
<p>#13. Convert an existing sports field and/or amenity space to a lit outdoor artificial turf field. The field should be designed in a manner that allows the City to house an air-supported structure (bubble) in the event a third-party partnership opportunity arises the future.</p>	<p>Medium-Term Medium Priority</p>
<p>#14. Examine and work with Asset Management staff to come up with level of service standards for the design and maintenance of each classification of rectangular field and ball diamond, and communicate these standards to field sport organizations.</p>	<p>Short-Term Medium Priority</p>
<p>#15. The City should work with rectangular field and ball diamond users to prioritize locations for sports field improvements, as well as determine which fields can be consolidated in order to fund such improvements elsewhere through the reallocation of ongoing capital and maintenance costs.</p>	<p>Ongoing Medium Priority</p>

Recommendation	Suggested Timing
<p>#16. Initiate an analysis of all park sites containing at least one ball diamond to determine candidates that are ideal for conversion to adult-size facilities, as well as candidates that are ideal for replacement and relocation to an existing or prospective multi-diamond park. At a minimum, consideration should be given to the ability to enlarge infields and outfields, the potential to add lighting, property setbacks, and other functional areas. This process should be supported by consultation with the community and ball diamond users.</p>	<p>Short-Term Medium Priority</p>
<p>#17. Construct two adult-size ball diamonds (suitably sized for fastball or hardball, depending on registration rates and ball trends), preferably within one park, located east of Walker Road and south of the airport lands (Ward 9). The development of two new diamonds should be offset by removing two undersized/underutilized diamonds from the existing supply.</p>	<p>Short to Medium-Term High Priority</p>
<p>#18. Construct a full-size cricket pitch after engaging the local cricket-playing community to discuss location and design specifications.</p>	<p>Short-Term Medium Priority</p>
<p>#19. Six new tennis courts should be developed at three existing or future parks (with two courts in each) in the following manner:</p> <ul style="list-style-type: none"> • Construct one two-court pod in the City’s west end in the neighbourhoods of Sandwich (Ward 2), South Cameron (Ward 10), or University (Ward 2). Potential parks may include Wilson Park (Adie Knox Recreation Complex), Bridgeview Park, or another location identified by City staff. • Construct one two-court pod at a park in the Roseland neighbourhood (Wards 1 and 9), potentially at Goldenwood Park, North Talbot Park or another location identified by City staff. • Construct one two-court pod in the Fontainebleau neighbourhood (Wards 5 and 8) at Rivard Park or at another location identified by City staff. 	<p>Short-Term Medium Priority</p>
<p>#20. Formalize a sport court replacement strategy and associated funding plan for existing hard surface courts (e.g. tennis courts, pickleball courts, and basketball courts) so that the City can offer a safe and desirable playing experience in a fiscally sustainable manner. Resurfacing projects should evaluate the use of Flex Court sports tiling, or other alternative court surfaces that offer a longer warranty of 7 to 10 years, to determine if these are more cost-effective options compared to replacing the traditional and/or asphalt concrete. A sport court replacement strategy should be developed to identify and prioritize the replacement of hard surface sport courts.</p>	<p>Short-Term Medium Priority</p>
<p>#21. Investigate opportunities to create multi-use courts by adding pickleball court lining to existing tennis courts. Potential locations include Garry Dugal Park, Remington Booster Park, or other locations to be determined by City staff.</p>	<p>Short-Term Medium Priority</p>
<p>#22. Investigate opportunities to construct five outdoor basketball courts to resolve gap areas in the neighbourhoods of University (Ward 2), Devonshire (Ward 9), Roseland (Wards 1 and 9), and East Windsor (Wards 5 and 8). Potential parks include Walker Homesite Park, North Talbot Park, Wilson Park, Westcott Park, or other locations determined by the City.</p>	<p>Medium to Long-Term Medium Priority</p>

Recommendation	Suggested Timing
<p>#23. Where space permits, new (or replacement) basketball courts should be constructed to be full size with two posts and nets. Half courts may be permitted in smaller park sites. Consideration should also be given to the use of Flex Court sports tiling as a surface material, pending observations of performance for current courts using this material.</p>	<p>Ongoing Low Priority</p>
<p>#24. Construct three major skateboard parks to serve gap areas with consideration given to the areas of East Windsor (Ward 5), South Walkerville (Ward 4), Remington Park (Ward 10), Devonshire (Ward 9), South Windsor (Ward 1), and Roseland (Wards 1 and 9). Potential locations may include Captain John Wilson Park, AKO Park, Remington Booster Park, a future park, or another site(s) identified by the City. Future major skateboard parks should be a minimum of 1,250 square metres in size with a similar level of design as Windsor’s existing skateboard parks. Consultation with the skateboard (and other action sports) community is encouraged.</p>	<p>Medium to Long-Term Medium Priority</p>
<p>#25. Investigate opportunities to construct small scale skate spots or “skate zones” within parks to enhance the geographic distribution of skate opportunities. Skate spots or zones may consist of one or two basic skate features such as a rail or curb.</p>	<p>Ongoing Low Priority</p>
<p>#26. Consistent with the Parks Master Plan, target a provision of one playground structure to be located within neighbourhood parks (at a minimum) or within 800 metres of residential areas, without intersecting major barriers such as major arterial roads, railways, or other physical barriers. Any new or redeveloped playgrounds will be accessible and could include natural play components, and challenging/adventure play features as appropriate.</p>	<p>Ongoing Medium Priority</p>
<p>#27. On a case-by-case basis, install outdoor fitness equipment along major trail routes such as the Riverfront Trail, West Windsor Trail, and South Windsor Trail, or at parks near areas with high concentrations of older adults and seniors, including any regional or community parks, community centres, or other locations identified by the City.</p>	<p>Short to Medium-Term Medium Priority</p>
<p>#28. Remove the outdoor pools at Central Park and Mic Mac Park upon reaching the end of their respective lifecycles. At that future time, convert the Central Park outdoor pool and wading pool to a splash pad.</p>	<p>Medium to Long-Term High Priority</p>
<p>#29. Proceed with the splash pad approved for Forest Glade Optimist Park. Other splash pad locations that should be considered include Fontainebleau Park, Alexander Park, Elizabeth Kishkon Park, or Sandpoint Beach.</p>	<p>Short to Medium-Term Medium Priority</p>
<p>#30. Work with Life After Fifty to determine current and anticipated increased participation rates, organizational capacity, emerging needs of older adults, and determine the most appropriate service delivery model for the future.</p>	<p>Medium-Term High Priority</p>
<p>#31. Monitor the impact of the Physical Activity Working Group and the Community In-Motion initiatives to increase physical activity and decrease sedentary behaviours.</p>	<p>Ongoing Medium Priority</p>
<p>#32. Determine the capacity and fill rates of programs and services as well as the participation by age groupings to enable the setting of participation targets for the future.</p>	<p>Ongoing High Priority</p>

Recommendation	Suggested Timing
<p>#33. Develop a communications strategy in concert with parks and community partners, to promote the benefits of being outdoors in natural spaces and promote outdoor experiences in Windsor.</p>	<p>Medium-Term Medium Priority</p>
<p>#34. Incorporate challenging outdoor play experiences into camps and programs where possible and develop casual outdoor drop in experiences for residents in concert with Parks staff.</p>	<p>Ongoing Medium Priority</p>
<p>#35. Investigate the merits of becoming a Play-Friendly City to encourage outdoor play by engaging children in decision-making; creating safe and active routes in the community; and providing safe and accessible formal and informal play areas.</p>	<p>Medium-Term High Priority</p>
<p>#36. Develop a network of representatives from diverse communities (and in consultation with the Diversity Committee) to intentionally include underrepresented people in recreation programs and services. The network would include newcomers, Indigenous Peoples, persons from low income backgrounds, persons with disabilities, females and those identifying as female, the LGBTQ2S community at a minimum and will serve to:</p> <ul style="list-style-type: none"> a. Develop Inclusion and Access procedures specific to Recreation and Culture services; b. Consult on program and service development; c. Ensure public spaces and places for recreation are safe and welcoming to all diverse populations through community consultation - including the LGBTQ2S community specifically, through alignment with the Ontario Council of Agencies serving Immigrants or a like program; d. Improve communication and promotions of various activities; e. Ensure that staff reflect the community that they serve; and f. Ensure that participation in recreation programs and services is reflective of the community it serves. 	<p>Medium-Term High Priority</p>
<p>#37. Promote the full range of free and low fee services, along with the Canadian Tire Jumpstart, Kidsport and the P2P funding programs to offer universally accessible programs to all support networks and the general public.</p>	<p>Ongoing High Priority</p>
<p>#38. Expand the range of therapeutic programs (i.e. rehabilitative and body strengthening) in concert with community support organizations to respond to an aging population and an anticipated increase in those with mobility issues.</p>	<p>Short to Medium-Term Medium Priority</p>
<p>#39. Develop a Volunteer database to reflect the needs of the Recreation and Culture Department and assist community stakeholder groups that rely on volunteers for their sustainability.</p>	<p>Short-Term Medium Priority</p>
<p>#40. That Council consider the refined Parks and Recreation User Fee and Pricing Policy.</p>	<p>Short-Term High Priority</p>
<p>#41. In consultation with user groups and the public, review and finalize the draft Sports Field Allocation Policy including the principles, proposed fee recoveries, and outcomes.</p>	<p>Short-Term High Priority</p>

Recommendation	Suggested Timing
<p>#42. Expand strategic partnership opportunities to further the directions of the Recreation Master Plan including (but not limited to) increasing physical activity, enhancing access for under-represented and diverse populations, increasing outdoor challenging play opportunities, and increasing capacity in the recreation system.</p>	<p>Medium-Term High Priority</p>
<p>#43. Continue to collaborate with the school boards and post-secondary institutions to identify opportunities to maximize community access to existing and future facilities. Encourage opportunities to work together on the research and evaluation of community-based approaches to prevailing issues in recreation and sport service delivery.</p>	<p>Ongoing High Priority</p>
<p>#44. Develop a Technology Plan that seeks greater efficiencies and effectiveness within the Recreation and Culture Department.</p>	<p>Short to Medium-Term Low Priority</p>
<p>#45. All aquatic facilities should become accredited under the Lifesaving Society Aquatic Safety Accreditation program.</p>	<p>Ongoing High Priority</p>
<p>#46. Prepare meaningful performance measures based on the recreation system inputs, outputs, efficiencies and effectiveness measures.</p>	<p>Short-Term High Priority</p>
<p>#47. Refine the Branding Strategy for the Recreation and Culture Department to ensure that the visual identity and brand reflects the key value propositions of each discipline.</p>	<p>Medium-Term Medium Priority</p>
<p>#48. Prepare an update to the Recreation Master Plan after five years has elapsed.</p>	<p>Medium-Term High Priority</p>

Section 1: Introduction



1.1 Recreation in the City of Windsor

Recreation is at the heart of a strong community. As reflected in the Framework for Recreation in Canada’s definition, it enhances community and individual well-being. Recreation facilities and services allow residents to be physically active, encourage people to connect with each other, provide a safe haven for some, attract economic investment and spinoffs, promote community vibrancy, and can be part of environmental stewardship objectives. The ability of recreation to positively influence individual health through physical, emotional, psychological and cognitive benefits reinforces its importance.

For decades, the City of Windsor has understood the value of its recreation facilities and programs. Through its investments in community centres and arenas to sports fields and splash pads, the City provides opportunities for residents to play throughout the year, both indoors and outdoors. More recently, the construction of high quality facilities such as the WFCU Centre and the Windsor International Aquatic & Training Centre (WIATC) are examples of the City’s commitment to providing opportunities for sport development and athletic excellence to supplement the grassroots community programs that have long existed throughout Windsor.

In order for Windsor’s recreation system to remain strong, the Recreation Master Plan is being prepared. Having a plan in place allows the City to engage with its residents to help establish a collective vision for recreation in Windsor, assist the City to identify where its greatest needs and priorities lie, and ultimately strive towards providing the right mix of facilities, programs and services for residents over the next 20 years. The City of Windsor’s Recreation and Culture Department is primarily responsible for implementing the Recreation Master Plan, though other City Departments will also play a role.

“Recreation is the experience that results from freely chosen participation in physical, social, intellectual, creative and spiritual pursuits that enhance individual and community wellbeing.”

~ Framework for Recreation in Canada



1.2 Methodology

The Recreation Master Plan is guided by a Terms of Reference issued by the City of Windsor that defined the scope of work to be undertaken. The Consulting Team of Monteith Brown Planning Consultants Ltd. and Tucker-Reid & Associates worked collaboratively with a multi-departmental Steering Committee comprised of City Staff to ensure the Master Plan’s objectives were met as set out.

The Master Plan employs an evidence-based methodology that is built upon a number of critical inputs that combine the unique insights of the community and stakeholders with baseline information provided by the City, and research and observations carried out by the Consultants and City Staff. The primary components of the planning methodology are as follows:



Engagement	Provides an opportunity for all residents, community stakeholders and volunteers, City Council, City Staff and the Master Plan Steering Committee to contribute Windsor-specific ideas to build the Master Plan
Inventory	Compiled a list of facilities and services offered by the City of Windsor Recreation and Culture Department, which formed the basis of evaluation
Research	Reviews local, regional, provincial and national research, along with other relevant literature, to establish a foundation of demographics, trends and best practices, and service level benchmarks to guide recreation planning in Windsor
Mapping	Geographic Information System (GIS) analysis to understand the distribution of recreational facilities, services and people
Analysis	Integrates findings from research and consultation activities to rationalize the need for various recreation facilities and services
Implementation	Provides recommendations – and a strategy in which to implement them – in support of consultation input and needs assessments

The Recreation Master Plan’s scope encompasses a broad range of recreation facilities that fall under the purview of the Recreation and Culture Department including aquatics, arenas, community centres, sports fields, special events, and others. The Master Plan is intended to align with, but not necessarily revisit, assessments pertaining to the need for parkland, trails, and the arts, culture and heritage sector that are contained in the City of Windsor’s Parks and Outdoor Recreation Master Plan (2015), Cultural Master Plan (2010), and the Active Transportation Master Plan (2019).

1.3 A Vision, Mission & Values for Recreation in Windsor

The vision for recreation in Windsor describes a compelling, conceptual view of the desired future.

Recreation in Windsor is:
Active. Accountable. Inclusive.



The three tenets of the Vision are described as follows.

Active

Residents have the chance to be physically active, engaged and empowered within their neighbourhoods, and are socially connected by way of all that the recreation system offers.

Accountable

Demonstrates that the City's goal is to be financially responsible while offering affordable and active programming for all.

Inclusive

The recreation system should reflect the strong diversity of ages, cultures, incomes, abilities, and belief systems found among Windsor residents.

A Mission Statement provides clear direction to those working in the Recreation and Culture Department. It states why the Department provides the facilities and services that it does, and how it goes about delivering them. The Mission Statement aligns with the Vision and Values for Recreation in Windsor.

Recreation and Culture Department Mission Statement

We create experiences that encourage Windsor residents to be physically and socially active while contributing to the high quality of life where people want to live, work and play. Working with community partners in the City, we deliver recreation services effectively and efficiently for all.

The Recreation Master Plan embodies values important to City Council, City Staff and the community as a whole as expressed during the consultation phase. These Values are the principles that govern the behaviour of the Recreation and Culture Department, including through the implementation of this Master Plan. They are intended to advance and support the City's role in providing recreation facilities, programs, and services in Windsor. Table 1 summarizes the potential values that guide the Master Plan's recommendations, in no particular order. The values are complementary and should be considered as a set, rather than as separate, isolated statements and considered as part of future decision making processes relating to recreation in Windsor.

The Vision, Mission and Values are useful statements that will help shape the organizational culture that is envisioned for the Recreation and Culture Department as it moves into the future.

Table 1: Recreation Master Plan Values

Inspirational	Recreation inspires residents to lead healthy lives and be engaged in their communities, while also providing inspiration for decision-makers to enhance the quality of life in Windsor.
Diversity	The recreation system should reflect the strong diversity of ages, cultures, incomes, abilities, and belief systems found among Windsor residents.
Fun	Recreation facilities, programs, events and services offered through the City should strive to be fun, safe and exciting in order to encourage people to participate in a welcoming environment.
Collaborative	The City recognizes the contributions of volunteers, agencies and other recreation providers in Windsor, and is receptive to working collaboratively to improve the collective well-being of residents.
Sustainable	Recreation services will be delivered for the benefit of current and future generations .

1.4 Project Alignment

The Recreation Master Plan process involves the review of many background documents, spanning a broad range of topics specific to the City of Windsor, in order to establish the planning context. These materials speak to various aspects of Windsor's population, land use patterns, recreation facilities, programs, and other municipal elements. For the Master Plan to be responsive to current and future resident needs, it must align with the City's objectives and be synergistic with legislation such as the *Planning Act* and *Development Charges Act*, as well as local policies contained in the City of Windsor Official Plan and studies previously prepared for the City's parks, recreation and cultural systems. Information from these documents provided baseline content for the Master Plan while integrating and/or reinforcing relevant findings that will support future decision-making related to recreation facilities, programs, and services.

This section highlights directions contained in selected documents including the Framework for Recreation in Canada, along with the City of Windsor's 2007 Community Strategic Plan, 20 Year Strategic Vision, Parks and Outdoor Recreation Master Plan, and Cultural Master Plan.

Framework for Recreation in Canada

The Framework for Recreation in Canada (2015) is an overarching guideline designed to support coordinated policies and practices in recreation and related sectors in Canada. Its aim is to improve the wellbeing of individuals, communities, and the built and natural environment. Specifically, the Framework:

- Presents a renewed definition of recreation and explores the challenges and benefits of recreation today.
- Provides the rationale for investing in an evolved recreation strategy and describes the need for collaboration with other initiatives in a variety of sectors.
- Describes a new vision for recreation in Canada and suggests common ways of thinking about the renewal of recreation based on clear goals (active living, inclusion and access, connecting people, supportive environments, and recreation capacity) and underlying values and principles.

Goals of the Framework for Recreation in Canada

1. Active Living
2. Inclusion and Access
3. Connecting People and Nature
4. Supportive Environments
5. Recreation Capacity

The City of Windsor Recreation Master Plan will be prepared with the goals of the Framework for Recreation in Canada in mind. Specifically, a Framework for Recreation in Canada audit tool (developed by members of the Consulting team) will be applied in Windsor's context to understand where service delivery gaps exist.

20 Year Strategic Vision Plan

The City is also guided by a long range 20-Year Strategic Vision. This guide provides a framework to help shape Windsor over the next decades by focusing on three key areas: creating jobs, addressing reputation, and improving quality of life. The following are key directions that are contained in the strategic vision that have relevance to this Master Plan.

- Plan for development to connect the city together – both green spaces and built form
- Promote choices that support a healthy environment
- Promote walking and cycling as healthy and environmentally-friendly modes of transportation

Rediscover Our Parks – Parks and Outdoor Recreation Master Plan

In 2015, the City of Windsor prepared a Parks and Outdoor Recreation Master Plan to guide the development of the municipal parks system over a 20 year period. Several trends were revealed through this process that will affect the provision of parkland including an aging of the population, presence of new Canadians, a growing emphasis on gathering spaces and amenities such as community gardens, a desire for active transportation, and more.

The Parks and Outdoor Recreation Master Plan contains several recommendations related to parkland needs, classification, and more. As a result, these matters are beyond the scope of the Recreation Master Plan. Recommendations related to various outdoor recreation facilities are also contained in the Parks and Outdoor Recreation Master Plan; however, these are generally high level recommendations and as a result, facility needs will be revisited as a part of the Recreation Master Plan. The following is a high level summary of the relevant recommendations contained in the Parks and Outdoor Recreation Master Plan. The Master Plan will ensure that recommendations are consistent with existing strategies.

Table 2: Key Recommendations from Rediscover Our Parks – Parks and Outdoor Recreation Master Plan

Recommendations	
Rectangular Sports Fields	
9.06	Undertake a feasibility study in collaboration with Windsor-Essex sports organizations to determine the need for artificial sports fields or a sport dome.
Tennis Courts	
8.09	Review and develop a sport court strategy for the whole City to determine appropriate locations.
Outdoor Basketball Courts	
8.09	Review and develop a sport court strategy for the whole City to determine appropriate locations.
Skateboard Parks	
8.07	Review and develop designated areas in parks for skateboarding facilities throughout the City.
Playgrounds	
1.02	Implement a playground replacement strategy as per Council direction based on the Playground Audit.
1.03	Establish pilot sites for non-traditional natural play elements and environments to establish uniqueness and to align with emerging trends.
Outdoor Aquatics	
1.04	Review current and proposed splash pad locations and criteria for development throughout the City to ensure adequate coverage.
8.08	Review and develop designated areas in parks for splash pads throughout the City.
8.10	Review and develop an outdoor swimming facilities strategy to ensure adequate access for all users.

Cultural Master Plan

The City of Windsor prepared a Municipal Cultural Master Plan in 2010 to guide the development of community arts, culture, and heritage sectors. The Municipal Cultural Master Plan identifies the Vision for culture as:

“The City of Windsor will be a creative and vibrant cultural community that encourages artistic expression, the celebration of the City’s cultural identity and cultural diversity, and that promotes and facilitates culture-led economic revitalization, cultural tourism, heritage preservation, and opportunities for collaboration and partnership.”

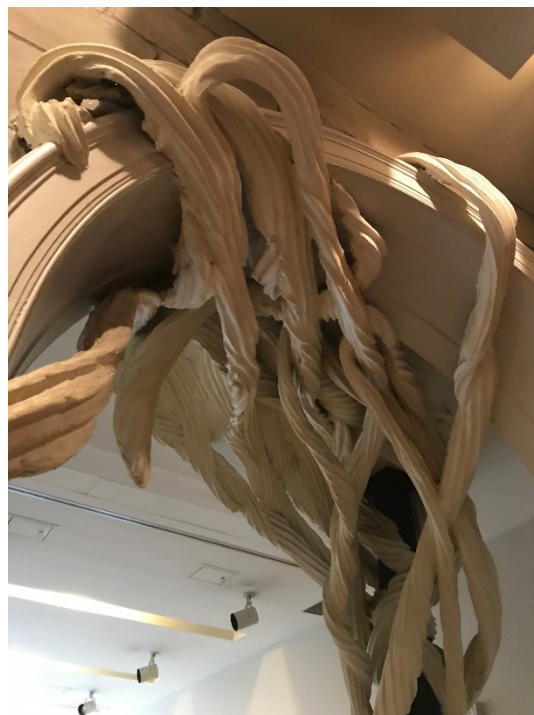
The Municipal Cultural Master Plan also identifies the Mission for culture in Windsor as:

“To act as a catalyst and facilitator to ensure that the provision of a range of affordable and accessible opportunities for engagement in cultural activities, services, and facilities to residents while at the same time building up a base of unique cultural attributes and activities for visitors, residents, investors, and businesses.”

The recommendation from the current Municipal Cultural Master Plan that has the greatest relevance to the Recreation Master Plan has already been implemented by the City and is identified below:

“Recommendation #4: Reposition Cultural Affairs office within Recreation Department

Recognizing the synergies between recreation and culture, and understanding that many other municipalities have recreation and cultural affairs under one portfolio, we recommend that the Cultural Affairs Office be placed within the Department of Recreation. This will provide an administrative home for the cultural liaison function and send a message that culture is a significant and vital part of the community. As well, we suggest re-naming the Department to reflect this change, to the Department of Recreation and Culture.”





**Section 2:
Community Profile**



Identifying who lives in Windsor and how the community profile will evolve during the planning period is necessary to understanding local recreation needs. This section reviews Windsor’s community profile using data collected by Statistics Canada, as well as population data provided by the City of Windsor.

2.1 Distribution of Windsor’s Population

Windsor’s population has fluctuated over the past decade. The 2006 Census reported a population of 216,473, which declined by 3% to 210,473 by 2011. Population growth was expected to remain low due to economic forces related to the manufacturing industry.

Since the 2011 Census, Windsor’s population has grown more than expected. The 2016 Census reported a population of 217,188, a growth of 3% since the 2011. This growth rate is lower compared to the Province (4.6%) but higher compared to Essex County as a whole (2.6%). Distribution of Windsor’s population is illustrated in Figure 1.

Table 3 illustrates how the population has changed throughout Windsor’s planning districts. Between 2011 and 2016, the City’s population grew by 5,600 persons largely through growth, which occurred in the East Riverside and South Cameron planning districts. By contrast, the number of residents in the Devonshire, Fontainebleau, Ojibway, and South Walkerville planning districts declined. All other planning districts experienced various levels of population growth.

In terms of population distribution, planning districts with the most number of residents included East Windsor, Forest Glade, Riverside, Roseland, South Windsor, and Walkerville to the south. By contrast, Ojibway had the fewest number of residents.

In terms of proportional rate of growth, the Planning Districts experiencing the greatest levels of increase between 2011 and 2016 were Walker Farm and Sandwich South. Over the master planning period, much of the population growth is expected to occur in the southern area of Windsor, particularly in the Sandwich South Planning District.

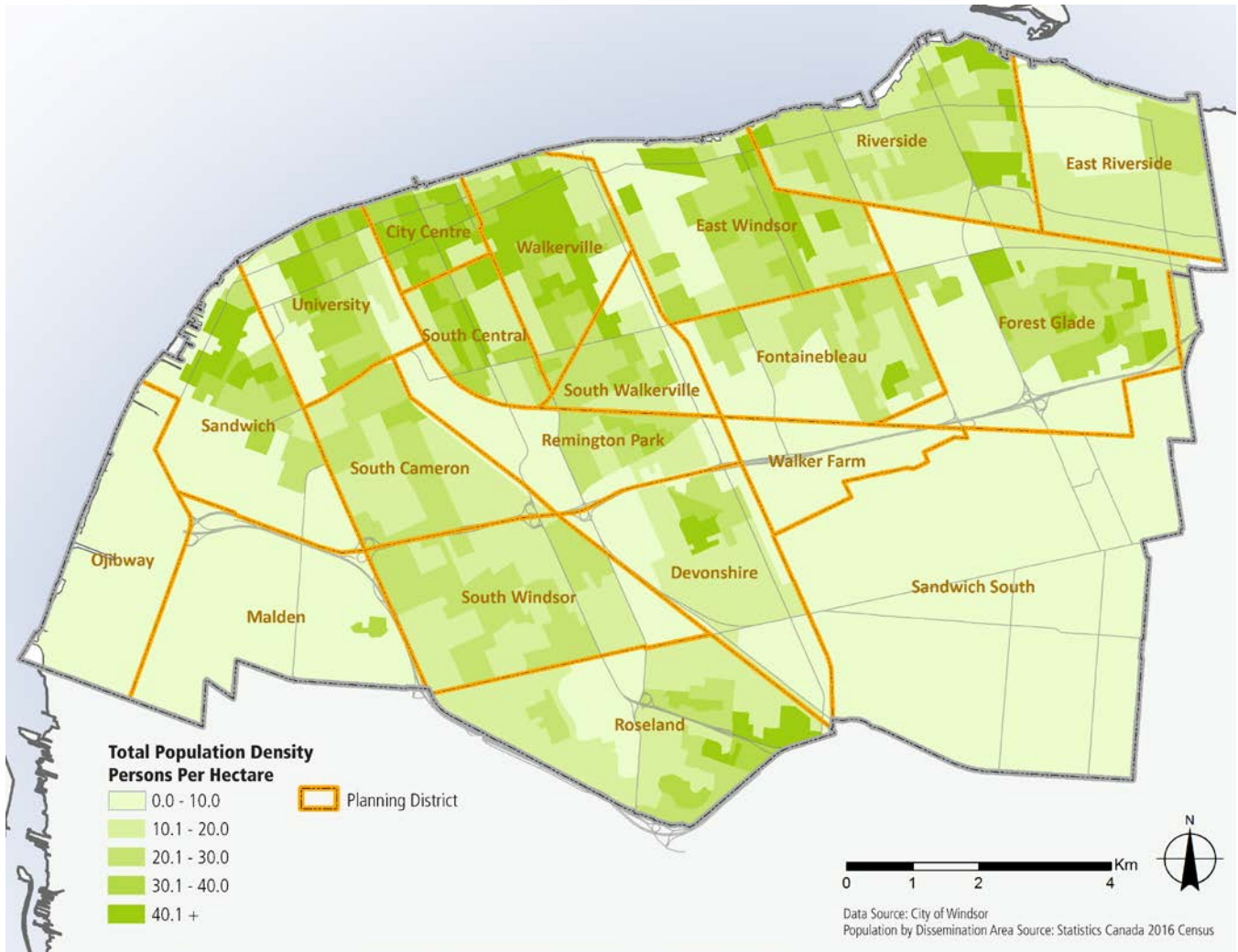
Table 3: Growth by Planning District, 2011 - 2016

Planning District	2011	2016	Population (#)	Change (%)
City Centre	9,852	10,187	335	3%
Devonshire	8,721	8,273	-448	-5%
East Riverside	10,655	11,823	1,168	11%
East Windsor	20,294	20,494	200	1%
Fontainebleau	11,673	11,612	-61	-1%
Forest Glade	18,080	18,241	161	1%
Malden	1,582	1,746	164	10%
Ojibway	164	15	-149	-91%
Remington Park	5,550	5,655	105	2%
Riverside	22,675	22,905	230	1%
Roseland	18,740	19,130	390	2%
Sandwich	10,590	11,089	499	5%
Sandwich South	877	1,111	234	27%
South Cameron	9,770	11,000	1,230	13%
South Central	9,052	9,178	126	1%
South Walkerville	6,217	6,181	-36	-1%
South Windsor	16,749	16,815	66	0%
University	11,755	12,340	585	5%
Walker Farm	80	317	237	296%
Walkerville	17,909	18,489	580	3%
Total	210,985	216,601	5,616	3%

- Population increase
- Marginal population growth
- Population decrease

Source: City of Windsor Planning Department, 2017

Figure 1: Population Density by Dissemination Area and Planning District, 2016

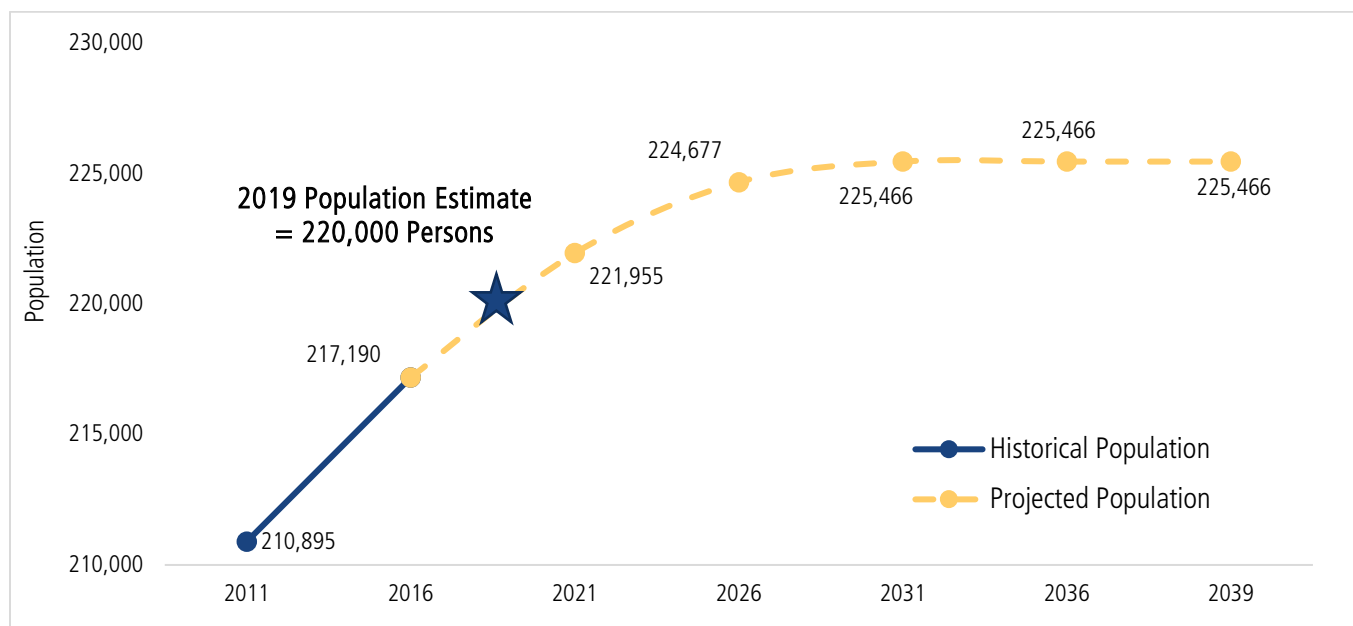


2.2 Forecasted Population

The most recent population projections, which will be used in the development of the Recreation Master Plan, were developed in 2015 by the City’s Planning Department. The population projections provided by the City span up to the year 2036, although the Master Plan planning horizon is 20 years (2039). Over the long-term, the City projects that limited population growth will occur after 2031 due to factors such as the local economic outlook, as well as other demographic factors such as aging of the population and lower birthrates. As a result, the Master Plan assumes that no net population growth will occur between the years 2036 and 2039. This suggests that the City’s population will increase by 5,500 persons (2.5%), reaching a population of 225,466 between 2016 and 2039.

Based on the 2016 Census and the projected 2021 population under the Planning Department’s “High Growth Scenario”, Windsor’s 2019 population is estimated to be 220,000 using a straight-line extrapolation.

Figure 2: Historical and Projected Population



Source: Statistics Canada 2011 and 2016 Census; City of Windsor Planning Department High Growth Scenario, provided May 2018.

Short-term population growth is anticipated to occur on the east side of Windsor, as well as pockets in the south end where there are currently active development applications. Long-term population growth is expected to occur in the southwest and southeast areas of the City. Regardless of where population growth is expected to occur, the City will be required to provide a well-balanced portfolio of recreation facilities, programs, and services that meet the needs of current and future residents.

2.3 Age Composition across Windsor

The 2016 Census recorded a median age of 41.4 years among Windsor residents, similar to the Province (41.3 years) and slightly younger compared to Essex County (42.4 years). The median age recorded in the 2016 Census is slightly higher compared to the 2011 Census, which reported a median age of 40.1 years, which suggests that Windsor’s population is aging. This aging trend is primarily being driven by the aging baby boomer cohort, which is being experienced throughout the Province. It is expected that this trend will continue over the foreseeable future.

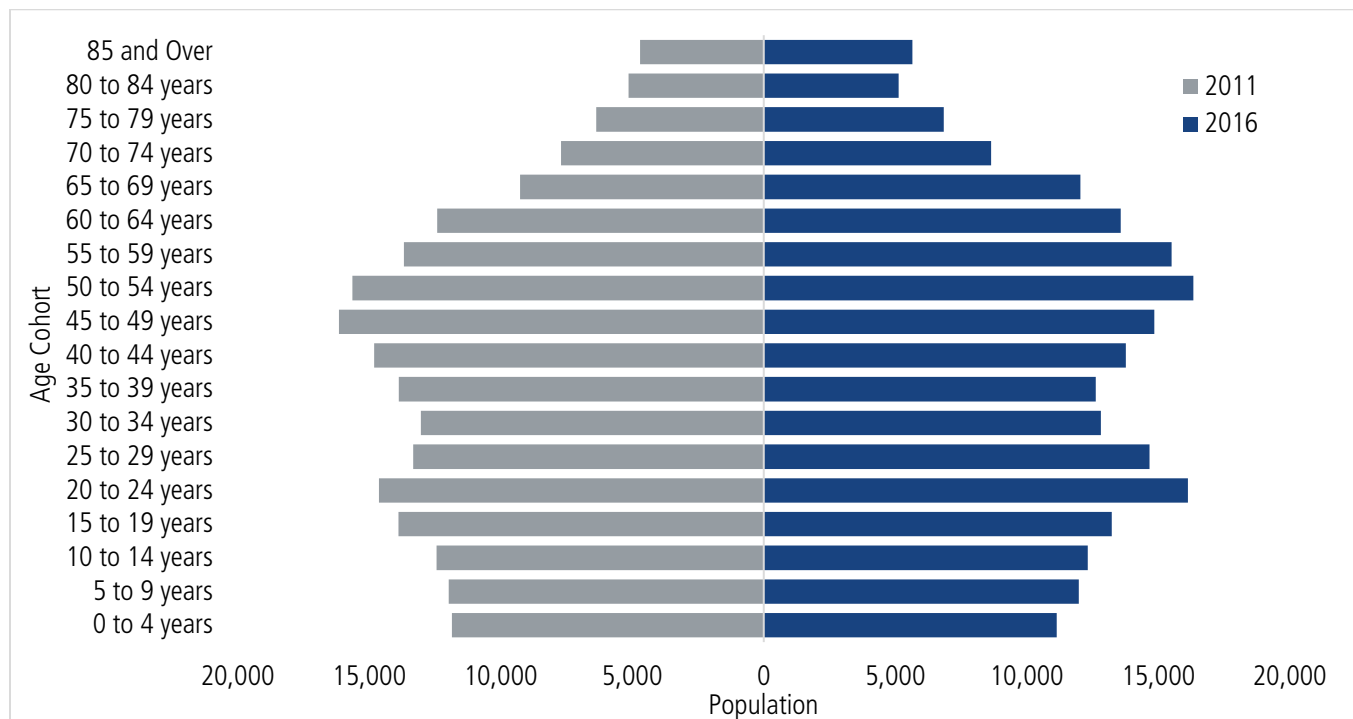
A look at growth among age cohorts reveals additional evidence of an aging community (Table 4). Between the 2011 and 2016 Census, older adults (age 50-69) and seniors (age 70+) experienced the most growth, increasing by 16% and 10% respectively. Adults (age 20-34) also increased moderately, while the number of children (age 0-9), youth, (age 10-19), and mature adults (age 35-49) declined. Figure 3 provides further indication of an aging population by providing a detailed look at population growth by five-year age cohort between the 2011 and 2016 Census.

Table 4: Population Growth by Age Group, 2011 - 2016

	2011	2016	Change (#)
Children (0 - 9 Years)	23,830	23,110	-720 (-3%)
Youth (10 - 19 Years)	26,325	25,545	-780 (-3%)
Adult (20 - 34 Years)	40,985	43,610	2,625 (+6%)
Mature Adults (35 - 49 Years)	44,835	41,240	-3,595 (-8%)
Older Adults (50 - 69 Years)	51,000	57,435	6,435 (+13%)
Seniors (70+ Years)	23,915	26,255	2,340 (+10%)
Total	210,890	217,190	6,305 (+3%)

Source: Statistics Canada 2011 and 2016 Census

Figure 3: Population Pyramid by Five-Year Age Cohort, 2011 and 2016 Census



Source: Statistics Canada 2011 and 2016 Census

The aging of Canada’s population is well known, driven primarily by the baby boomer generation. As older adults and seniors represent a large portion of the population, communities can expect greater demands and pressures for facilities, programs, and services that respond to this age group. In response to this growing segment of the population, the City has formed a Seniors Advisory Committee to ensure that senior residents have a voice and to provide advice to Council on various issues such as leisure, healthcare, housing, aging, and more. Like many municipalities across the Province, Windsor is also working towards being more age-friendly. Windsor is proud to be recognized as an Age-Friendly community as the City demonstrates a strong commitment to age-friendly principles. The City’s Age-Friendly Action Plan identifies over 70 recommendations to make Windsor more age-friendly.² Recommendations related to recreation are identified below (some of which have been achieved, while others are ongoing).

- Enhance the age friendliness of parks where appropriate and promote their use (e.g., include charging stations for electric wheelchairs, Wi-Fi, park equipment) - Ongoing
- Support the emerging field of age-friendly technologies for safety, independence, and recreation (e.g., internet, medication monitoring, safety monitoring, home alarms, etc.) – Ongoing
- Investigate opportunities to unite organizations offering lifelong learning opportunities through the development of a network – Achieved
- Develop and facilitate social and recreational opportunities that are sensitive to and target the needs and interests of diverse populations of older adults (including cultural and LGBTQ+ groups) – Achieved
- Enhance opportunities for homebound older adults to socialize and have recreation/fitness in their homes/apartment buildings through outreach - Achieved

With a growing segment of residents in their childbearing age (age 20-34), a modest increase in children and youth can be expected. Windsor is one of the 48 communities that is recognized as a Youth Friendly Community (a designation under the Play Works Partnership). This designation required Windsor to meet certain criteria to ensure that youth have a place to play. Not only does Windsor offer a broad range of recreation programs to encourage physical activity, the City also has a Youth Advisory Committee to ensure that youth have a voice in the community, issues that affect this age group are identified, and encourage civic engagement among youth.

Understanding the geographic distribution of each age group is also important as this provides insight into indoor and outdoor recreation needs across the City. For example, additional sports fields and playgrounds may be required in areas with high concentrations of children and youth. By contrast, community gardens and outdoor adult exercise equipment may be necessary in areas with a large proportion of older adults and seniors. The following pages illustrate the geographic population distribution of each age group.

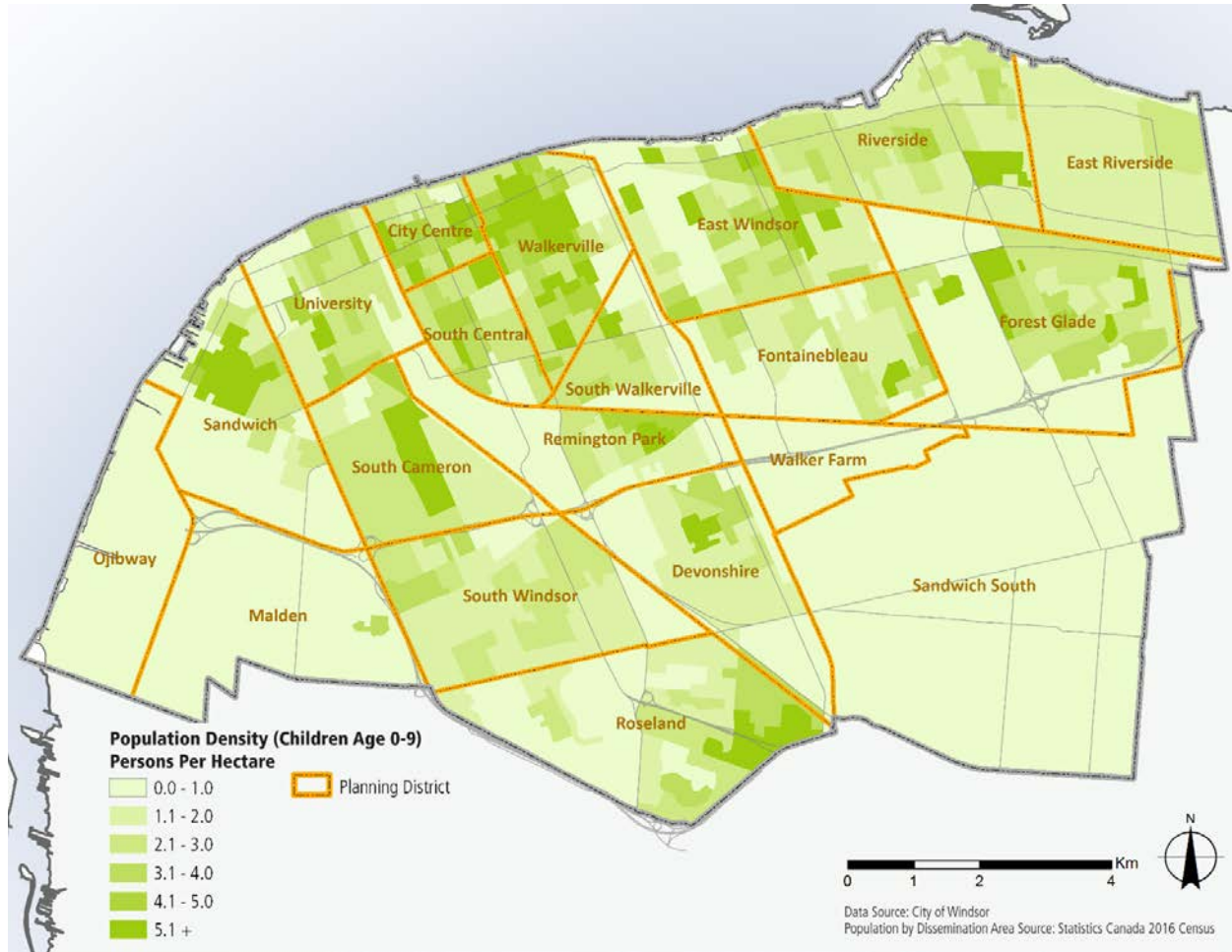


² City of Windsor. 2017. Age-Friendly Windsor. Retrieved from <https://www.citywindsor.ca>

Distribution of Children

Children between the ages of 0 and 9 years make up approximately one out of ten Windsor residents (11%) and thus their population density is generally low across the City. Figure 4 illustrates that the Walkerville, Sandwich, Roseland, City Centre, East Windsor, Fontainebleau, and Forest Glade Planning Districts have an above-average density of children.

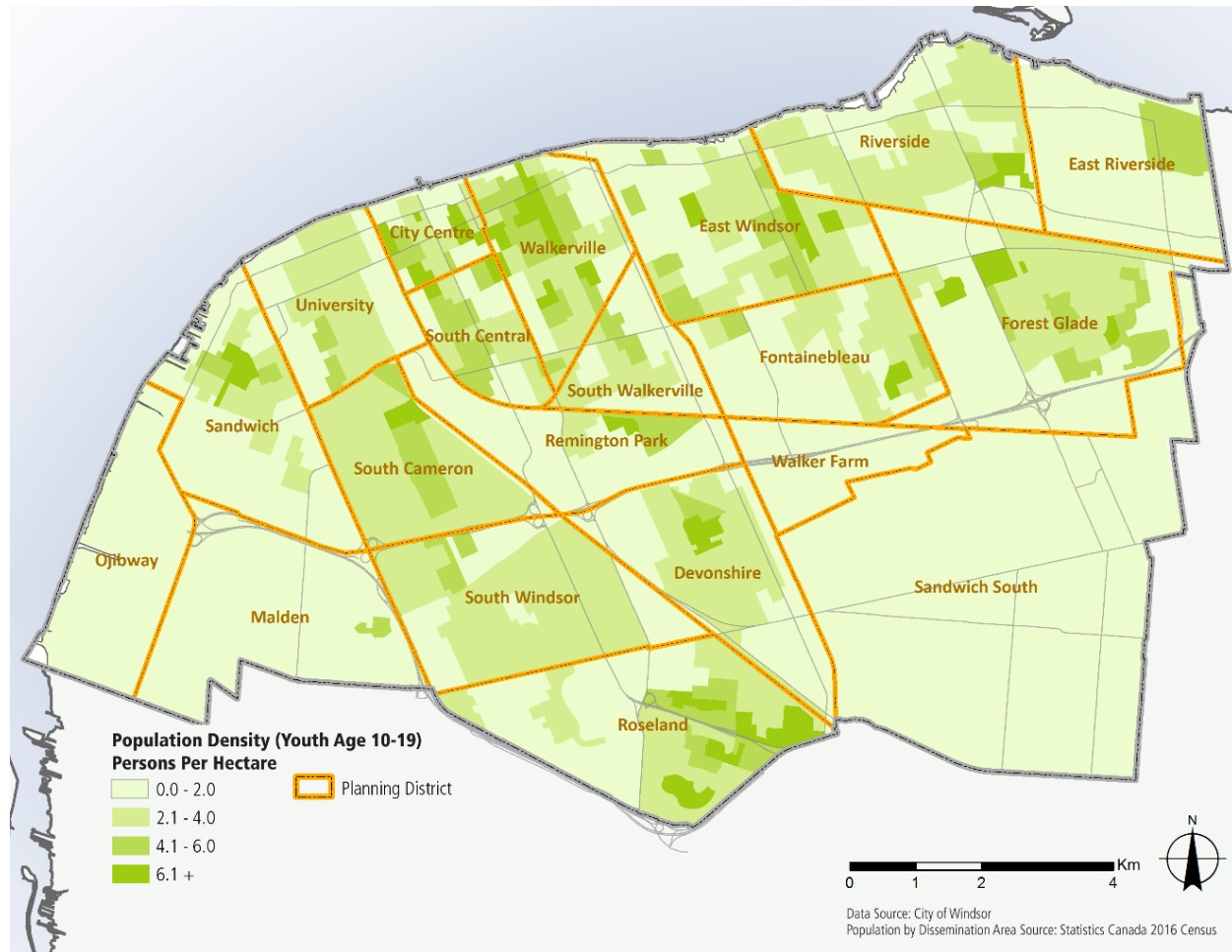
Figure 4: Population Density, Children Age 0-9



Distribution of Youth & Teens

Population densities of youth between the ages of 10 and 19 are highest in Walkerville, Sandwich, Roseland, City Centre, East Windsor, Remington Park, Riverside, and Forest Glade (Figure 5). During the planning period, the population density of youth in these Planning Districts can be expected to remain relatively stable or increase, given the number of children living in these areas.

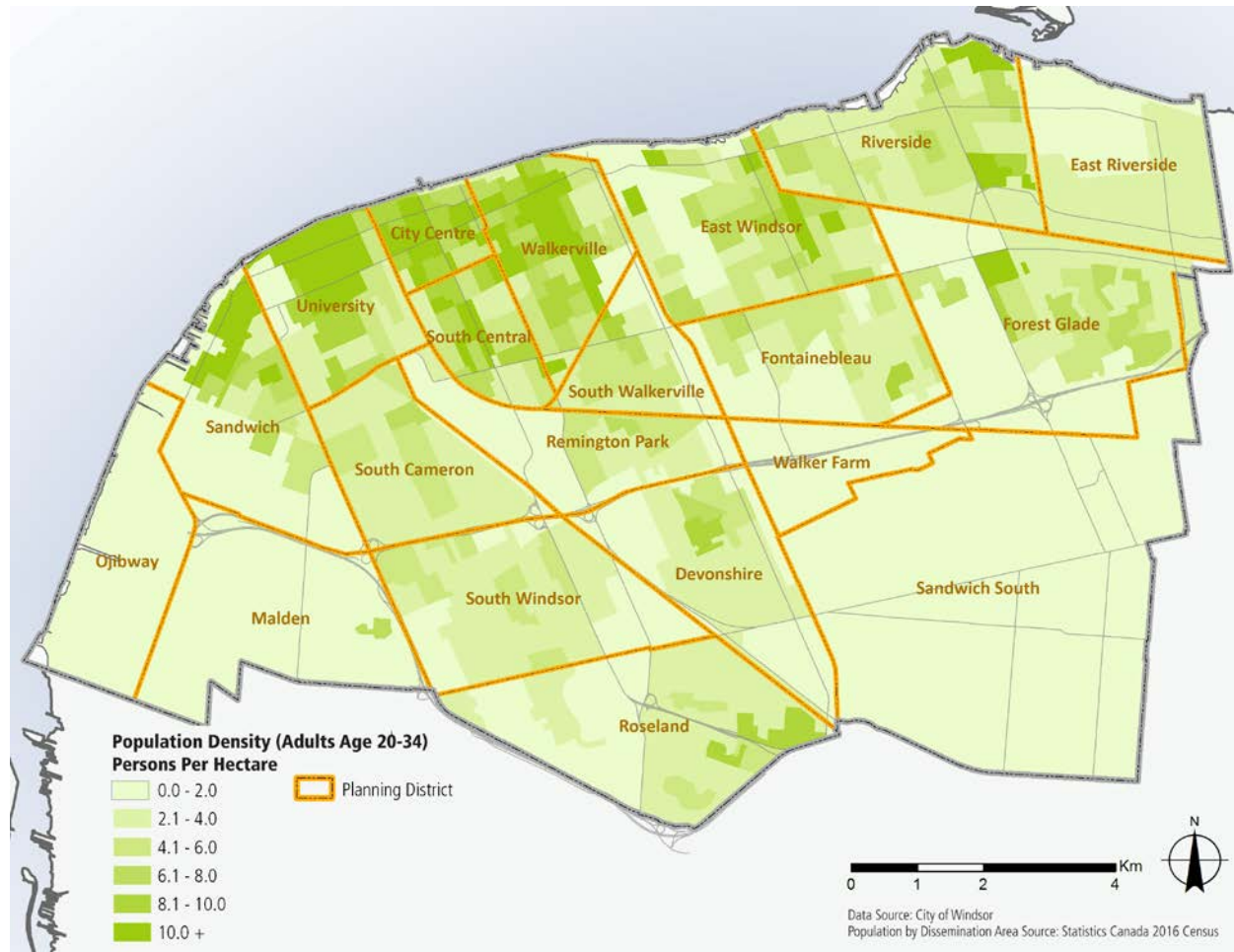
Figure 5: Population Density, Youth Age 10-19



Distribution of Younger Adults

The highest population densities of adults between the ages of 20 and 34 are found in the University, City Centre, Walkerville, South Central, and Sandwich Planning Districts (Figure 6). This distribution pattern is influenced by post-secondary students and rental housing opportunities associated with the University of Windsor and St. Clair College.

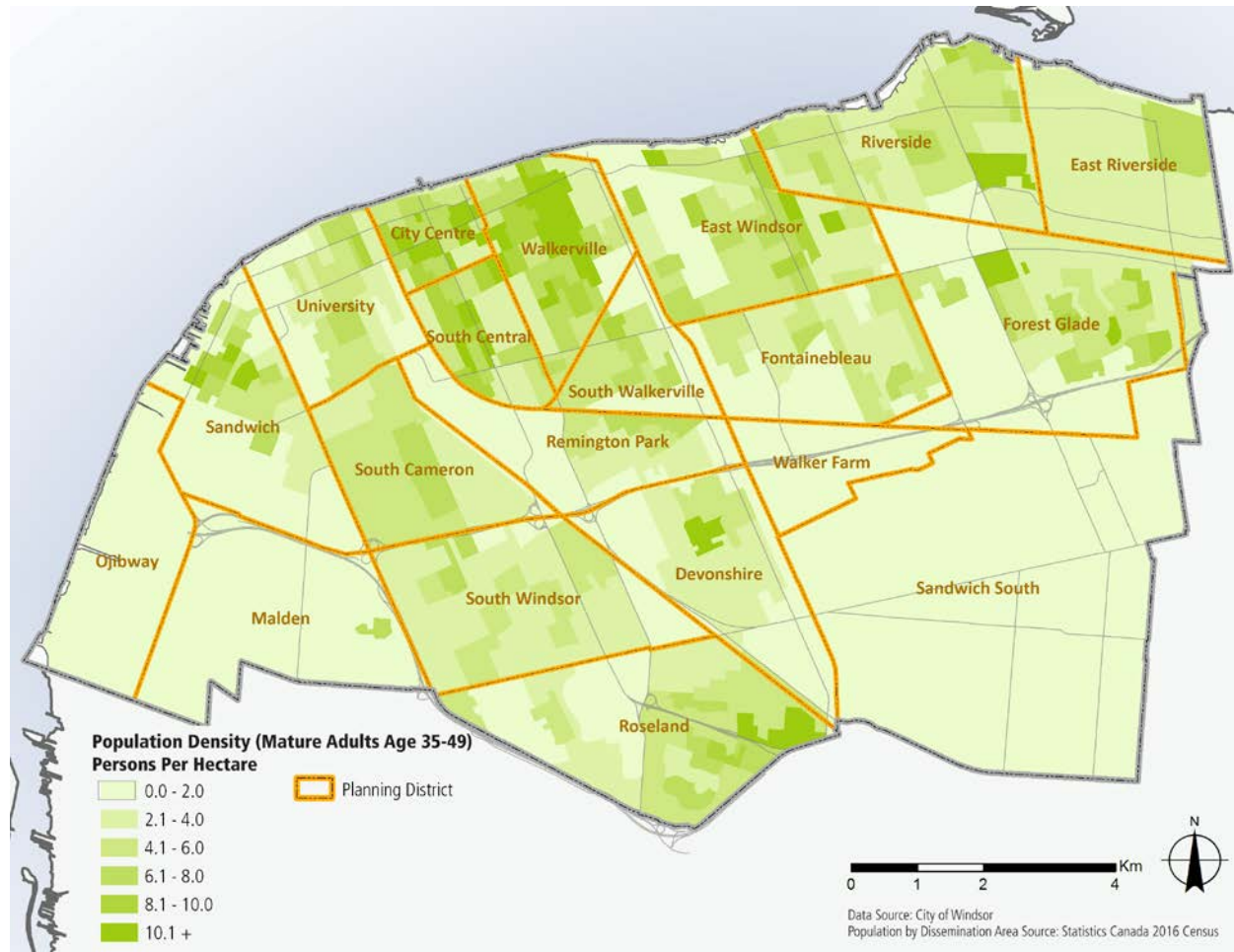
Figure 6: Population Density, Adults Age 20-34



Distribution of Mature Adults

The population density of mature adults between the ages of 35 and 49 is distributed throughout the City. Planning Districts with the highest population density of mature adults include Walkerville, City Centre, South Central, Sandwich, Roseland, East Windsor, Riverside, and Forest Glade, which coincides with the higher density of youth in these areas (Figure 7).

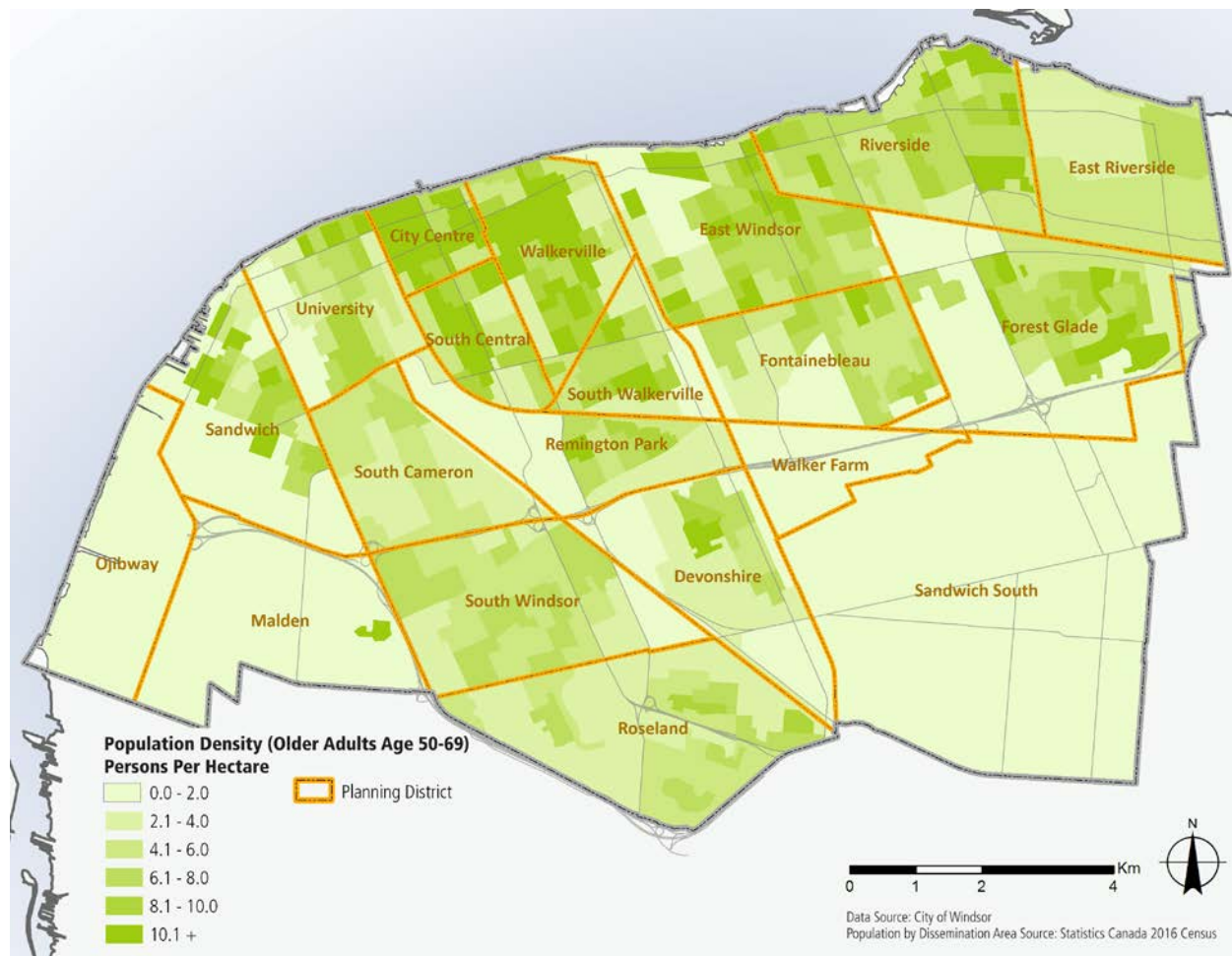
Figure 7: Population Density, Mature Adults Age 35-49



Distribution of Older Adults

The distribution of older adults falling between the ages of 50 and 69 is predominantly located in the Windsor’s northern areas. Planning Districts with the highest density of older adults include City Centre, South Central, Walkerville, South Walkerville, East Windsor, Riverside, and Forest Glade (Figure 8). These northern Planning Districts have been established for some time and as a result, residents living within these areas tend to be older.

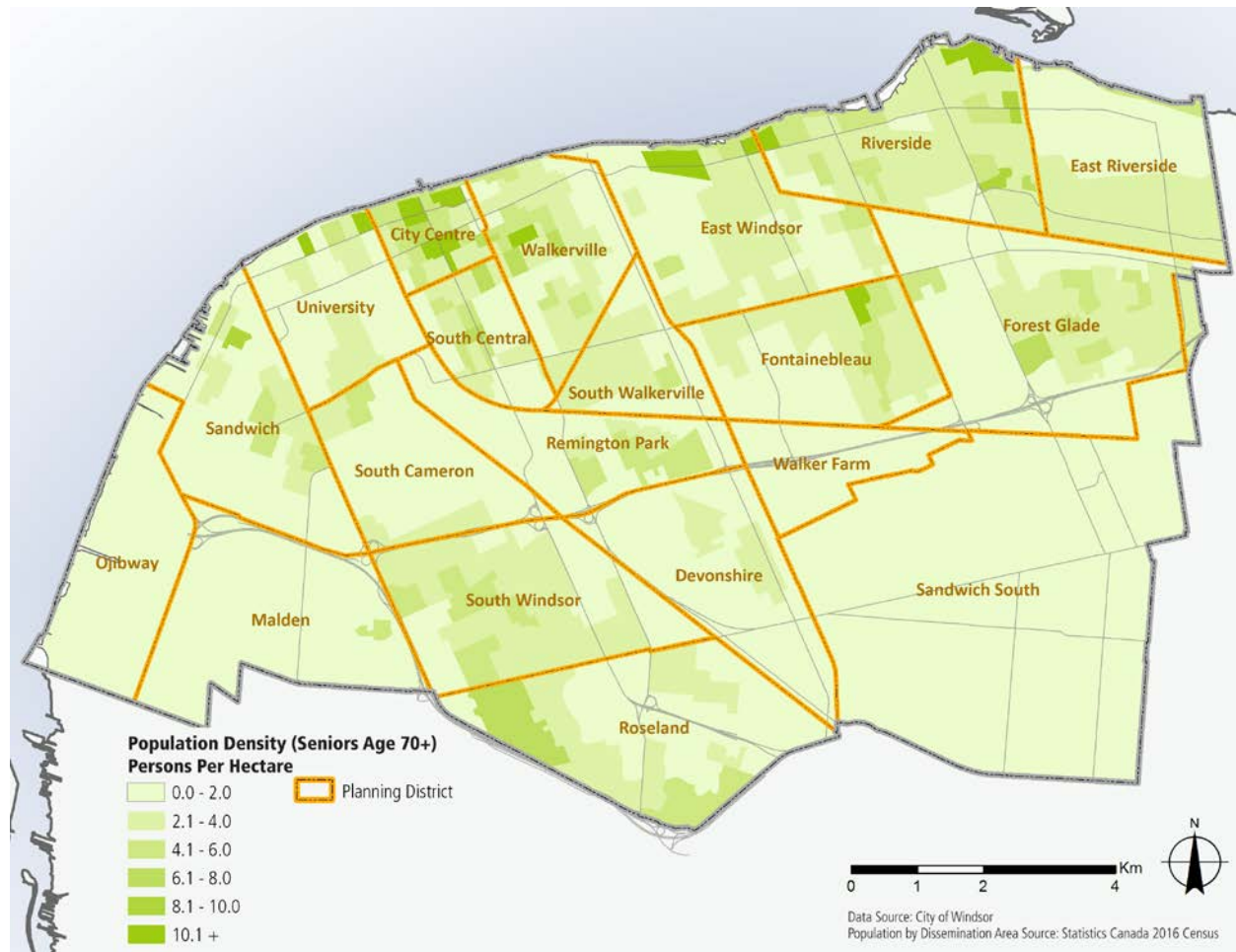
Figure 8: Population Density, Older Adults Age 50-69



Distribution of Seniors

The distribution of seniors (age 70+) is generally balanced across the City (Figure 9). The highest density of seniors can be found in the Planning Districts of City Centre, Walkerville, East Windsor, Riverside, and Fontainebleau, all of which are within close proximity of Windsor’s two Life After Fifty seniors’ centres.

Figure 9: Population Density, Seniors Age 70+



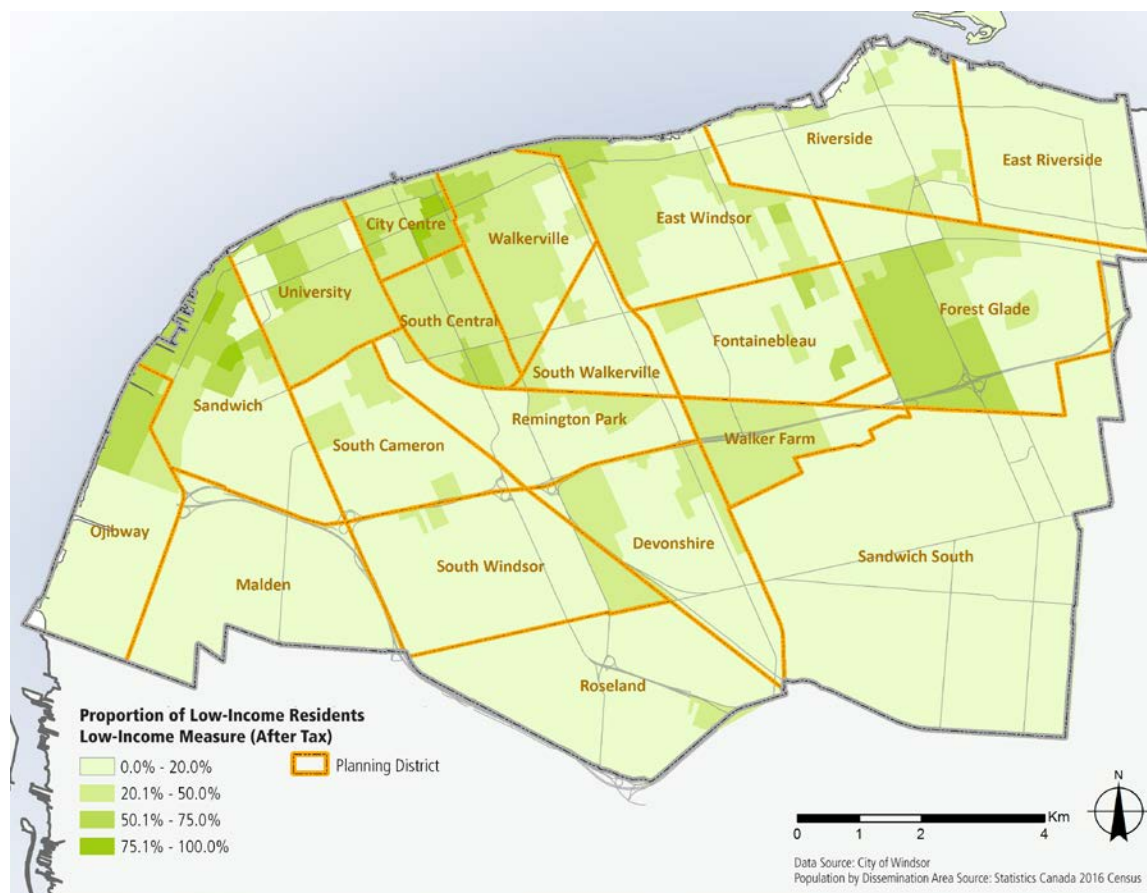
2.4 Distribution of Income

The median income of Windsor households was \$55,450 in 2015, which was lower compared to the Province (\$77,287) and Essex County (\$66,658). As discussed later in this report, trends suggest that participation in recreation is proportional to household income. Based on income alone, this trend suggests that Windsor residents may not be as physically active compared to their provincial and county counterparts.

The need to ensure that affordable, low-cost and/or free activities, programs and services are available is further highlighted by looking at the proportion of residents living in low-income households. The 2016 Census reported that nearly one out of four residents (23%) lives in a low-income household based upon the Low-Income Measure (after tax) or LIM-AT. The proportion of Windsor residents living in low-income households is higher compared to the Province (14%) and Essex County (16%). This reinforces the need to ensure that a degree of affordable recreation opportunities are made available to minimize participation barriers faced by low-income individuals.

Figure 10 illustrates the distribution of residents living in low-income households. The largest concentrations of residents living in low-income households are located in the City Centre, University, South Central, Walkerville, East Windsor, Sandwich, and Forest Glade Planning Districts. It is recognized that some of these Planning Districts also have higher densities of children and youth. More broadly speaking, the 2016 Census reported that one-third (33%) of residents under the age of 17 live in low-income households (compared to 18% in Ontario and 23% in Essex County). Ensuring that these key age groups have convenient and affordable access to recreation opportunities is paramount given that research reported higher levels of physical inactivity among children and youth (as discussed in the next section).

Figure 10: Proportion of Low-Income Residents, Low-Income Measure After Tax



Section 3: Recreation Trends to Consider



A broad range of trends influences how the City delivers recreation facilities, programs, and services. This section explores some of these trends at the national or provincial level and identifies their implications in the local context.

3.1 Trends in Participation

Increasing Rates of Physical Inactivity

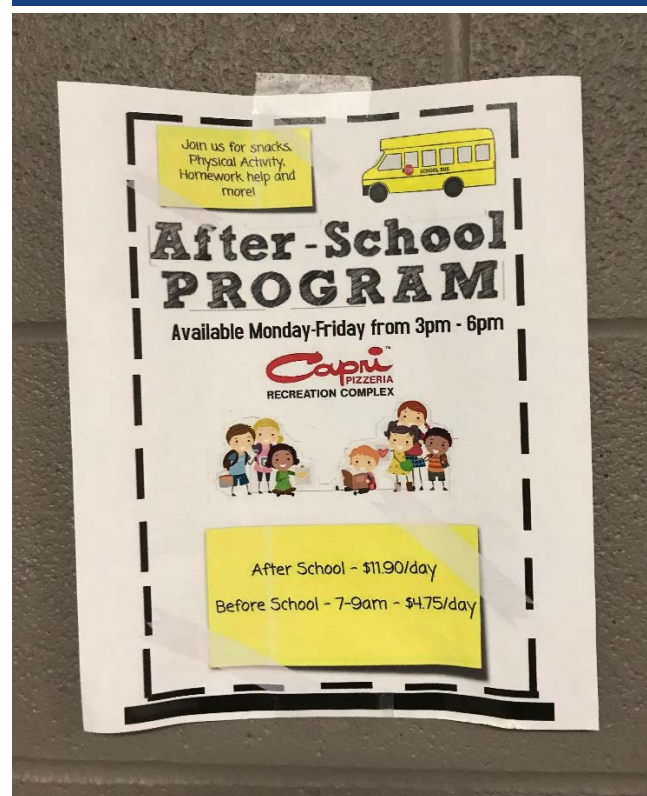
The 2016 ParticipACTION Report Card on Physical Activity for Children and Youth in Canada rated overall physical activity a “D+”, which is a marginal increase from the “D-” rating from the last four years,³ suggesting that there has been a minimal increase in physical activity levels. The Canadian Society for Exercise Physiology recommends that children and youth get an average of 60 minutes of physical activity per day, and 150 minutes per week for adults.^{4,5} However, research suggests that very few people are meeting these requirements.

These statistics suggest that there is a long way to go towards improving physical activity levels. Research found that in order to increase physical activity levels among children and youth, parents must also be physically active. Children and youth are more likely to be physically active if they spend more time outside or are enrolled in organized sports, leagues, and lessons.⁶

Windsor and Essex County is working to improve physical activity levels in the region. Windsor-Essex was one of 45 communities selected to participate in the Healthy Kids Community Challenge and through this project, Windsor-Essex received \$525,000 over a three year period to improve physical activity levels. As part of this Challenge, a Community Needs Assessment was undertaken to understand the state of community health, barriers, and opportunities for physical activity in Windsor-Essex.⁷

“The City of Windsor's recreational opportunities need to be diverse, affordable and communicated in a fun, simple manner to ensure increased mental health well-being and social inclusion.”

~ Resident comment



³ ParticipACTION. 2018. 2018 ParticipACTION report card on physical activity for children and youth. Retrieved from <https://www.participaction.com>
⁴ CSEP. Canadian 24 Hour Movement Guidelines for Children and Youth. Retrieved from <http://www.csep.ca>
⁵ CSEP. Canadian 24 Hour Movement Guidelines for Adults aged 18 to 64. Retrieved from <http://www.csep.ca>
⁶ Statistics Canada. 2017. Ten years of measuring physical activity - what have we learned? Retrieved from <https://www.statcan.gc.ca>
⁷ Healthy Kids Community Challenge. 2016. Community Needs Assessment. Retrieved from <https://www.citywindsor.ca>

The Community Needs Assessment found a number of interesting statistics including:

- 60% of residents living in Windsor and Essex County (age 12+) rated their overall health as very good or excellent.
- The majority of school-aged residents in Windsor and Essex County (age 10-14) spent four hours or less per day during their free time (after school) engaged in sedentary activities such as watching television, texting, or using the computer.
- Approximately one-third (31%) of Windsor and Essex County residents reported being active during their leisure time, while 46% reported being inactive.
- The most common physical activities in Windsor and Essex County were walking, organized sports, home-based exercise, aerobics classes, swimming, and cycling.
- A broad range of barriers to participating in physical activity was reported, including:
 - Time commitments and challenges with balancing work and family responsibilities
 - Some parks and recreation facilities lacked the facilities that they desired
 - Public and neighbourhood safety (e.g., walking to locations to engage in physical activity is perceived to be unsafe)
 - The high cost of participating in some physical activities, particularly with organized sports
 - The distance to travel to the locations of sport opportunities was too far
 - Lack of opportunities to be active at school
 - The absence of a supportive adult to encourage children and youth to be physically active

Strategies to improve physical activity levels include: increasing active play opportunities in schools; improve school facilities for physical activity, address cost barriers for youth to participate in sports or recreation programs; and improve walkability of neighbourhoods.

Lack of Free Time

A lack of free time is commonly identified as the number one barrier to participating in physical activity. Municipalities are often faced with the challenge of overcoming this barrier from a service delivery perspective, as it is a societal issue that communities have limited ability to directly influence. There are, however, solutions that can be implemented to mitigate the impacts of the time crunch and competition from sedentary activities. Some municipalities have practiced extended hours of operation to allow residents to participate at times that are most suited for their needs.

Providing more unstructured programs can also facilitate opportunities to participate as casual drop-in activities are often highly desirable, driving the need for indoor and outdoor spaces that facilitate unstructured or drop-in activities. People with busy schedules are increasingly seeking spontaneous, non-programmed forms of activities that fit into their schedules. The City has recognized the need to provide residents with a variety of opportunities to participate by offering a range of recreation activities during different days and times during the week, as well as public skating, swimming, and drop-in basketball activities.

The City also offers a broad spectrum of outdoor recreation facilities oriented towards unstructured play and passive activities that residents can participate in at their own convenience, such as open green spaces, hard surface courts, and more. Additionally, the City boasts an extensive active transportation network to meet the unstructured recreational needs of residents and visitors, including over 1,000 kilometres of sidewalks and trails, 50 kilometres of bike lanes, and 130 metres of multi-use pathways. The provision of cycling trails is guided by the 2019 Active Transportation Master Plan and 2019 Off-Road Cycling Plan to further bolster walking and cycling opportunities.

3.2 Trends in Inclusivity

Affordability

The Canadian Fitness and Lifestyle Research Institute found that participation in physical activity is proportional to a household's income.⁸ This trend suggests that households with higher incomes are more likely to participate in sports and physical activities compared to households with lower incomes. This trend is consistent with other trends that suggest that the rising cost of recreation activities, particularly in organized sports, is a barrier to participation. In a report prepared by CIBC, the cost of enrollment and the cost of equipment were identified as the two primary barriers to participating in sports.⁹ In a separate study by Ipsos-Reid, it was found that Canadian parents spend an average of \$1,120 per year on extracurricular activities for children.¹⁰

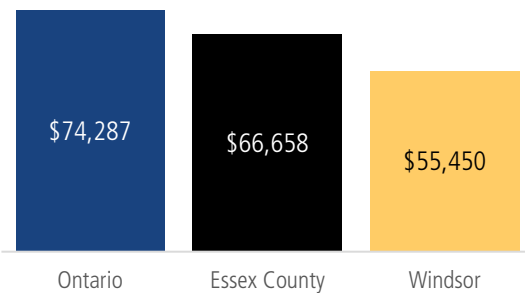
As discussed in Section 2.4, the Census income of Windsor households is lower compared to the Province (\$74,287) and Essex County (\$66,658), and substantially more Windsor residents (23%) live in low-income households compared to the Province and Essex County. These results suggest that based on income alone, Windsor residents are not as likely to be physically active compared to their provincial and county counterparts. The City strives to minimize income-related barriers to participation through its Pathway to Potential program that offers financial assistance to those in need. The program is designed to ensure that residents can participate in recreation and community programs regardless of their income status. In 2017, the City's Pathway to Potential program benefitted over 4,300 children, who collectively received over \$289,000 in financial assistance for recreation programs.

Additionally, the City encourages families to explore external financial subsidy programs such as those offered by the private sector, community organizations, and sports groups for supplementary assistance. As an example, the Canadian Tire Jumpstart Program distributes over \$20 Million across the country,¹¹ with over 1,000 children in Windsor receiving Jumpstart funding each year. That amounts to over \$120,000 in financial assistance for children in the city.¹²

Engaging Diverse Cultural Groups

Windsor is a mosaic of cultural diversity and as a result, its cultural make-up influences the types of indoor and outdoor recreation facilities, programs, and services that are in demand. Many cultures view recreation

2015 Median Household Income



Source: Statistics Canada

“Providing recreation opportunities that are accessible to marginalized groups is very important.”

~ Comment from a Master Plan Focus Group

⁸ Canadian Fitness & Lifestyle Research Institute. Retrieved from <http://www.cflri.ca>

⁹ CIBC. 2014. KidSport Study. Retrieved from <http://www.kidsportcanada.ca>

¹⁰ Ipsos-Reid. 2017. More than Half (54%) of Canadians Families are Financially Strained From Their Kids' Extracurricular Activities – One in Four (27%) Has Gone into Debt as a Result. Retrieved from <https://www.ipsos.com>

¹¹ Canadian Tire Jumpstart. 2017. Retrieved from <http://canadiantire.scene7.com/>

¹² 2016 City of Windsor Recreation and Culture Community Impact Report. Retrieved from <https://www.citywindsor.ca>

opportunities as family events and are more inclined to pursue activities together. Windsor's strategy of grouping services together at multi-use facilities allows all members of a family to participate under one roof, without travelling to multiple facilities or parks.

Over one-quarter (28%) of Windsor residents are immigrants, which is on par compared to the Province (29%) and higher than Essex County (22%). Over 7,000 immigrants arrived in Windsor between the 2006 and 2011 Census, and between the 2011 Census and 2016 Census Windsor attracted over 9,000 immigrants. These findings suggest that Windsor is becoming more diverse, which is consistent with trends observed in other large urban municipalities in Ontario. Statistics Canada also reported that 27% of residents are visible minorities, with the largest groups identifying as Arab, Black, South Asian, and Chinese. Fortunately, there are a number of organizations in Windsor and Essex County that are dedicated to providing various supports to newcomers and immigrants to ensure that they are integrated into Canadian society such as the Multi-Cultural Council of Windsor & Essex County and Windsor Women Working with Immigrant Women. In addition to attracting a diverse group of immigrants, Windsor draws numerous refugees each year as the City is recognized as one of the communities participating in the Resettlement Assistance Program. Between 2015 and 2016, Windsor welcomed nearly 1,400 refugees and this number is expected to grow as more refugees arrive in Canada.¹³

Generally speaking, research reveals that new Canadians are interested in "active leisure" rather than organized sports. According to the Institute for Canadian Citizenship, the top activities newcomers tried at least once were walking (72%), swimming (64%), running (58%), working out at the gym (53%), cycling (50%), and fitness classes (45%). It is likely that these activities are appealing to newcomers since they are all self-scheduled and generally more affordable, and can be done alone or as a family. In terms of organized sports, the most popular that are played regularly are soccer (18%), badminton (12%), tennis (11%), table tennis (9%), and basketball (9%).

While existing immigrants may be accustomed to traditional recreation activities that are highly established in Windsor, it is critical for the City to respond to the recreational needs of new residents through strategies such as distributing financial assistance, providing materials in alternative languages, equipment rentals, providing culturally-sensitive programming, educating residents about the safety of sports, and more. It is recognized that the City and its community partners already implement some of these strategies. The City's Cultural Master Plan also contains additional strategies for enhancing and recognizing Windsor's diverse community profile.

Engaging Persons with Disabilities

The 2012 Canadian Survey on Disability reported that approximately 3.8 million Canadians were living with a disability, representing 13.7% of Canadians and 15.4% of Ontarians (an updated survey was undertaken in 2017, although the results have not been released).¹⁴ Applying the 2012 provincial rate to Windsor's population leads to an estimate that potentially 33,700 residents could have some form of disability in the City. Given these statistics, the importance of ensuring that Windsor's recreation system is inclusive of persons with disabilities is recognized.

Ontario has been responsive to this growing segment through enacting the *Accessibility for Ontarians with Disabilities Act* (2005), which is intended to "improve opportunities for persons with disabilities and to provide their involvement in the identification, removal, and prevention of barriers to their full participation in the life of the province." In accordance with the Act, the City has a Windsor Accessibility Advisory Committee whose mandate is to advise on the preparation of annual accessibility plans, as well as to advise Council on a broad range of matters. From a recreation program perspective, the City's Activity Guide

¹³ City of Windsor. Welcoming refugees. Retrieved from <https://www.citywindsor.ca>

¹⁴ Statistics Canada. 2012. A profile of persons with disabilities among Canadians aged 15 years or older, 2012. Retrieved from <https://www150.statcan.gc.ca/>

emphasizes the fact that assistance is available to residents with disabilities to fully engage in recreation programs. Financial assistance is also available for persons with disabilities.

3.3 Trends in Facility Design

Community Hubs

A community hub is a central access point for a range of needed health and social services, along with cultural, recreational, and green spaces to enhance community life. A community hub can be a school, neighbourhood centre, an early learning centre, a library, an elderly persons' centre, a community health centre, a surplus government or institutional building, a place of worship, or another public space. This concept has been gaining traction across the Province as it offers tremendous social benefits, strengthens community cohesion, and fosters enhanced quality of life by providing a central location to deliver a range of services. In 2015, the Province of Ontario published "Community Hubs in Ontario: A Strategic Framework and Action Plan" to assist in the planning and delivery of integrated hub projects.

The Gino & Liz Marcus Community Complex is a local example where a former school was repurposed into a community hub through which residents can access a broad range of community services offered by the City and community/agency partners. In addition to functioning as a municipal community centre where residents can engage in various recreation and community programs and services, space is leased to a number of community organizations including St. John Ambulance, Autism Ontario, New Beginnings, Centre Francophone pour Immigrants, South Essex Community Council Employment Edge, Nurse Practitioner Clinic, and others. The Gino & Liz Marcus Community Complex is particularly beneficial to at-risk and newcomer residents living in and around the Ford City community who frequently use the community centre to access recreation and community services.

Repurposing Aging Facilities

Changing demands and participation levels, as well as evolving facility requirements, have led to underutilized or surplus recreation facilities in many communities across the Province. In order to optimize the use of community space and public tax dollars, municipalities have assessed opportunities to repurpose underutilized space to alternative uses that are in demand. For example, many municipalities have been re-evaluating their arena supply as trends suggest that participation in ice sports has slowed. Other municipalities have been re-purposing underutilized sports fields due to similar factors.

Facility studies have led to the repurposing of aging and underutilized recreation facilities to alternative spaces that are in demand such as indoor sports fields (e.g., Syl Apps Community Centre in Paris, Ontario), gymnasiums (Ken Giles Recreation Centre in Brampton), indoor playgrounds and walking tracks, community centres (Kingsdale Community Centre in Kitchener), youth centres (Fusion Centre in Ingersoll), multi-purpose spaces, and other civic uses. As previously mentioned, the Gino & Liz Marcus Community Complex is a local example of repurposing a surplus school site.

Aging Infrastructure

In 2016, a survey was conducted by Statistics Canada and Infrastructure Canada to understand the supply, condition, and asset management strategies of various public assets. The survey found that municipal facilities that were considered to be in "very good" condition included multi-pad arenas, indoor 50-metre swimming pools, splash pads, stadiums, indoor sports fields, and tennis courts. By contrast, facilities that were identified to be in very poor condition included outdoor pools, outdoor ice pads, senior and youth

centres, wading pools, and outdoor sports fields.¹⁵ The deteriorating condition of municipal sports and recreation facilities can be attributed to a number of factors such as competing infrastructure priorities resulting in deferred maintenance and replacement, and old age.¹⁶

Past stimulus programs included the Recreation Infrastructure Canada Program, which was a joint initiative between the federal and provincial governments. The City of Windsor benefited from this program and received over \$3 million to upgrade, improve, or renovate the John Atkinson Memorial Community Centre, McHugh Park Soccer Complex, Adie Knox Pool, Ojibway Prairie Complex, Lanspeary Pool, and Mic Mac Pool.¹⁷ Windsor continues to invest in recreation facility renewal which includes replacing aging playgrounds (with accessible designs), repaving hard surface courts (in addition to the use of flex court surfaces), and undertaking general building maintenance projects as identified in the City's 2018 Capital Budget.

Designing Barrier-Free Spaces

The Accessibility for Ontarians with Disabilities Act (2005) speaks to the provision of barrier-free spaces under the Design of Public Spaces Standards; the Standards apply to the construction of various recreation facilities including playgrounds, trails, beach access routes, and outdoor spaces. Specifications include measurements related to slopes, surface types and treatment, ramps, and other technical requirements. The Standards also require new or replacement playgrounds to incorporate some level of accessible play components and features such as firm and stable surfaces.

As a best practice, the City of London has developed Facility Accessibility Design Standards to aid in the development of barrier-free municipal facilities, including indoor recreation facilities (such as arenas, halls, and pools) and outdoor recreation facilities (such as trails, playgrounds, and sports fields). These design standards are used by municipalities across Ontario, including the City of Windsor. The City's commitment to inclusive design is demonstrated through the development of accessible playgrounds across the City. The redevelopment of Riverside Miracle Park will have a barrier-free ball diamond, playground, and other inclusive park components through the efforts of the Riverside Minor Baseball Association and others. This project follows in the footsteps of other barrier-free ball diamonds in Amherstburg, Ottawa and certain other municipalities. The Abilities Centre in Whitby is another example of a barrier-free sports and fitness complex that is inclusive of all users, regardless of ability. In accordance with the City's Multi-Year Accessibility Plan, the City expressed its commitment to minimizing barriers in the construction of new or extensively renovated recreation spaces in accordance with the Design of Public Spaces Standard, specifically with respect to recreation trails, walkways and playgrounds.

Green Design

Environmental concerns are often top of mind issues among many Canadians as there is an increasing need to make efficient use of natural resources. Many municipalities demonstrate environmental awareness in the design and redevelopment of facilities that integrate state-of-the-art technologies to enhance environmental efficiency. The design of environmentally-friendly facilities is promoted by the Canadian Green Building Council, which governs the Leadership in Energy and Environmental Design (LEED) rating system in Canada. To obtain LEED certification, a facility must meet rating standards in sustainable development, water savings, energy efficiency, materials, and indoor environmental quality. Green Globes and BOMA Best are other national sustainability certification programs designed to assess environmental performance and management of existing and newly constructed buildings.

¹⁵ Statistics Canada and Infrastructure Canada. 2016. Canada's core public infrastructure survey. Retrieved from <https://www150.statcan.gc.ca>

¹⁶ Canadian Infrastructure Report Card. 2016.

¹⁷ Recreation Infrastructure Ontario Funded Projects. Retrieved from <http://www.ic.gc.ca>

The City confirmed its commitment to protecting the environment through its Environmental Master Plan (2017) and Community Energy Plan (2017). Both documents were developed in an effort to identify strategies to reduce greenhouse gas emissions, improve energy efficiency, support the local economy, and improve overall quality of life in Windsor. The Environmental Master Plan also recommended that the City should incorporate environmental themes into recreation programming. The City also constructed the Ojibway Nature Centre as a LEED Silver facility. Regionally, the Libro Credit Union Centre in Amherstburg (opened in 2011) is recognized as a LEED Silver facility, boasting environmentally-friendly design including the use of efficient and resource-reduction technologies, sustainable and locally-sourced materials, and more.

Elite Training, Competition and Sport-Friendly Facilities

Sport participation has historically been a seasonal activity that is weather dependant; however, there is a growing demand for facilities that allow users to continually train and develop as athletes on a year-round basis. This has led to the emergence of training organizations and facilities that specialize in athletic development such as indoor artificial sports fields, sport courts, and aquatic centres. These types of elite facilities are primarily provided by the private sector (sometimes through aging and/or converted municipal facilities) and post-secondary institutions. They are often state-of-the-art competition facilities, offering regulation-size playing areas, spectator seating, timing and score keeping equipment, and other supporting recreation spaces (e.g. fitness centres).

While not all municipalities may focus on providing elite-level facilities, positioning their facilities to be sport-friendly can be beneficial in attracting regional events and tournaments. Hosting tournaments draws a number of sport tourism benefits and offers potential economic spin-offs for restaurants, hotels, and other commercial proprietors, which are important considerations for visiting teams and municipal hosts. According to the Canadian Sport Tourism Alliance, the national sport tourism industry generates over \$3 billion a year. Common design considerations for sport-friendly recreation facilities and programs are identified below.

Aquatic Centres: While most nationally/internationally sanctioned swimming competitions require a 50-metre pool or greater (such as the WIATC), 25-metre pools are suitable for athletic development, particularly when supported by diving boards, timing equipment, bleachers, and secondary warm-water tanks.

Arenas: NHL-size ice pads ensure that athletes are practicing and playing on appropriately-sized rinks. NHL-sized rinks also allow minor hockey organizations to align programs to new requirements established by the Ontario Minor Hockey Association, which require that players under the age of eight play on cross or half ice configurations to support skill development.

Sports Fields: Sports field sizes have evolved to meet Long Term Player Development standards. Multi-field sports complexes are ideal for hosting tournaments, especially when supported by field lighting, irrigation, parking, washrooms, change rooms, and other common amenities.

The WIATC is a local example of a premier municipal facility that is one of the top indoor pools in Canada. The WIATC serves the community and draws sport tourism from the local to international level. On an annual basis, the WIATC attracts approximately 20 aquatic competitions such as the Swim Canada Eastern National Championship and UANA Artistic Swimming Competition, as well as annual events hosted by the Windsor Aquatic Club, Windsor Essex Swim Team, Windsor and Essex County Secondary Schools Athletic Association, and South Western Ontario Secondary School Athletic Association.¹⁸ The OHL arena at the WFCU Centre is another example of the City's efforts to draw sport tourism from beyond municipal boundaries, showcasing Windsor's leading edge recreation facilities and generating economic spinoffs that benefit local business. There are a number of other non-municipal examples of training facilities in Windsor such as the Novelletto

¹⁸ 2016 City of Windsor Recreation and Culture Community Impact Report. Retrieved from <https://www.citywindsor.ca>

Rosati Sports & Recreation Complex and Central Park Athletics. The University of Windsor's St. Denis Athletic & Community Centre, along with the St. Clair College Sportsplex provide recreational space for use by their student base and Windsor residents. Both of these post-secondary facilities are proposed to undergo expansion and various improvements in the coming years.

Multi-Use Parks and Facilities

There is an ongoing and growing demand for recreation facilities that contain something for everyone, rather than being designed for singular uses. While single use spaces and facilities have merit in appropriate locations, multi-use parks and recreation facilities provide several benefits such as the ability to provide opportunities for a range of ages and abilities, and allowing families to participate under one roof instead of driving to multiple locations. From a development and management perspective, multi-use parks and facilities achieve efficiencies in construction, shared infrastructure, staffing, maintenance, scheduling, and common amenities.

Recognizing the benefits of multi-use parks and recreation facilities, smaller neighbourhood-level community centres also play a key role in providing convenience and accessible meeting and program spaces that are walkable. This approach to facility provision has been successful in many municipalities such as the City of Kitchener, which provides 14 community centres across the City. Other municipalities have considered the need to re-purpose and/or decommission neighbourhood-level community centres due to old age, being underutilized, or being at capacity and unable to effectively serve the neighbourhood. The City of Windsor provides a mix of multi-use recreation complexes such as the WFCU Centre and Capri Pizzeria Recreation Complex that offer a range of major recreation facilities with flexible spaces. There are also a number of community centres in the City that serve similar functions, although at a smaller scale. These spaces are complemented by outdoor multi-use parks (such as Mic Mac Park and Jackson Park), which are generally considered to be drive-to locations, as well as smaller walkable neighbourhood parks.

3.4 Trends in Service Delivery

Volunteerism

Volunteers are essential to the operation and delivery of high quality recreation programs and services where communities rely heavily on their assistance. Statistics Canada estimates that 47% of Canadians over the age of 15 volunteer,¹⁹ but experiences in other communities suggest that groups still struggle to find volunteers. This may be due to the fact that one-third (34%) of all volunteer hours were contributed by 5% of total volunteers.

Youth that are 15 years of age and under represent the smallest proportion of volunteers, resulting in the need to engage these individuals early on to improve the likelihood of retaining volunteers in the future. The volunteer requirement to graduate high school has shown some promise to attract youth in volunteering, though success is largely measured by whether youth continue to volunteer beyond the 40 hour requirement. However, one of the most common barriers to youth volunteering is the lack of free time. More youth lead structured lives with school and organized sports, coupled with increasingly more employed youth resulting in the inability to make long-term commitments to volunteering. Other barriers identified are that youth are unable to find opportunities or they are unsure of how to get involved with volunteering, suggesting that there is a gap in communication between organizations and the community.

Seniors currently represent the most active volunteer group; however, it is anticipated that this group will soon move on from the volunteer workforce, resulting in greater pressures on the delivery of services and negatively impacting program capacity. This gap in the volunteer base opens opportunities to attract new

¹⁹ Statistics Canada. 2012. Volunteering in Canada. Retrieved from <https://www150.statcan.gc.ca>.

volunteers, particularly among youth and the baby boomer generation as they move through the mature stage of their lifecycle.

The City recognizes that volunteers are valuable community assets that make community programs and services possible. A strong volunteer base is also necessary for many of the City's special events and sports tournaments. There are various volunteer opportunities available for the public in the community including volunteering at Huron Lodge (a long term care facility), Life After Fifty, and Friends of the Court. Non-municipal organizations such as "WeVolunteer" also provide an online database where residents can find information about what volunteer opportunities are available in communities within Windsor and Essex County.

Partnerships/Sponsorships

Organizations such as conservation authorities, recreation associations, school boards, and non-profit groups offer access to recreation facilities, programs, and services throughout Windsor. These opportunities complement those that are offered through the City and are sometimes facilitated through informal understandings or formalized partnership agreements. The most successful partnerships are derived from common objectives to maximize efficiency and effectiveness, utilizing the skills and strengths of each group in delivering access and programming to recreation, while sharing responsibilities and minimizing risks (e.g. costs and liabilities).

Maximizing the resources of each party in a partnership is a beneficial way to increase the amount of physically accessible facilities, programs, and services provided that the public interest is maximized, and that partnerships fulfill the desired objectives of the City and its partners. For example, many municipalities provide facility space for programming, events, and activities, while the staffing responsibilities are provided by partnering with community organizations. Other private partnership opportunities exist with private sector businesses through sponsorships, project funding, and donations. These types of partnerships allow businesses to give back to the community, while gaining market exposure, although some corporate partnerships may result in community opposition with respect to negative stigmas associated with certain businesses and products that may encourage unhealthy or inactive lifestyles. Nevertheless, this trend towards an integrated provision approach is growing with the realization that communities cannot do it alone.

Sponsorships are another example of a partnership between the municipality and an organization such as private businesses, service clubs, community groups, sports organizations, individuals, and more. Municipal and corporate sponsorships are one of the fastest growing sectors in the sponsorship industry, and approximately two-thirds (66%) of Canadian municipalities are involved in some form of sponsorship.²⁰ Sponsorships provide municipalities with a source of revenue without the need to increase costs/fees to the consumer, while sponsors can reach a wide audience to promote a particular product or service. The City's Sponsor Windsor program offers organizations in the community the opportunity to sponsor a variety of municipal assets such as facilities, programs, and services. The City provides three different sponsorship opportunities including naming rights, advertising in the Activity Guide (140,000 guides are produced annually) and sponsoring special projects and community events through cash contributions, in-kind services, joint-promotions, and/or donations.²¹

²⁰ Partnership Group Sponsorship Specialists. 2018. The Changing Landscape of Sponsorships.

²¹ City of Windsor. 2018. Sponsor Windsor. Retrieved from <https://www.citywindsor.ca>

Integrating Technology into Recreation

The age of digital transformation has revolutionized every industry in multiple ways through its very definition of “the realignment of or investment in new technology, business models, and processes to drive value for customers and employees”. In recreation, these changes are being brought about by the growing demand to deliver holistic, outcome driven programming and services that meet the diverse needs of the community. The integrated application of technology in service delivery can assist in enhancing client experience beyond the walls of the recreation facility; engaging a wider segment of the population; and enabling staff to make informed decisions on the current needs and demands of the community. Whereas digital use can be targeted towards personalized services inside the facility, technology can also be used to connect and engage with individuals during their daily routine using social networks, programs, and services. Current trends towards the external application of technology in recreation can include the following:

- **Expanded Service Delivery:** The use of web, mobile, and cloud-based platforms can help users integrate recreational programs, services, and products in their daily lives. At present, Windsor’s website is a well-utilized resource for the promotion and coordination of recreation opportunities, together with the Activity Guide and ActiveWindsor.ca.
- **Wearable Technology:** The rapid emergence of wearable technologies has resulted in new ways that individuals are able to track their activity, performance, and progress in regards to their health and wellness.
- **Interactive and Immersive Fitness:** The development of virtual reality technologies has been combined with fitness activities to create entertaining, diverse, and functional workouts for people of all ages.
- **Connecting With Nature:** Outdoor apps have been developed that take advantage of GPS and network capabilities on mobile phones. Geocaching and mobile apps such as Strava (a social fitness network) encourage outdoor collaboration and socialization with others.
- **Social Networks:** Social networking apps such as Instagram and Facebook have enabled the proliferation of content and communities geared towards health and wellness. Content creators can create and share posts that can inspire, influence, and deliver recreational experiences, while simultaneously connecting with audiences in “real time” via Instagram Stories or Facebook Live.²² The City uses various social media tools including Facebook, Twitter, and YouTube (which engage a combined total of over 23,000 residents) providing Windsor and community organizations with an outlet to market City recreation facilities, events, programs, and services to a broad market of users.
- **Activating Parks and Recreation Spaces:** The use of technology in parks and recreation facilities has evolved how users interact with these spaces. For example, the integration of Wi-Fi and state-of-the-art technology within recreation facilities has created programming opportunities (e.g. virtual reality) and further bolstered the range of amenities offered to facility users. The use of technology can be used in other areas of the recreation landscape such as integrating musical systems within playgrounds, and LED park lighting.

²² City of Edmonton. 2018. Current State of Community and Recreation Facilities Report

Section 4: Community Input

- ### Ways to get involved
- Your input will help us to improve recreation facilities
1. Provide your comments to the **Information Centre**.
 2. Visit **RecMP.ca** to learn more and complete the survey. The survey closes on June 13, 2018. Hard copies are available at the Information Centre.
 3. Email questions or suggestions to recreation@cityofwindsor.ca

...ion facilities, programs, and
...ent and future residents
...s and **recommendations** to meet the
...hroughout the process to produce a community
...responsive Master Plan

Recreation Master Plan



Master Plan

Use a sticky note to help answer these questions!

4.1 Approach to Consultation

For the Master Plan to reflect Windsor’s unique needs, a comprehensive consultation process was employed to understand the perceptions, preferences, opinions, ideas, desires, and needs of the public. The consultation process is a foundational element of the Recreation Master Plan, and was guided by the following principles.



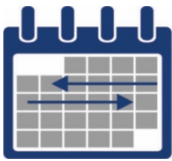
Transparency

Transparency throughout the Recreation Master Plan process was, and will continue to be, maintained by providing clear and consistent information to the public, as well as accurately reflecting the input and feedback collected from the public and stakeholders.



Openness

The community consultation process was open to all residents that wanted to be involved in the Master Plan. A broad range of consultation tools were used to collect public input and feedback, thereby ensuring many opportunities for people to become involved. While the consultation process was open to receiving input, it was made clear that not all input received from the public would translate into recommendations.



Timeliness

The timeline for the community consultation process was developed with a commitment to providing the public with advance notice of each consultation opportunity. The consultation process ensured that the public had a sufficient window of opportunity to provide feedback during and after the consultation initiative, where applicable.



Choice

The community consultation process utilized a varying range of input techniques and approaches that were designed around how the public was engaged. The consultation process included a mix of formal and informal events with the public, stakeholders, staff, and Council to solicit input, along with opportunities for written feedback.



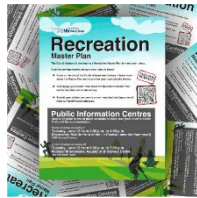
Collaborative

The community consultation process was, and will continue to be a collaborative effort between the Consulting Team, City staff, Council, and the public. The process provides an opportunity for groups to work together, brainstorm, and network with each other to identify issues, provide input, and collectively identify potential solutions.

It bears noting that the information and suggestions presented in this section do NOT represent recommendations, nor has the public input been altered even in instances where comments may incorrectly reflect the City’s actual policies, practices, or level of service provision.

4.2 Public Consultation and Stakeholder Engagement

The consultation process was guided by a detailed Public Consultation and Stakeholder Engagement Plan that outlined how the public and stakeholders would be informed of the planning process and provided opportunities to provide meaningful feedback. Consultation tools were carefully selected to be an effective, accessible, and efficient means of communication. Approximately 1,000 individuals and stakeholders participated in the planning process through one or more of the following ways:



A **Project Awareness Campaign** included a project webpage on the City’s website and e-mail link to establish an online presence, help foster awareness, facilitate easy feedback collection, and share information with the public. Tools used to promote the project included social media (e.g. Facebook), e-mails, posters, and word of mouth.



Two **Public Information Sessions** were held on June 12, 2018 at Devonshire Mall and the WIATC to engage the public and collect input regarding the strengths, challenges, and opportunities associated with recreation opportunities in Windsor.



A **Community Survey** was conducted in three languages (English, French and Arabic) to establish a broad picture of recreation participation, preferences, barriers, opinions, demands, and needs. A total of 697 surveys were completed.



A series of targeted **Stakeholder Focus Groups** were undertaken to obtain specific insights into major facility and program needs, explore ideas for prospective partnerships, foster a positive environment for the expression of creative ideas, and provide an opportunity for groups to network with each other.



City Staff Workshops with frontline staff and senior-level management within the Recreation Department identified strengths, weaknesses, opportunities and constraints related to, but not limited to, policies, facilities, programs, services, community development, organizational effectiveness, and partnerships. Ideas to develop a Vision, Mission, and Values statements for the Master Plan were also explored.



Interviews with members of Council and the CAO provided an opportunity for candid conversation. Discussion topics included recent accomplishments, suggestions to improve recreation in Windsor, priorities to address over the next five years, and more.



The public were encouraged to submit **written submissions** throughout the process to be considered as a part of the Master Plan process.

In addition, meetings with the Project Executive Committee to review and provide feedback on key deliverables were undertaken.

4.3 Summary of Consultation Themes

A broad range of comments were expressed throughout the consultation process. Figure 11 highlights the most common themes that were heard based on the opinions, preferences, and priorities of the public, stakeholders, staff, and Council. These themes, which are identified in no particular order of importance or priority, were used to inform the Master Plan.

Figure 11: Summary of Key Consultation Themes



4.4 Public Information Centres

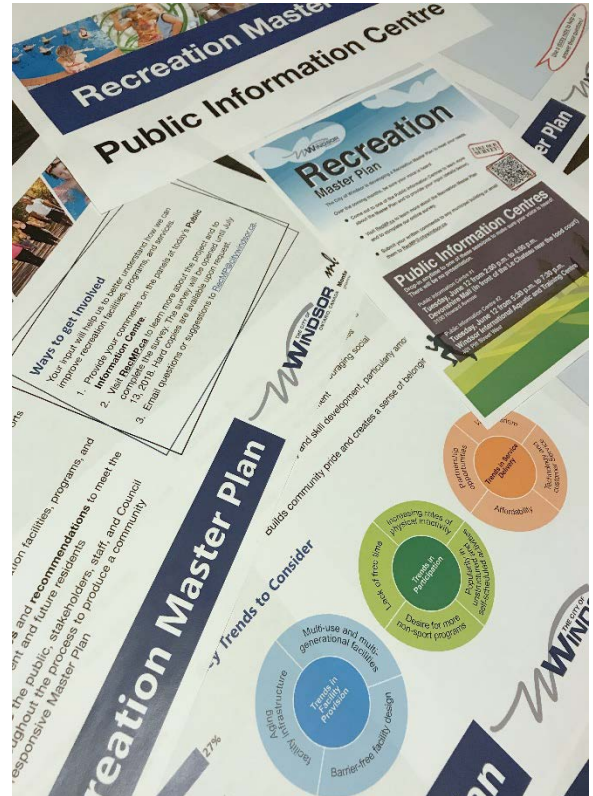
Two Public Information Centres were held on June 12, 2018 to formally introduce the Master Plan to the public, to engage residents to contribute their ideas, and to promote the community survey. An afternoon session was held at Devonshire Mall and an evening session was held at the WIATC. Attendees arrived at their convenience to review information displays, share their thoughts with the Consultant and City Staff, and respond to a series of recreation questions, which are summarized below.

Participants at the Public Information Centres identified a number of reasons why they enjoy living in Windsor. Generally speaking, residents spoke highly about its public transportation system, proximity to Detroit, and its wide variety of recreation opportunities including sports and swimming.

A number of suggestions were offered to improve indoor recreation facilities. A number of comments were received relating to indoor pool improvements, such as an indoor beach. Other strategies to improve indoor recreation facilities included constructing a new community centre in Ward 8, building an indoor sports field, and converting Windsor Water World into a community hub for youth to access recreation and community programs and services, similar to the Fusion Centre in Ingersoll.

With respect to improving outdoor recreation facilities, a number of suggestions were received regarding the desire for improved on and off-road trail infrastructure, particularly for cycling and mountain biking. Of note, the City has a 2019 Active Transportation Master Plan and a 2019 Off-Road Cycling Plan. Additionally, the desire to keep the swimming pool open at Atkinson Park was voiced. The need for more supporting infrastructure, such as bike racks, was identified and it was suggested that they can be decorated with the help of local artists to animate outdoor spaces. Some residents felt that there should be more open streets for pedestrians and to support community events. Other suggestions included new tennis courts at Central Park with art murals on the surface, similar to the art courts developed by the United States Tennis Association. Outdoor table tennis was also requested (such as the one along the Riverfront Trail at Rotary Centennial Plaza), as well as skateboard parks, a downtown marina, using outdoor pools for aquatic fitness programs, and enhancing how parks are used with new facilities (e.g. cricket and outdoor fitness equipment), and more.

In order to improve recreation programs in Windsor, participants offered suggestions such as providing more arts programs, investing in band shells to support music programs in the park, offering food programs (e.g. community kitchens), and holding programs that focus on building and fixing things (e.g. model cars and planes, etc.).



4.5 Community Survey

A Community Survey was active from June to September 2018 to collect feedback on a variety of topics related to recreation. Input was received to understand local participation and usage patterns, opinions, and priorities. The survey was available in three languages (English, French, and Arabic) and was available online or in a hardcopy format. The survey was promoted through the City’s website, community stakeholders, social media, and word of mouth.

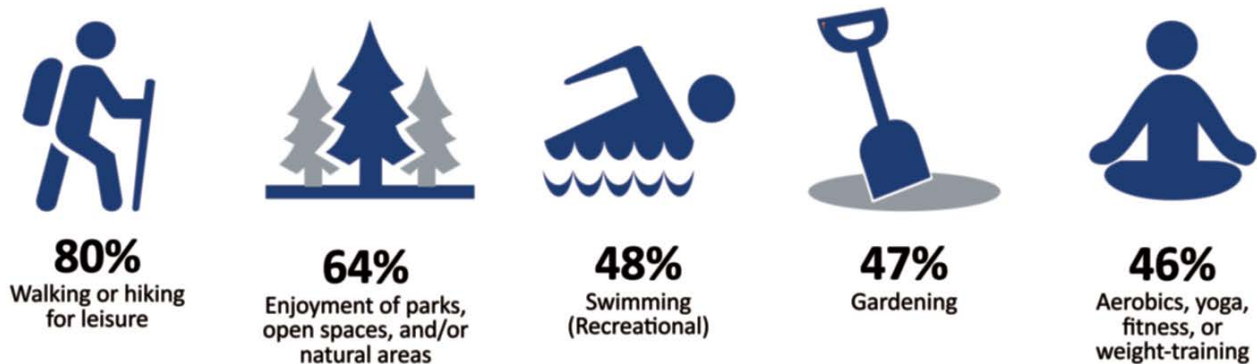


A total of 697 surveys were completed and analyzed. This section highlights key findings from the results, which excludes blank responses and ‘Don’t Know’ responses. As a self-administered, non-random survey, results should not be considered statistically significant or representative of the opinions of all residents. As with other consultation tools, the survey findings should not be considered in isolation, but instead factored within the context of other community input and assessment methodologies.

Participation in Recreation Activities

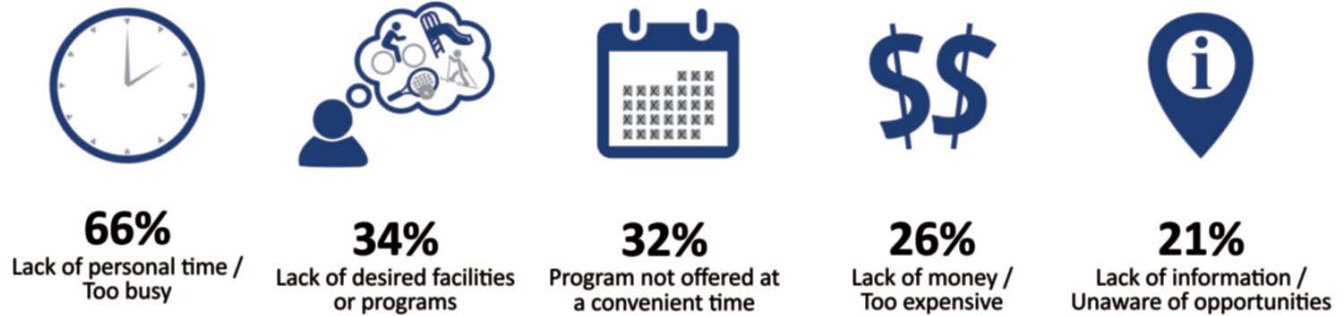
Figure 12 summarizes the top five most popular recreation activities that respondents participated in over the past 12 months. A common element among these popular activities is that they are unstructured and can be self-scheduled, which is consistent with participation trends observed across the Province. It is noted that ice sports such as hockey and figure skating were the most popular organized activity, which ranked tenth among all recreation activities.

Figure 12: Most Popular Indoor and Outdoor Recreation Activities, Last 12 Months



Nearly one-third (31%) of respondents indicated that they are not able to participate in recreation activities as often as they would like. Figure 13 illustrates the top five barriers to participating in recreation activities that were identified by respondents. A lack of free time/too busy is frequently identified as the number one participation barrier, which is common in many municipalities. Although municipalities are limited in how this pressure can be addressed, communities often respond by ensuring that recreation opportunities are flexible to accommodate the busy schedules of their residents.

Figure 13: Most Common Barriers to Participation in Recreation Activities



Only 12% of respondents reported that all of their recreation needs are met within the City of Windsor. Respondents identified a variety of recreation activities that are done outside of Windsor – the most common locations being Tecumseh and LaSalle. Table 5 summarizes the most popular activities respondents participated in outside of Windsor. A common reason why respondents participate in these activities outside of the City is that they found they enjoyed the quality of facility or found it to be superior compared to what the City has to offer. The recreation facility/program not being available in Windsor was also a common factor.

Table 5: Most Popular Recreation Activities Outside of the City of Windsor

Most Popular Recreation Activities Outside of the City of Windsor	
1. Walking, running and hiking	6. Watersports (canoeing, kayaking, paddle boarding, etc.)
2. Cycling and mountain biking	7. Visiting a park, beach, or waterfront
3. Swimming	8. Camping
4. Soccer	9. Baseball
5. Hockey and Figure Skating	10. Fitness activities (aerobics, weight-lifting, yoga, etc.)

When respondents were asked what recreation opportunities they would like to see offered in Windsor, a broad range of suggestions were received. A variety of recreation programs were requested including: recreational swimming opportunities; fitness activities (for youth and older adults); creative, visual, and performing arts programs; tennis activities; and general non-sport programs such as cooking, learning, parent and tot classes, as well as female-only programs. It is recognized that some classes that were suggested by respondents may already be offered by the City. Various recreation facilities were also requested including cycling and mountain biking trails, walking and hiking trails, watersports, indoor fields, and outdoor soccer fields.

Table 6: Most Commonly Requested Recreation Programs and Facilities

Top Recreation Activities Requested	Top Recreation Facilities Requested
1. Recreational swimming	1. Cycling and mountain biking trails
2. Fitness activities (for youth and older adults)	2. Walking and hiking trails
3. Creative, visual and performing arts	3. Watersports (canoeing, kayaking, paddle boarding, etc.)
4. Tennis activities	4. Indoor fields for soccer and other activities
5. General programming for all age groups (e.g. cooking, learning, parent and tot, female-only, etc.)	5. Outdoor soccer fields (and artificial turf)

Importance and Satisfaction with Recreation Opportunities

Figure 14 summarizes respondents level of importance and satisfaction with indoor and outdoor recreation facilities. Results indicate that 89% of respondents felt that outdoor recreation facilities were important and 84% felt that indoor recreation facilities were important. A lower level of satisfaction was reported for each facility type, indicating that respondents' expectations are not being fully met in relation to the importance placed on each facility type.

Figure 14: Importance and Satisfaction with Indoor and Outdoor Recreation Facilities

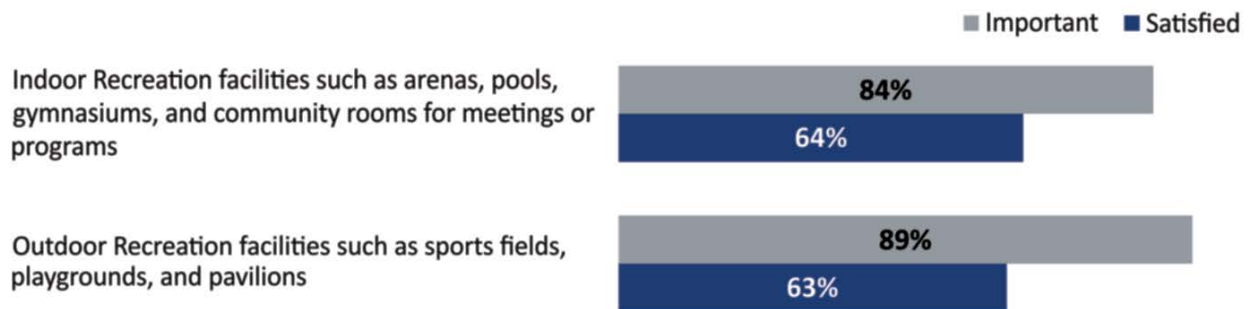
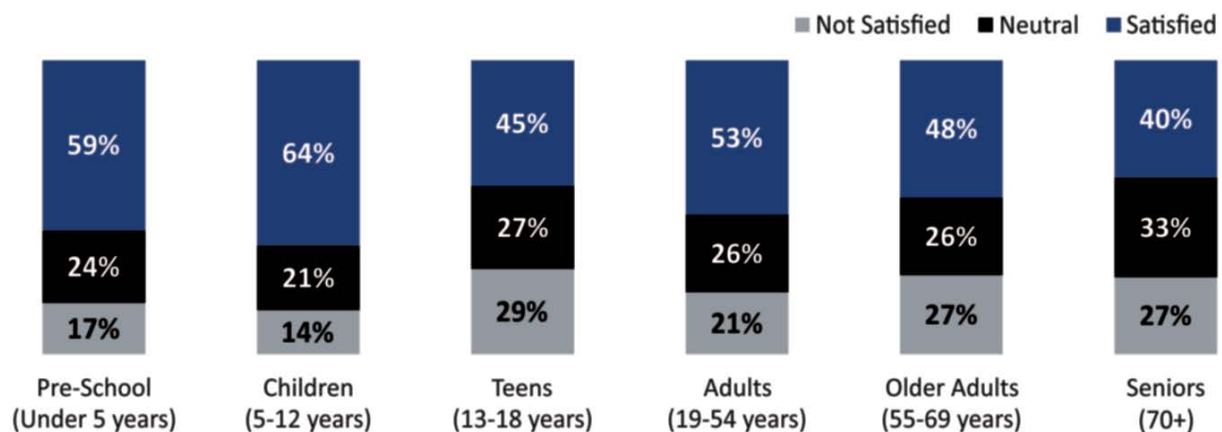


Figure 15 illustrates respondents' satisfaction with recreation opportunities by age group. Respondents were most satisfied with recreation opportunities for children (5-12 years) and pre-school (under 5 years). Satisfaction levels were generally lower for all other age groups, suggesting that there is room for improvement.

Figure 15: Satisfaction with Recreation Opportunities by Age Group



Support for Public Spending

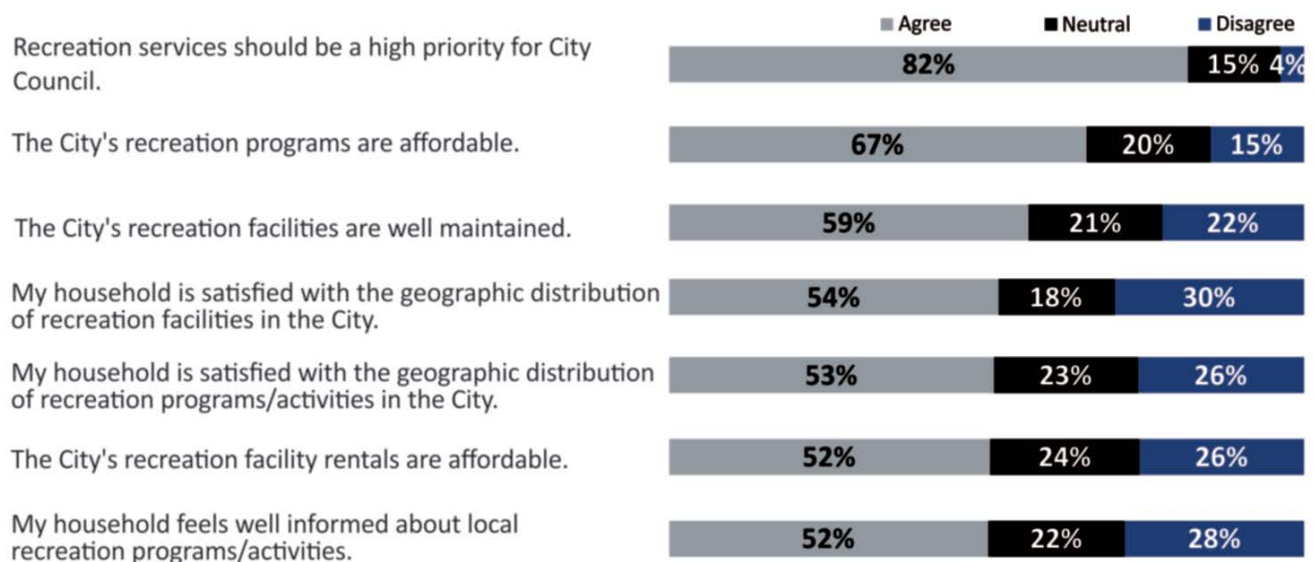
The highest priorities for additional public spending for recreation facilities (either for upgrades or new construction) is highlighted in Figure 16. The highest priorities for public spending that were identified by respondents are generally outdoor parks and supporting amenities, further supporting the trend that suggests that there is an increasing public desire for unstructured and self-scheduled recreation opportunities.

Figure 16: Top Priorities for Additional Public Spending for Recreation Facilities



Respondents were asked to identify their support for various statements with respect to recreation in the City of Windsor. The results are summarized in Figure 17. Of particular note, the majority of respondents (82%) felt that recreation services should be a high priority for City Council, emphasizing the need to ensure that adequate recreation opportunities be in place to meet the needs of Windsor’s residents. About half of the respondents identified that they are satisfied with the geographic distribution of recreation facilities and programs/activities in the City. Half of the respondents also felt that recreation facility rentals are affordable, and that their household feels well informed about local recreation programs/activities. These results suggests that there are opportunities to improve the provision of recreation opportunities in the City.

Figure 17: Agreement with Various Recreation Statements



Summary of Survey Respondents

The Community Survey collected information about the responding households. The following is a high level summary of key findings.

- Half of the respondents (50%) were a member of a group that regularly permits or relies on City of Windsor recreation facilities.

- 59% of responding households were a couple living with children and the average household size was 3.6 persons (average size of a census family in the 2016 Census was 2.9).
- Responding households were over-represented in children (under 10 years), youth (10-19 years), and mature adults (35-54 years), and under-represented in adults (20-34 years), older adults (55-69 years), and seniors (70+ years). This is common in other communities that complete a survey of this type as households with children and youth are more likely to complete a self-administered survey regarding recreation opportunities.
- English was the most regularly spoken language at home for the majority of respondents (90%).
- The average age of respondents was 41 years (2016 Census: 41 years) and the median was 40 years (2016 Census: 41 years)
- Nearly half (47%) of respondents have lived in Windsor for more than 30 years.

4.6 Stakeholder Focus Groups

Stakeholder Focus Groups were held in October and November 2018 at the WFCU Centre to discuss a broad range of topics related to recreation facility usage, trends, pressures, future needs, and more. Eight focus groups were attended by residents and stakeholders representing various organizations and interests including community service groups, indoor recreation users, outdoor recreation users, special interests groups, agencies, newcomers, and other recreation groups/users. This section summarizes the key themes that emerged from each discussion.

Community Services Focus Group

The Community Services Focus Group was attended by five participants representing organizations that provide a broad range of recreation and community services to the community. Groups mentioned that the City has excellent parks and recreation facilities that collectively offer opportunities for all Windsor residents to participate. Having quality recreational infrastructure and programs was stated to help attract and retain residents to the community, while encouraging healthy lifestyles and combat obesity in the population (it was noted that Essex County has the highest rate of production of fresh vegetables but the lowest rate of consumption, making recreation even more important to overall health).

Community Services Focus Group Participants

1. 21 Academy
2. Bike Windsor Essex
3. Life After Fifty

Discussions generally revolved around recreation services serving residents of all ages, incomes, abilities and cultural backgrounds. In doing so, participants emphasized the development of parks and community centres to be “rephrased” in a holistic manner that combines education, balance and perspective with recreation (an Australian model of a “well-being” centre was cited as an example). Parks and recreation services should also be walkable or bikeable within their communities, and free and low-cost recreation programs should also be provided in a well distributed manner so that price and transportation barriers are minimized.

The participants contemplated their roles and the role of the City to address Windsor-specific issues, barriers and opportunities for recreation moving forward:

- A point of emphasis was for all public, private and community-based organizations to **work collectively** towards providing the broadest range of choice possible for as many people as possible. To this end, organizations indicated that the City should not duplicate recreation services being

offered through the community and that organizations such as themselves need to do a better job of communicating with each other so as not to duplicate their efforts. There is a desire to see the City and stakeholders working collectively towards common goals, rather than organizations focusing on individual mandates.

- From a programming perspective, groups indicated that programs should be **innovative and cutting-edge** to attract greater participation rates; programming should be supported by high quality equipment and facilities to create an overall experience that people want to be a part of. Building upon earlier discussions around holistic facilities, parks and community centres should be designed to be community hubs where residents can access recreation and community programs and services at a single location.
- **Facility-specific suggestions** for development included the desire for an indoor turf fieldhouse, indoor walking tracks, additional investments in cycling infrastructure, lining outdoor tennis courts to also allow pickleball, retaining and reinvesting in existing community centres, and exploring outdoor fitness parks (Chatham-Kent was cited as an example) to provide park users with no-cost access to fitness activities and particularly benefit vulnerable segments of the population.
- **Other suggestions** included continuous training for City staff so that they are positioned to respond to current issues and trends, supporting the development of active transportation infrastructure, and developing a mobile application or an e-mail update to inform residents about available services throughout the City and in their respective communities. Participants also suggested looking to communities that are implementing age-friendly plans, animating parks and recreational spaces (e.g. painting art in between tennis court lines), and embracing the concept of Open Streets.

Recreation & Sports Focus Group #1

The first Recreation Focus Group was attended by 12 representatives from seven organizations. The majority of participants were arena users, although lacrosse organizations and an arts group were also in attendance. Most ice users reported increasing participation trends (figure skating has been stable) and, in some cases, groups identified that registration has been limited due to the lack of available ice time. With respect to lacrosse, participation is generally decreasing, although there has been an uptake in girls' registration. The fact that there is only one lacrosse facility (Forest Glade Arena) has also been limiting the ability for groups to expand. In order to increase participation and inclusiveness in ice sports, organizations have explored and suggested various strategies including engaging newcomers, promoting subsidy programs, and equipment donations.

Indoor Recreation Focus Group Participants

1. Greater Windsor Lacrosse
2. Lauzon Landing Hockey League
3. Riverfront InterArts
4. Riverside Minor Hockey
5. Riverside Skating Club
6. Windsor Minor Hockey
7. Windsor Warlocks Minor Lacrosse

Groups generally spoke highly about the quality of the facility and amenities at Adie Knox Herman Recreation Complex and Capri Pizzeria Recreation Complex. With respect to facility improvements, groups felt that there was too much focus on higher-order facilities (such as WFCU Centre) and that a greater level of emphasis/investment is needed to update the City's aging facilities such as Forest Glade Arena. Suggested improvements included updated lighting, showers, humidity controls, and general quality. Additionally, requests were made for dry-land, warm-up space.

With respect to facility allocation, adult hockey groups expressed challenges with securing sufficient ice space at appropriate times given that a priority is placed on minor hockey, which has negatively impacted adult participation.

Recreation & Sports Focus Group #2

The second Recreation Focus Group was attended by seven participants representing six organizations consisting primarily of ball diamond groups along with a day camp co-ordinator from the Forest Glade Community Centre. The groups reported stable to relatively strong participation in their collective programs, noting that the cost is often a limiting factor in attracting new members. Nevertheless, groups do not turn users away from participating regardless of income or ability. Riverside Baseball's commitment to barrier-free accessibility is being implemented through a major redevelopment of St. Rose Park by way of constructing a fully accessible ball diamond along with a universal playground, picnic area and various other accessibility-related upgrades throughout the park.

Outdoor Recreation Focus Group Participants

1. Forest Glade Baseball
2. Forest Glade Community Centre Camp
3. Regional Men's Fastball
4. Riverside Minor Baseball
5. Riverside Miracle League
6. Windsor Stars Baseball

Ball diamond organizations appreciated selected diamonds in Windsor that are designed and maintained at a high level of quality, and would like to see further quality-related enhancements elsewhere in the supply (particularly at parks with single ball diamonds). In doing so, the pressure that organizations are experiencing in accessing time at quality locations would be reduced and minimize the competition that groups are facing with non-resident leagues making use of Windsor's diamonds. It was felt that while the level of attention being placed on maintaining multi-diamond complexes was strong, it comes at the expense of the single-diamond locations due to finite resources. A subsequent discussion ensued regarding the merits and challenges of further constructing multi-diamond versus single-diamond venues but agreed upon the fact that the multi-diamond park complexes should be supported by appropriately distributed single-diamond park sites.

The ball associations reported that the City has many diamonds that were originally designed for minor-level usage but that changes in the calibre of rep-level play, along with growth in adult leagues, has resulted in very few sufficiently-sized diamonds being available for players that can hit the ball further distances. The pressure for senior diamonds is most notable on the west side of the City where there are two diamonds that service four leagues (each of whom collectively have dozens of teams).

A substantial portion of the session was spent discussing user fees, with groups seeking clarity as to whether the City's intent is to use its facilities to encourage physical activities and community programs, or to generate revenues. It was generally agreed that the City's role falls somewhere in between, recognizing there is a degree of cost recovery required to build and maintain diamonds. That being said, ball users raised concerns that the amount of fees that they contribute does not reflect the level of quality that they expect, apart from the major multi-diamond complexes. The groups indicated that if the City were to formally articulate design and maintenance levels for different types of diamonds, then perhaps they may be able to better adjust their expectations in relation to the rental fees that they incur. Ball organizations suggested that a User Fee Policy be created and supported by Design & Maintenance Guidelines, both of which could be addressed by defining a diamond classification system.

Ball groups brainstormed creative ways in which they could work with the City to reduce rental costs while still respecting collective bargaining agreements of City maintenance crews. The associations expressed an interest and willingness in sharing with a portion of maintenance activities as a creative way to keep rental costs down and ball registrations more affordable. One idea included having City Staff continuing to cut and drag diamonds for games but the organizations could leverage their volunteer base to undertake similar works for practice times. Another idea was having the City adjust its policy so that students are allowed to work on weekends with full-time staff to reduce average staffing costs for those days, and potentially allowing volunteers to assume more maintenance of single-diamond parks so that the existing City Staff complement could continue to focus on their high quality efforts at the multi-diamond complexes.

Recreation & Sports Focus Group#3

A third Outdoor Recreation Focus Group was held due to the number of organization in the City. This session was attended by eighteen participants representing thirteen organizations consisting of baseball, soccer, rugby, ultimate Frisbee, football, and beach volleyball groups. The ball and soccer groups reported relatively strong participation in their programs, particularly in the younger age groups. Football indicated that enrollment has generally been flat, while rugby and ultimate Frisbee noted that their demands were in the 20 to 30 age group. Most organizations were expecting growth in their enrollment, with some indicating that they are hoping to benefit from secondary school programs that could result in more interest in their programs.

Groups felt that their programs were inclusive and affordable. The participants noted that the cultural diversity of the population has been positive for their enrollments and see their ability to attract more participants by appealing to new Canadians. Perceived safety of certain sports was noted as a potential barrier that groups need to address through education. The Miracle Park ball diamond was noted as a local initiative to be inclusive. Groups believed that there were a number of funding opportunities available to residents to ensure that no one is excluded, whether through the programs offered by the City, private business or self-funded through the organizations themselves.

The overall quality and maintenance of sports fields were viewed positively. There was some discussion that the quality and maintenance needed to be the same whether for games or practices. Some noted that certain sports fields had their issues seasonally whether affected by the weather, grass being cut too short for certain sports (e.g. ultimate Frisbee, rugby), etc. Groups noted that while the outdoor facilities were generally in good condition, the facilities were lacking in supporting amenities such as sound systems, score boards, dug outs. The Ford Test Track, McHugh Park, and Mic Mac Park were specifically noted as providing high quality facilities.

The distribution of existing outdoor recreation facilities was viewed positively for most organizations, as was support for consolidating like facilities at single locations. That said, it was noted that certain groups only use one or a limited number of sports fields to meet their needs. Ball organizations noted that for the younger age groups, they have defined areas of the City where participants must play. A good distribution of ball diamonds across the City was important to them, with a leaning away from consolidation of ball diamonds at single locations.

Groups generally felt that the allocation of outdoor recreation facilities was fair and equitable. They indicated that the process builds from previous year's needs, which appeared to work for them. One individual noted that occasionally a sports field would be booked and not used, suggesting that the permitting of some field time may be implemented to protect for future needs. It was noted that access to more school outdoor facilities would be beneficial. There was some concern noted about the increasing cost to rent outdoor facilities, which made providing affordable opportunities for participants more difficult. There was comparison made to adjacent communities that had lower rental fees.

Groups noted that attracting and maintaining a good volunteer base was difficult. Part of the challenge is finding people with good knowledge of the relevant sport but also those willing to dedicate the time required (which includes training courses). Opportunities to work with the City in training and recruitment of volunteers garnered support of attendees. There was also a fair amount of discussion on the use of social

Outdoor Recreation Focus Group Participants

1. Windsor Rogues Rugby Football League
2. Windsor Ultimate Frisbee League
3. Windsor Wheels Soccer Club
4. Windsor Essex Football League
5. Windsor Soccer Club
6. On Point Beach Volleyball
7. Windsor Ball Hockey Association
8. Windsor Central Little League
9. Windsor South Little League
10. Essex County Soccer Association
11. Windsor TFC
12. Caboto Soccer
13. Ontario Vintage Baseball Federation

media whether through the groups or the City. It appeared generally that groups would like to see the City promote recreation using social media such as Facebook, Twitter and Instagram. Groups saw an opportunity for the City to be the central hub where residents could get contact information about each group (even posting the names of the organizations and their respective social media accounts). There was also discussion that the City could make better use of opportunities for free advertising and allow groups to promote themselves with signage (at least during registration time) without having to go through a difficult City approval process.

One of the biggest issues noted by groups was the lack of outdoor artificial turf at City parks. The groups suggested that a city the size of Windsor should have artificial turf available to allow for increased use of fields, the ability to readily accommodate a range of sports on a field, and the ability to extend the sports field season in the spring and fall. A group noted that they were putting together a proposal for the City's consideration.

Special Interests Focus Group

The Special Interests Focus Group was attended by 15 individuals representing ten organizations that are involved in various facets of the community including arts and culture, support for newcomers and immigrants, sports, neighbourhood renewal, multiculturalism, and more. Generally speaking, these groups have a collective goal of enhancing the quality of life of residents in

Special Interest Focus Group Participants

1. Centre Communautaire Francophone Windsor-Essex-Kent
2. CommUnity Partnership
3. Connections Early Years Family Centre
4. Downtown Windsor Community Collaborative Sport for all
5. Drouillard Place
6. Multicultural Council of Windsor-Essex County
7. Our West End Neighbourhood Renewal
8. Pathway to Potential
9. Riverfront Interests
10. Windsor Women Working with Immigrant Women

Windsor. Participating groups identified that they hope this Master Plan will improve opportunities for residents to participate in recreation activities by raising awareness about what's available, minimizing participation barriers (e.g. physical, financial, etc.), improving how groups can work together, and more. Suggested principles that should be considered when preparing the Master Plan include the concepts of accessibility for all, transportation, safety, inclusion, affordability, creativity and flexibility, and public engagement.

Organizations identified a number of issues that have relevance to recreation in Windsor including the need to raise awareness about where parks are located (particularly smaller parks), improved park quality, updating aging recreation facilities and amenities, the need for affordable opportunities and financial support, and physical inactivity. Due to the diversity of Windsor's residents, it was also identified that language may be a barrier to participating in recreation opportunities.

Several trends related to recreation were identified by participating groups including interactive park features (e.g. park lights and music) and adapting underutilized space to create parks. The use of technology has also transformed how we use parks and recreation facilities, as well as how we access information about programs and services that are available. From a technology perspective, groups mentioned best practices that should be considered in Windsor include safety/emergency buttons within parks, the use of QR codes, GPS, and the internet to get information, movies in the park, and more. Additionally, other suggestions to improve recreation opportunities included working with schools to access gymnasiums, exploring strategies to increase usage of existing facilities prior to constructing new ones, and continuing to engage stakeholders.

Agencies Focus Group

A focus group was undertaken on October 9, 2018 with community agencies serving at-risk groups to understand how recreation can improve the lives of this segment of the community. Participants represented groups including Ford City Renewal/Residents in Action, Our West End, Downtown Community Collaborative, and Voices Against Poverty. At-risk groups are faced with various social issues such as homelessness, drug addiction, crime, affordable housing, transportation, and poverty. Service providers indicated that recreation can help the lives of residents in these situations by relieving stress, bring people together who are facing similar issues, reduce isolation, provide a safe place to engage in physical activities, and more.

Agencies Focus Group Participants

1. Downtown Community Collaborative
2. Ford City Renewal/Residents in Action
3. Our West End
4. Voices Against Poverty

Participants indicated that they have personally participated in a range of recreation programs offered by the City of Windsor. Notable facilities used by participants included Gino & Liz Marcus Community Complex, Adie Knox Herman Recreation Complex, WIATC, John Atkinson Memorial Community Centre, and Mic Mac Park. Participants identified that they participate in a range of programs and activities at these facilities including swimming, fitness, skating, and general programs. Residents enjoyed the diverse range of programs that are available. Financial assistance through Pathway to Potential has been particularly helpful for many of the participants. Additionally, programs and activities that are free were mentioned, such as the use of splash pads, skateboard parks, and other outdoor recreation facilities.

Participants suggested a number of ideas to improve recreation in Windsor. Generally speaking, it was felt that there needs to be more investment in low income neighbourhoods to ensure that high quality opportunities are available, particularly ones that are affordable or free to use. Specifically, participants felt that there should be more programming offered in these vulnerable areas such as at the Adie Knox Herman Recreation Complex or Mackenzie Hall. Participants felt that there is an opportunity to improve awareness of what recreation opportunities are available, including providing information in multiple languages. Enhancing recreation opportunities by connecting with partners was also suggested, including with school boards, neighbourhood partners, churches, cultural centres, and the YMCA. In terms of new recreation facilities and programs, participants expressed the desire for free drop-in activities, basketball courts (in the west end), skateboard parks, and cycling trails.

Newcomers Focus Group

On October 17, 2018, 15 individuals attended the focus group for newcomers, which was attended by 12 residents and 3 participants representing groups including Windsor Women Working with Immigrant Women, Women's Enterprise Skills Training, and a residential program for refugees. The purpose of the focus group was to gather input

Newcomers Focus Group Participants

1. Residential program for refugees
2. Various Residents
3. Windsor Women Working with Immigrant Women
4. Women's Enterprise Skills Training

on how recreation can improve the lives of this segment of the community. Newcomers are often faced with various social issues such as affordable housing, employment, safety, transportation, the cost associated with parking, and the lack of access to recreation facilities, programs and services. Participants felt that recreation opportunities provide a safe place for newcomers to gather and socialize, as well as to access services such as employment assistance, programs, and settlement programs.

Generally speaking, participants indicated that they appreciate Windsor's parks system and the variety of recreation programs. Key facilities that were identified by newcomers included Gino & Liz Marcus Community Complex, Adventure Bay Family Water Park, and Atkinson Park. Participants mentioned that they enjoy

having access to the financial supports available for recreation programs, as well as gender specific programs and multi-lingual staff.

In terms of improving recreation experiences for newcomers, participants felt that there should be free drop-in activities, counselling services, culturally-based activities, programs for newcomer women (e.g. cooking), multi-use space for cultural groups, free WIFI within recreation facilities, and opportunities to promote cultural celebrations with the broader community.

4.7 City Staff Workshops

City staff workshops were held on October 2, 2018 at the WFCU Centre for staff to contribute their expertise and insights towards the Master Plan. The session was attended by over 30 City of Windsor staff from various roles including (but not limited to) front line positions, customer service, administration, parks and facility operators, supervisors, and managers. Discussions centred on community strengths, needs, priorities, challenges, and opportunities related to the delivery of recreation facilities, programs, and services. To aid discussions and the second phase of the Master Plan process, an audit tool from the Framework for Recreation in Canada (FRC) was utilized to compare the delivery of recreation services in Windsor to a number of actions that support the five goals of the FRC (increasing physical activity, increasing time spent outdoors, access and inclusion to services, supportive environments and capacity in the field of recreation).

Staff are well aware of the benefits of recreation to individuals, families and the full community. Efforts to include all residents have centred on providing at-risk and vulnerable residents (youth/older adults, low income, newcomers, etc.) with opportunities to participate through the Pathway to Potential program, and reaching out to newcomers and respective support organizations to ensure that they are welcomed and can integrate through sport and recreation participation.

Staff view recreation as an introduction to learning new skills, engaging in social activities and most importantly improving one's health outcomes. They shared that the City cannot provide all the required recreation and sport opportunities, thus works in partnership with many organizations to provide a fulsome range of opportunities for as many ages and abilities as possible.

Staff identified a number of issues present in Windsor where the benefits of recreation could be leveraged to have a positive impact in terms of better outcomes. There is a need to educate residents on the benefits of recreation and to increase participation. Specifically, participation in recreation is seen as a way to address inactivity and obesity; inordinate amount of screen time; the aging population and their leisure demands; isolation and loneliness among the senior population; the lack of exposure to the outdoors; and more.

As a Recreation and Culture Department, City staff felt that there were many strengths to be proud of, including the variety of programs and services that are available, the quality of children's program instruction through the HighFive quality assurance framework, the distribution of facilities and infrastructure, and the fact that most City recreation facilities are accessible to the community from a location and barrier-free perspective.

4.8 Council Interviews

One-on-one interviews were held with current and former members of Council (the master planning period occurred during a municipal election period) to establish an understanding of their expectations and priorities for the Master Plan and their perspectives on recreation opportunities. Due to the nature of the discussions, a summary was not prepared; however, the key themes that emerged from these sessions are considered in the preparation of the Master Plan.

4.9 Written Submissions from the Public

The public was provided with the opportunity to submit written comment to be considered as a part of the Master Plan process. Submissions were collected through the project e-mail link and at any municipal facility. The following is a high level summary of the input that was received.

- It was identified that the City should be providing affordable recreation opportunities in vulnerable neighbourhoods, such as areas with low-income households. This includes investing in recreation facilities in areas with high proportions of low-income households.
- There is a desire for more tennis courts. It was also identified that the quality of the City’s tennis courts should be improved, particularly with respect to court surfacing.
- Requests were made for additional indoor pickleball courts.
- It was suggested that the City needs to invest in eco-tourism to bolster parks and recreation opportunities to improve the lives of local residents and to draw visitors. Some suggestions to best practices and success stories were mentioned including urban farming to support the homeless (Seattle), promoting kayaking along waterways (Detroit), and more. Suggestions were expressed to promote the trail along Windsor’s waterfront (e.g. Rideau Canal in Ottawa), enhancing Malden Park with a zip-line and new educational centre, and more.
- A question was submitted by a resident requesting clarification between the Recreation Master Plan that is currently being prepared and the Parks and Outdoor Recreation Master Plan, which was prepared in 2015.



Section 5: Recreation Facility Assessments



5.1 Charting a Course for Indoor Recreation Facilities

Windsor will undoubtedly undergo a number of economic, social, and environmental changes during the Recreation Master Plan's 20 year planning horizon, some of which will affect the recreation system. Most notably is the projected population growth of approximately 5,500 persons by the year 2039; this modest growth rate over the next 20 years (2.5%) will require a strong emphasis to be placed on existing infrastructure and pursuit of partnerships with like-minded service providers in Windsor if the City's recreation facilities are to operate sustainably.

The City has a strong base of recreation facilities to address future growth demands, both in terms of programming capacity and geographic distribution. With a mix of international calibre, leading-edge recreation centres and longstanding community-focused facilities, the City's provision model is strong. Windsor's recreation facilities should deliver quality experiences in response to trends and preferences over the planning period by providing appropriate spaces and programs that residents want to be part of.

The Recreation Master Plan rationalizes the following indoor recreation facility implementation strategy based upon the assessments contained in the sections that follow.

Recreation Centre Renewal & Redevelopment

Existing recreation centres will need to be assessed for improvements ranging from maintaining a state of good repair and aesthetic enhancements, to larger-scale renovations and/or expansions. The scale of work depends upon a given recreation centre's lifecycle and its ability to provide quality/needed programming.

The Recreation Master Plan indoor recreation facility assessments culminate into a coordinated effort to improve the following community recreation centres:

- **Adie Knox Herman Recreation Complex** – re-imagine the community centre as a modern, high quality community hub that improves the lives of residents living in surrounding areas as well as across Windsor. The City should operate the arena as a dedicated year-round dry-floor venue for lacrosse, ball hockey, and other appropriate activities while constructing a gymnasium, fitness centre and other space conducive for use by community partners. To facilitate expansion and reconfiguration opportunities, architectural and engineering studies will need to be completed. Indoor aquatic services should be transferred to the Gino & Liz Marcus Community Complex and/or Windsor International Aquatic & Training Centre, the latter of which should explore ways to address current constraints to vehicular parking and maintaining a degree of consistency in the pricing of community programming that is transitioned there from the Adie Knox Herman pool.
- **Forest Glade Arena and Capri Pizzeria Recreation Complex** – modernize and improve selected areas within the arenas using capital and operational savings from decommissioning of the Adie Knox Herman Arena ice plant. The recent addition of community space centre to the Capri Pizzeria Recreation Complex has already provided significant community opportunities beyond the ice pads.
- **WFCU Centre** – designate an indoor walking route within the existing facility by making use of common circulation areas and/or large spaces such as the gymnasium or arena floor.
- **Windsor International Aquatic & Training Centre** – the WIATC is a premier high performance facility that attracts major international events and is supplemented with community programming. A greater emphasis should be placed on bolstering community participation at this and other municipal indoor pools
- **Constable John Atkinson Memorial Community Centre** – reconfigure and/or expand the lobby to include more seating areas aimed at encouraging social interaction given the facility's role as a community hub (also refer to the paragraphs that follow).

- **Mackenzie Hall** – Investigate the potential to accommodate additional recreation programming within the existing space to address needs of residents living in Windsor’s west-end.

Community Hub Approach to Facility Redevelopment & Development

For any renovation/expansion to existing recreation centre(s) or the construction of new ones, a collaborative approach with existing or new community partners should be explored (e.g. schools, public libraries, EarlyON Centres, and other providers). The emergence of a ‘community hub’ approach is gaining favour in Ontario whereby municipalities seek partnerships with agencies, non-profit/volunteer organizations, and/or the private sector to centralize complementary community services.

The intent of community hubs is to provide residents with a multi-service destination while partners benefit from shared capital and/or operating resources such as knowledgeable staff, facilities, programs and services. The concept of community hubs already exists in selected City of Windsor multi-use recreation centres (e.g. Gino & Liz Marcus Community Complex). The General Brock Public School in the Sandwich area exemplifies a community hub model, where the Windsor Police Service and Sundowners Day Care and Resource Centre share space.

In newly developing areas of Windsor – such as Sandwich South (Ward 9) – there could be a need to provide new recreation space(s) where existing facilities are not located in reasonable proximity to new residential areas, or where existing recreation centres may not have capacity to accommodate demands generated in these areas. With future population growth thresholds projected to be below what normally triggers new facility development - but sufficient enough to generate certain added demands - a community hub approach makes sense in certain instances.

For the established areas of Windsor, a similar approach is recommended though preferably by making use of existing lands and facilities that are owned by the City (or other public institutions). As an example, the Master Plan’s assessments advance a number of directions pertaining to ice pads, indoor aquatic centres, gymnasiums and fitness space. Collectively, these have culminated into an exciting opportunity for reimagining the Adie Knox Herman Recreation Complex so that it can serve as a neighbourhood-focused hub more effectively. Doing so would enable the City and/or prospective partners to deliver a broader range of services targeted specifically to the unique demographic characteristics of those living in the west-end, particularly in residential communities that are located in close proximity to the community centre.

The City of Windsor’s involvement in any community hub proposal should attain clear and demonstrated benefits for residents. The capital and ongoing operating costs will also need to be understood in relation to expected benefits, along with successfully negotiating an acceptable agreement prior to proceeding with a partnership.

The Recreation Master Plan envisions a community hub model in the following instances:

- Engage the Windsor-Essex Catholic District School Board and Greater Essex County District School Board to determine their interest in formalizing a reciprocal agreement to access school space (e.g. gymnasiums and classrooms) in exchange for use of municipal recreation facilities.
- Investigate opportunities with agency and institutional partners to establish a community hub in the City’s south end (e.g. Ward 9) to provide convenient, accessible, and affordable gymnasium space (and other complementary spaces such as multi-purpose space).
- The aforementioned arena conversion and/or expansion of the Adie Knox Herman Recreation Centre to allow a broader range of community programs and services will create a “campus-style” hub in conjunction with Life After Fifty and activities in Wilson Park.

The creation of a community hub is also in keeping with the core principles for development as outlined in the City of Windsor Parks & Outdoor Recreation Master Plan.²³ The synergies between the two plans will complement long term planning goals and aspirations for parks and recreational opportunities as a unified and integrated system.

5.2 Charting a Course for Outdoor Recreation Facilities

Windsor's parks provide an abundance of opportunity to participate in outdoor recreation, both in programmed and drop-in settings. From sports fields to hard surface courts, to outdoor aquatics and playgrounds, residents of all ages and abilities are able to pursue activities of their choice. The following key strategies are rationalized in the pages that follow, specific to individual facility types. It also bears noting that the City of Windsor's Rediscover Our Parks Master Plan²⁴ contains a number of directions/recommendations pertaining to outdoor recreation and is referenced herein for consistency and alignment where appropriate.

Improving the Sports Field Supply

To address future growth, geographic distribution and promotion of sport/sport tourism in Windsor, a number of recommendations are made to address field sports in the City. With respect to rectangular fields, the most notable direction is for the City to construct an artificial turf field in a location with multiple amenities and fields (such as Mic Mac Park); doing so would be attractive for tournament users but also meet the needs of local soccer, lacrosse, football, rugby, and other field sport users.

Also being recommended are two new ball diamonds and the need to reconfigure existing undersized or underutilized ball diamonds so that they can accommodate adult-level play (suitably-sized for fastball or hardball depending on registration rates and ball trends). The development of new diamonds should be offset by the removal of surplus diamonds within the existing supply. For both rectangular fields and ball diamonds, the City is in the process of reviewing its design and maintenance standards given that most municipal resources are directed to the sports field complexes that sometimes result in lesser levels of quality at other parks. The City is also in the process of defining expectations of quality for specific types of fields through asset management for the benefit of local sports field users, and is working with groups to prioritize candidate locations for field improvements.

Facilities for Youth-Based Activity

It is important for Windsor's children and youth to be physically active and connected to the outdoors. Basketball courts and playgrounds are recommended in areas where geographic gaps have been identified, factoring in walking/biking distances. Previous assessments carried out by the City of Windsor have resulted in three major skateboard parks being proposed at Captain John Wilson Park, AKO Park, Remington Booster Park or an alternative site(s) deemed appropriate by the City along with a number of smaller "skate spots" to round out geographic distribution.

Windsor has been innovative in testing a Flex Court system as a means to remediate deteriorating courts more cost-effectively by overlaying these interlocking plastic tiles on top of the original asphalt surface. The City has also constructed a "natural playground" as a pilot project and improved barrier-free accessibility in playgrounds, something that continues to be essential to new and redeveloped playground sites. Children living in east-end residential areas near the Tecumseh Road corridor will benefit from the

²³ City of Windsor Parks Department. 2015. Rediscover Our Parks: Parks & Outdoor Recreation Master Plan, 2015 to 2035. pp.79, 115.

²⁴ Ibid. Rediscover Our Parks: Parks & Outdoor Recreation Master Plan.

Master Plan’s recommendation to construct a splash pad at Forest Glade Optimist Park (or Fontainebleau Park as an alternative).

5.3 Summary of Recreation Facilities

Table 7 summarizes the recreation facilities that are owned by the City of Windsor.

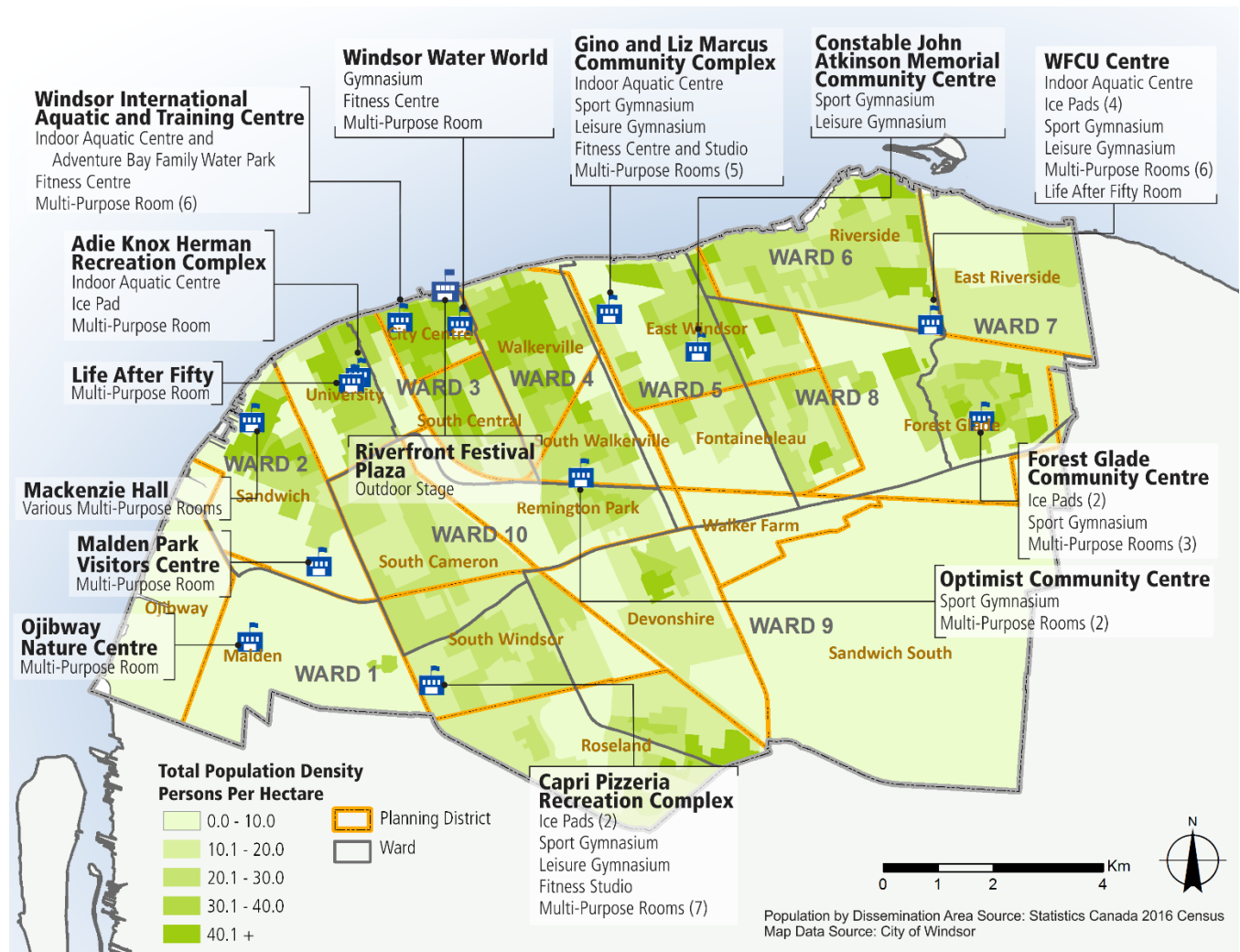
Table 7: Summary of Municipal Recreation Facilities

Facility Type	Supply	Locations
Indoor Pools	4	Adie Knox Herman Recreation Complex, Gino & Liz Marcus Community Complex, WFCU Centre, Windsor International Aquatic & Training Centre
Ice Pads	9	Adie Knox Herman Recreation Complex, Capri Pizzeria Recreation Complex (2), Forest Glade Arena (2), WFCU Centre (4)
Gymnasiums Sport Gymnasiums Leisure Gymnasiums	10 7 3	Sport Gymnasiums: Capri Pizzeria Recreation Complex, Constable John Atkinson Memorial Community Centre, Forest Glade Community Centre, Gino & Liz Marcus Community Complex, Optimist Community Centre, WFCU Centre, Windsor Water World Leisure Gymnasiums: Capri Pizzeria Recreation Complex, Constable John Atkinson Memorial Community Centre, WFCU Centre
Fitness Spaces Fitness Centres Fitness Studios	6 3 3	Fitness Centres: Gino & Liz Marcus Community Complex, Windsor International Aquatic & Training Centre, Windsor Water World Fitness Studios: Capri Pizzeria Recreation Complex, Gino & Liz Marcus Community Complex, WFCU Centre
Multi-Purpose Rooms	45	See Distribution Map
Dedicated Older Adult Space	1	WFCU Centre (space leased to Life After Fifty) Note: Life After Fifty owns and operates a dedicated seniors’ centre located adjacent to Adie Knox Herman Recreation Complex
Indoor Artificial Turf	0	Note: two private sector fields operated at Central Park Athletics and Novelletto Rosati Sports & Recreation Complex
Indoor Tennis Courts	4	Jackson Park (Operated by the Parkside Tennis Club)
Rectangular Sports Field (Lit / Unlit)	62 (6/56)	Allocated: AKO Park, Captain Wilson Park (4), Derwent Park, Ford Test Track (17), Elizabeth Kishkon Park (4), Malden Park, McHugh Soccer Complex (4), Robert McDonald Park (2), Mic Mac Park (5), Realtor Park (2) Not Allocated: (Ernest) Atkinson Park, Bridgeview Park, Cora Greenwood Park, East End Park, Garry Dugal Park, Gignac Park, Kinsmen Chatham Street Park, Labadie Park, Lanspeary Park, Little River Acres Park, Mitchell Park, Polonia Park, Remington Booster Park (2), Fontainebleau Park, Roseville Gardens Park, Stillmeadow Park, Stodgell Park, Superior Park, Udine Park, Wigle Park Note: A number of rectangular sports fields are divided into smaller sizes to meet Long Term Player Development regulations.

Facility Type	Supply	Locations
Baseball (Lit / Unlit) Senior (Lit / Unlit) Intermediate Junior	65 (9 / 56) 15 (5 / 10) 27 (3 / 24) 23 (1 / 22)	Allocated: Bellewood Park, Central Park (3), Curry Park (2), Devonshire Heights Park, Forest Glade Optimist Park (5), Holburn Park, Jackson Park (4), Kiwanis Park, Leaffield Park, Matthew Rodzik Park, Maurice Belanger Park, Mic Mac Park (11), North Talbot Park, Optimist Memorial Park (3), Patrick Maguire Park, Polonia Park, Pykes Park (2), Realtor Park (3), Remington Booster Park, Riverside Baseball Park (2), Roseville Park, Thompson Park, Tranby Park (4), Veterans Memorial Park (3), Walker Homesite Park (3), Wilson Park Not Allocated: Tranby Park, Chopin Park, Goldenwood Park, Maple Leaf Park, Roseland Park, Stillmeadow Park
Cricket Pitches	2	Jackson Park, Optimist Memorial Park
Tennis Courts (Lit / Unlit)	35 (20 / 15)	Public Courts: Bellewood Park (2), Central Park (4 Lit), East End Park (2), Forest Glade Optimist Park (9 Lit), Garry Dugal Park (1), Mitchell Park (2), Realtor Park (2), Remington Booster Park (4 Lit), Somme Park (1), Veterans Memorial Park (2) Club-Operated Courts: Jackson Park (3 Lit, 3 Unlit)
Basketball Courts	40	Aboriginal Park, Alton C. Parker Park, Bellewood Park, Bridgeview Park, Bruce Ave Park, Caron Ave Park, Central Park, Clay Park, College Community Centre Park, Colletta Park, Cora Greenwood Park, Elizabeth Kishkon Park, Factoria Park, Field of Dreams, Forest Glade Optimist Park (2), Fred Thomas Park, Garry Dugal Park, George Park, Holburn Park, Jennifer Park, Kid's Alliance Park, Kinsmen Chatham Street Park, Little River Acres Park, Maguire Park, Matthew Rodzik Park, Mayfair Park, Robert McDonald Park, Meadowbrook Park, Mitchell Park, Oak Elm Park, Optimist Memorial Park, Pykes Park, Remington Booster Park, Fontainebleau Park, Robert Park, Somme Park, Superior Park, Unity Park, Wigle Park,
Outdoor Skating Rinks	2	Charles Clark Square, Lanspeary Lions Rink
Outdoor Aquatics Outdoor Pools Splash Pads	6 8	Outdoor Pools Atkinson Park, Central Park, Lanspeary Park, Mic Mac Park, Remington Booster Park, Riverside Centennial Park Splash Pads AKO Park, Garry Dugal Park, Fred Thomas Park, Mic Mac Park (2), Captain John Wilson Park, Jackson Park, Realtor Park
Skateboard Parks	2	Atkinson Park, Forest Glade Optimist Park
Playgrounds	125	Located at 125 parks across Windsor

Source: City of Windsor, 2019

Figure 18: Distribution of Indoor Municipal Recreation Facilities

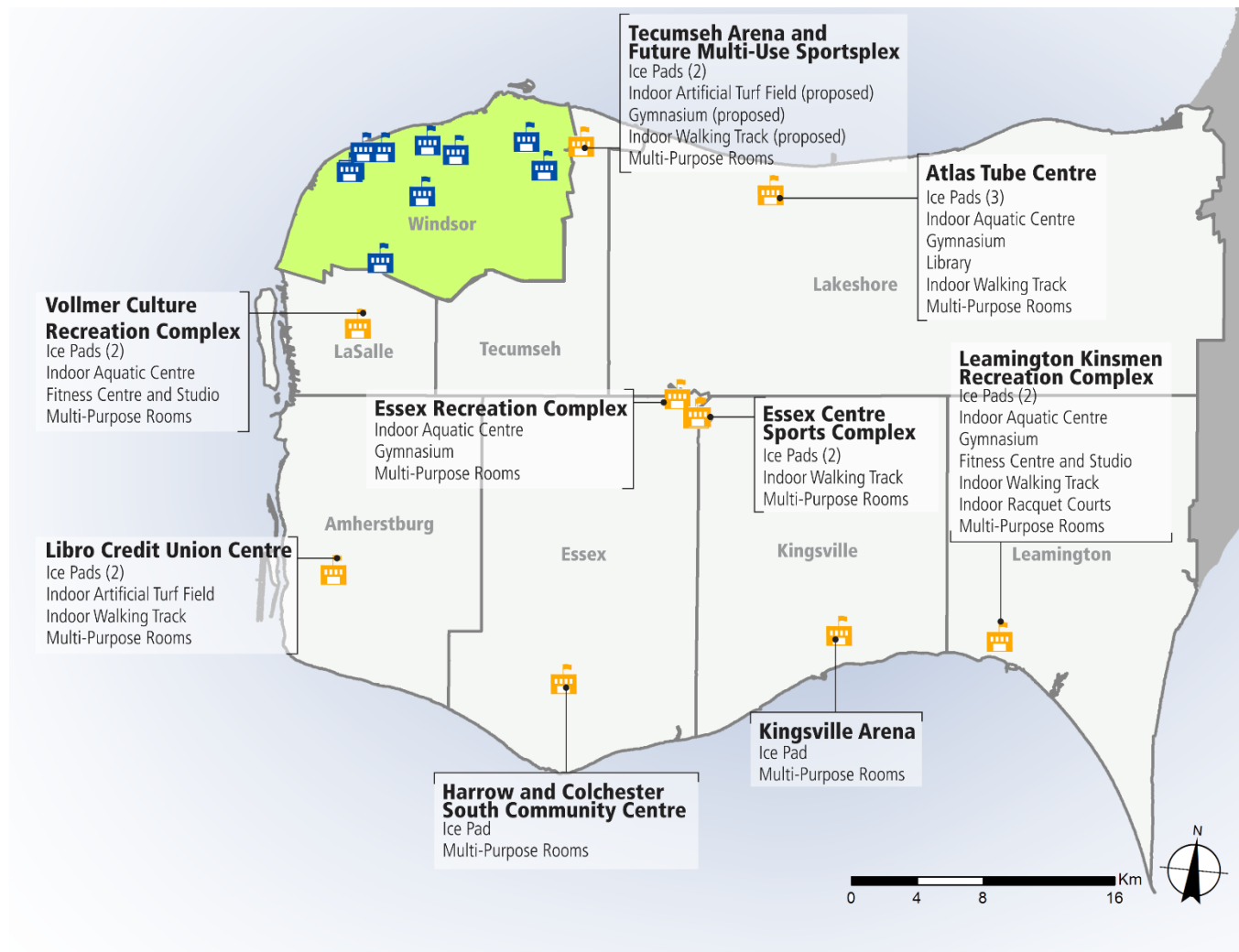


Regional Municipal Recreation Facilities

The distribution of major municipally-operated indoor recreation facilities in Essex County is illustrated in **Figure 19**. Further, **Table 8** summarizes the mix of indoor recreation facilities found throughout the Windsor-Essex region; this Table also reflects a planned Sportsplex in the Town of Tecumseh, expected to be completed in 2019-2020 and include a gymnasium, indoor turf field, and a walking track.

The City of Windsor is the largest provider of indoor recreation facilities in the region, particularly when it comes to ice pads, indoor pools and gymnasium space. This is expected given that Windsor has a higher population compared to Essex County municipalities.

Figure 19: Major Indoor Municipal Recreation Facilities in Essex County



There are no municipal youth spaces in Essex County and with the exception of the City of Windsor, there are no dedicated seniors' spaces; however, many municipalities deliver age-specific programs through use of multi-purpose community spaces (as is the case for fitness activities). Amherstburg is presently the only municipality in Essex County that operates an indoor artificial turf field. The privately-operated Dominion Golf & Country Club in LaSalle also has an indoor artificial turf field.

Table 8: Summary of Indoor Municipal Recreation Facilities in Essex County

Supply	Amherstburg	Essex	Kingsville	Lakeshore	LaSalle	Leamington	Tecumseh**	Windsor	Regional Supply
Ice Pads	2	3	1	3	2	2	2	9	24
Aquatic Centres	0	1	0	1	1	1	0	4	8
Gymnasiums	0	2	0	1	0	1	1	7	12
Youth Space	0	0	0	0	0	0	0	0	0
Seniors' Space	0	0	0	0	0	0	0	2	2
Fitness Centre	0	0	0	0	1	1	0	3	5
Fitness Studio	0	0	0	0	1	1	0	3	5
Indoor Field	1	0	0	0	0	0	1	0*	2*
Indoor Tennis Courts	0	0	0	0	0	7	0	4	11
Indoor Walking Track	1	1	0	1	0	1	1	0	5

* Excludes two privately operated facilities in Windsor

** Tecumseh inventory includes the future Sportsplex, which is expected to be completed by 2019-2020 and will include a gymnasium, indoor turf field, and an indoor walking track.

As illustrated in **Table 9**, a varying mix of outdoor recreation facilities are provided across municipalities in Essex County. Windsor is the only municipality that provides dedicated fields for Ultimate Frisbee. Similar to Windsor, other municipalities have responded to emerging recreation trends. For example, Lakeshore provides a cricket field, while Amherstburg and LaSalle provide dedicated pickleball courts. Amherstburg also provides an outdoor artificial turf field.

Table 9: Summary of Outdoor Recreation Facilities in Essex County

Facility	Amherstburg	Essex	Kingsville	Lakeshore	LaSalle	Leamington	Tecumseh	Windsor	Regional Supply
Lit Artificial Turf	1	0	0	0	0	0	0	0	1
Lit Soccer Field	0	0	0	0	1	0	0	6	7
Unlit Soccer Field	17	4	24	23	30	10	14	56	178
Multi-Use Field	0	0	0	0	1	0	0	3	4
Ultimate Field	0	0	0	0	0	0	0	4	4
Lit Ball Diamond	5	0	3	3	0	1	0	9	21
Unlit Ball Diamond	11	13	9	17	22	9	18	56	155
Cricket Field	0	0	0	1	0	0	0	2	3
Tennis Courts	6	5	6	7	7	0	6	35	72
Pickleball Courts	2	0	0	0	3	0	4	0	9

Facility	Amherstburg	Essex	Kingsville	Lakeshore	LaSalle	Leamington	Tecumseh	Windsor	Regional Supply
Basketball Courts	6	2	3	5	5	5	11	40	77
Skateparks	1	1	1	2	1	0	1	2	9
Splash Pads	1	3	1	2	1	1	1	8	18
Outdoor Pools	1	0	0	0	1	0	1	6	9
Playgrounds	13	8	15	16	21	17	23	125	238

Community & Private Sector Facilities in the City of Windsor

A cursory listing of non-municipal recreation and community facilities was compiled as part of the Recreation Master Plan. Non-municipal providers include private establishments, volunteer and not-for-profit organizations, educational institutions, and more. These organizations provide a range of recreation and community support services, programs and activities, and can also be used for meetings, banquets, and other social gatherings. Some of these facilities are membership-based, while others are open to the public. Community and private sector facilities augment the City’s recreation supply - relieving pressures on municipally-owned assets – while some are a part of the sport tourism infrastructure.

While an attempt was made to capture all available indoor and outdoor recreation and community facilities in Windsor, there may be other available spaces that have not been documented.

5.4 Community Centres as Community Hubs

The City of Windsor’s Recreation and Culture Department operates a diverse array of indoor community facilities ranging from international-calibre sports centres and event facilities (WIATC and WFCU Centre), multi-use community centres (e.g., Capri Pizzeria Recreation Complex, Optimist Community Centre, Forest Glade Community Centre and Arena), natural and cultural centres (e.g., Mackenzie Hall, Ojibway Nature Centre, Malden Park Visitors Centre), and neighbourhood-focused recreation hubs (e.g., Adie Knox Herman Recreation Complex, Gino & Liz Marcus Community Complex, Constable John Atkinson Memorial Community Centre). Other departments within the City of Windsor provide other community hub services such as Community Development and Health Services and Customer Care Centres.

In total, Windsor provides 12 community facilities, which translates into one per 18,000 residents. This service level is higher than the benchmark average, although it is important to note that the provision of community facilities varies due to a number of factors such as facility needs and uses, geographic distribution, population growth, partnerships, available resources and more.

Clearly, not one facility is designed to be the same though they may share similar functions. One common thread among most of the facilities is that they function as destinations that draw from city-wide to neighbourhood catchments. By virtue of the types of spaces and programs offered within them, a number of the facilities in the Department’s portfolio function as community hubs, bringing people together for a common purpose. The hub philosophy is further reinforced by the strong geographic distribution of facilities that exists across most areas of Windsor.

With community centres being such focal points of gathering, they are critical in contributing to social inclusion. There are segments of the population that are more likely to be isolated from others in the community – persons with disabilities, older adults, and newcomers are some examples – and community centres are a place for people to become/remain connected with others. To further solidify the hub philosophy, the City should explore opportunities to ensure its community centres are inviting and comfortable to residents through functional and aesthetic improvements. This may include integrating additional seating and areas for socialization in community centre lobbies or other common areas, thereby allowing interaction to occur within non-programmed/non-paid settings, creating nooks or lounges for casual conversations, etc.

The Constable John Atkinson Memorial Community Centre is used as an example for such an endeavour. It is a neighbourhood-serving facility (apart from the sport gymnasium which draws from a broader catchment) and is thus an important hub. Its lobby, circulation areas and multi-purpose rooms would benefit from a more modern and comfortable aesthetic. The City should also explore ways to reconfigure or expand the lobby to include seating/lounge areas, possibly by absorbing the underutilized Alice Room (if there is a desire to work within the existing building footprint) or constructing an addition to the front (which could allow for a new façade as well) to incorporate community partners such as the public library, EarlyON Centre, or other service providers.

For the west-end of Windsor, a re-imagining of the Adie Knox Herman Recreation Complex has been recommended based on the Master Plan’s assessments of ice pads, indoor aquatic centres, gymnasiums and fitness space. Strengthening the functionality of Adie Knox Herman Recreation Complex as a neighbourhood-focused hub for the benefit of the City and/or prospective partners is recommended to collectively deliver a broader range of services targeted specifically to the unique demographic characteristics of the surrounding community.

Mackenzie Hall is a focal point for the heritage of Sandwich Town and for cultural initiatives that draw an audience from across the Windsor metropolitan area. It is a neighbourhood-serving facility (with the cultural programming drawing from a broader catchment). Enhancing the cultural initiatives that occur within the space can assist in driving heritage tourism, cultural tourism and economic diversity within the west end of the city. As discussed in Section 5.9, the City should explore the ability to increase the number of recreational programs offered here as a means to improve outreach to west-end residents.

Through certain conversations held during the Recreation Master Plan’s consultations, there were concerns expressed that Ward 10 did not have a community centre. A distributional analysis conducted around Wards

Table 10: Service Level Comparison, Community Centres

Supply	2019 Population Estimate	Supply	Service Level
Kitchener	249,300	22	1 : 11,332
London	409,000	24	1 : 17,042
Windsor	220,000	12	1 : 18,333
Greater Sudbury	167,692	8	1 : 20,962
Niagara Falls	88,868	4	1 : 22,217
Oshawa	168,600	6	1 : 28,100
Mississauga	759,000	15	1 : 50,600
Average	294,637	13	1 : 24,084

The provision of community centres in each municipality vary considerably based on factors such as facility needs and uses, geographic distribution, population growth, partnerships, available resources and more.

8, 9 and 10 – which do not have a community centre immediately within their boundaries – found these areas are surrounded by community recreation facilities within driving distance. For example, within a 10 minute drive of most Ward 10 residential areas is the Optimist Community Centre (adjacent to the Ward’s northern boundary), the Adie Knox Herman and Capri Pizzeria Recreation Complexes, as well as the Central Park Athletics/YMCA and a host of quality outdoor parks.

A means to increase access in neighbourhoods where a real or perceived gap exists is to work with agency and community partners that already own/operate space in such areas. These could include schools, places of worship, cultural clubs or others whose space could be programmed through rentals or reciprocal agreements. Doing so would help to create multi-service hubs at the neighbourhood/community level without the City having to construct facilities that duplicate catchment areas with its own facilities or those operated by others.

There has been success found across Ontario in working with school boards; with that in mind, the City should engage the Greater Essex County District School Board and Windsor-Essex Catholic District School Board to develop a formal reciprocal agreement to facilitate regular access to schools. Gymnasiums would be the most logical target though potentially other school spaces – such as arts and craft rooms, music rooms, performance areas, etc. – could be leveraged in exchange for schools being granted use of municipal facilities. Establishing a reciprocal agreement with the local school boards offers benefits in maximizing facility usage, reducing operating expenditures, sharing responsibilities and resources, and minimizing duplications of constructing/operating gymnasium space. Recommendations

- Recommendation #1 Continue to reinforce the City’s community centres and halls as community hubs through aesthetic and accessibility-related improvements, developing social spaces in the lobbies and common areas that are comfortable and welcoming, integrating space for agency and community partners through rentals or other agreements (e.g. with the public library, EarlyON Centre, or other providers), and continued commitment to delivering community-focused programs and services.
- Recommendation #2 Reorient the Adie Knox Herman Recreation Complex as a modernized, high quality neighbourhood hub that serves the unique characteristics of the surrounding community and the needs of residents across Windsor. At a minimum, a gymnasium, fitness centre, indoor walking track, and other space conducive for use by community partners should be added to Adie Knox Herman Recreation Complex to replace ice sport and aquatics programming (per Recommendation #5 and Recommendation #6 of the Master Plan). An architectural and engineering study of the Adie Knox Herman Recreation Complex and the broader Wilson Park site is required to determine the feasibility of this action.
- Recommendation #3 Engage the Windsor-Essex Catholic District School Board and Greater Essex County District School Board to determine their interest in formalizing a reciprocal agreement to facilitate consistent community access to schools (e.g. gymnasiums and other school space, as required) in exchange for access to City of Windsor recreation facilities and/or other agreed-upon supports.

5.5 Indoor Aquatic Centres

Four indoor aquatic centres are provided by the City of Windsor; each of the indoor aquatic centres employ vastly different design and operating characteristics. On one end of the spectrum is an older four-lane yard pool at Gino & Liz Marcus Community Complex, while at the other end is the WIATC with its 71-metre long pool and separate waterpark where the facility functions as an international calibre sport and family destination facility. With the WIATC alone, Windsor’s indoor aquatic centre supply provides a level of service that places it among the premier indoor aquatic destinations in the country. The City’s level of service exceeds the average of the benchmarked municipalities, due in part to the presence of the WIATC pool that is more than twice the size of most standard municipal pools.

Table 11: Service Level Comparison, Indoor Pools

Supply	2019 Population Estimate	Supply	Service Level
Greater Sudbury	167,692	5	1 : 33,538
Oshawa	168,600	4	1 : 42,150
Windsor	220,000	4.5*	1 : 48,889
Kitchener	249,300	4	1 : 62,325
London	409,000	6.5	1 : 62,923
Mississauga	759,000	11	1 : 69,000
Niagara Falls	88,868	0	n/a
Average	294,637	6	1 : 53,138

*71-metre long pool at WIATC and long-course pool in London are counted as 1.5 equivalents in recognition of the greater program capacity offered compared to standard pools

Recognizing the different level of design and investment among these facilities, Table 12 categorizes the City’s indoor aquatic centres in a manner suitable for the purposes of the Recreation Master Plan.

Table 12: Classification of Indoor Municipal Pools

Category	Description	Facility Location
Level 1 Indoor Aquatic Centre (1 facility)	Premier-level facility with a long-course swimming pool tank (71 metres). Designed to meet international and national competition standards and for tourism, but also allows community programming. Contains multiple swim tanks. Supporting amenities include diving platforms, waterpark, spray features, waterslides, movable bulkheads, timing equipment, spectator seating, viewing area, warm water tanks, etc. Service Catchment: Regional and beyond	<ul style="list-style-type: none"> Windsor International Aquatic & Training Centre (and Adventure Bay Family Water Park)
Level 2 Indoor Aquatic Centre (2 facilities)	Contains a rectangular pool tank no less than 25 metres in length with a minimum of six lanes. Supporting amenities include a separate tank, spray area, deck space, family change rooms, viewing area, ramp, etc. Service Catchment: Community	<ul style="list-style-type: none"> WFCU Centre Adie Knox Herman Recreation Complex
Level 3 Indoor Aquatic Centre (1 facility)	Smaller format pool less than 25 metres in length and fewer than six swimming lanes. Service Catchment: Neighbourhood	<ul style="list-style-type: none"> Gino & Liz Marcus Community Complex

Note: Windsor Water World is excluded.

Windsor Water World is not reflected in the municipal supply as the City decommissioned its indoor pool upon opening the WIATC (though its other components are still operational such as the gymnasium, fitness centre and multi-purpose rooms).

Windsor’s indoor aquatic centres are complemented by pools at the Windsor YMCA (at Central Park Athletics), St. Clair College and the St. Denis Athletic and Community Centre at the University of Windsor. The University plans to replace its pool with an eight-lane 25-metre pool at the future Lancer Sport and Recreation Centre, which is expected to begin construction in the near future.

Market Conditions

Windsor's indoor pools deliver programs for a wide range of age groups, interests, and abilities. A report on Canadian youth sports found that over 1.1 million youth between the ages of 3 and 17 were enrolled in a swimming program, making this the most popular organized recreation activity.²⁵ While private backyard pools provide similar recreation experiences in the summer, public pools deliver year-round aquatic programming and are venues for residents to form community ties. Notwithstanding such benefits, indoor aquatic centres are among the most intensive and expensive recreation facilities to operate.

The most common design template for a municipally-operated indoor pool is a 25-metre rectangular tank with six swimming lanes. Trends in pool construction and retrofitting have seen an evolution in public pool design that offers more variety and that accommodates a growing diversity of users, thereby raising the bar in facility quality. Municipalities across Canada are responding to user demands for modern amenities including, but not limited to, family or gender-neutral change rooms, warmer pool temperatures, spray features, updated viewing galleries, and universal design elements. Smaller secondary pool tanks are sometimes incorporated into facility design to support warm water therapy, training, and lessons for young children, older adults, or persons with disabilities. Municipalities frequently co-locate indoor pools with other recreation facilities such as gymnasiums, fitness space and/or seniors centres in order to bolster overall usage, provide opportunities for cross-programming and dry-land training, and creating a holistic and convenient experience at a single destination.

Consultation

Recreational swimming was the third most popular activity among the Master Plan's Community Survey respondents with almost half of the sample (48%) participating during the previous 12 months. Swimming is a popular activity in most communities since unstructured programs can be accommodated within residents' busy lifestyles. One-quarter of residents also indicated that they participated in instructional swimming or aquafit in the past 12 months. Swimming was identified as one of the most common activities that respondents participate in outside of Windsor.

Survey respondents expressed the desire for more recreational swimming opportunities. Three-quarters (75%) of respondents supported additional investment in improving or building new indoor swimming pools, ranking 10th out of 27 facility types, which may suggest that this is a moderate priority among respondents.

Usage Profile

Windsor's four indoor aquatic centres offer a variety of community and sport program and rental opportunities. In line with best practices in aquatic service delivery, the pools accommodate learn-to-swim programs (including private lessons), aquatic leadership, age and gender-specific swims (e.g. female-only, parent and tot, etc.), and aquatic fitness/exercise. Memberships for the pools are available that can be combined with a supplementary fitness centre membership, providing residents with holistic active living experience particularly where pools and fitness centres are co-located at a community centre.

In 2018, there were 8,560 unique members using the City's pools and fitness centres, generating more than 240,000 visits (Table 13).

²⁵ Solutions Research Group Consultants Inc. 2014. Canadian Youth Sport Report. Retrieved from <http://www.srgnet.com>

Table 13: Summary of Indoor Pool Memberships and Membership Visits

Number of Unique Members	2016	2017	2018	2016-2018 Change (%)
Adie Knox Herman Recreation Complex	701	801	811	16%
Gino & Liz Marcus Community Complex	508	469	397	-22%
WFCU Centre	387	677	626	62%
WIATC	5,048	6,204	6,726	33%
Total	6,644	8,151	8,560	29%

Total Membership Visits	2016	2017	2018	2016-2018 Change (%)
Adie Knox Herman Recreation Complex	25,383	29,129	25,383	0%
Gino & Liz Marcus Community Complex	13,345	11,637	8,020	-40%
WFCU Centre	6,052	16,923	15,548	157%
WIATC	133,214	193,982	192,511	45%
Total	177,994	251,671	241,462	36%

Source: City of Windsor, 2019

There were over 8,800 aquatic program registrations in 2018, representing a slight decline from the year prior, but a 4% increase compared to 2016 (noting this figure represents program registrants rather than unique individuals).

Table 14: Summary of Participation in Indoor Swim Programs

Swim Program Registration	2016	2017	2018	2016-2018 Change (%)
Adie Knox Herman Recreation Complex	2,183	2,410	2,597	19%
Gino & Liz Marcus Community Complex	2,819	2,034	1,966	-30%
WFCU Centre	577	2,506	2,381	313%
WIATC	2,891	2,308	1,903	-34%
Total	8,470	9,258	8,847	4%

Note: Programs include learn-to-swim, private swim, female and male only-swim, private lessons, and leadership.
Source: City of Windsor, 2019

The indoor pools further accommodated more than 17,000 drop-in swims through programs such as length swim, recreational swim, and warm-water therapy swim. Between 2016 and 2018, participation in drop-in swims increased by 24%.

Table 15: Summary of Participation in Indoor Drop-in Swims

Drop-in Swim Participation	2016	2017	2018	2016-2018 Change (%)
Adie Knox Herman Recreation Complex	4,796	5,239	5,369	11%
Gino & Liz Marcus Community Complex	2,497	2,109	2,025	-23%
WFCU Centre	3,985	9,241	11,342	65%
WIATC	7,258	6,317	6,021	-21%
Total	18,536	22,906	24,313	24%

Note: Drop-in swims include lane swim, recreational swim, family recreational swim, therapy swim, and youth swim.
Source: City of Windsor, 2019

Needs Assessment

Service provision targets for indoor aquatic centres can range widely; the Master Plan’s benchmarking comparison revealed service levels anywhere between one per 33,000 to 69,000 residents. Windsor’s service level of approximately one indoor aquatic centre per 50,000 population is consistent with many mid-sized Ontario municipalities and is an above-average level relative to the benchmarked comparators. With marginal population growth projected over the next twenty years, the City’s existing level of service – both in terms of quantity and quality – is anticipated to meet needs over the planning period.

Windsor attains a strong distribution of indoor aquatic centres north of the Tecumseh Road corridor. Most residential areas located south of Tecumseh Road - including those in the South Windsor, Roseland, Devonshire, and the growing Sandwich South Planning Districts - can access at least one City-operated aquatic centre within a 10 to 15 minute drive. Many south end residents are located within a 10 to 15 minute drive of indoor pools at the Windsor YMCA (albeit a membership is required) and LaSalle’s Vollmer Culture and Recreation Complex.

The WIATC and WFCU Centre pools are the most recent additions to the supply, incorporate modern design features, and have decades of useful life remaining. The pools at Adie Knox Herman Recreation Complex and the Gino & Liz Marcus Community Complex are more advanced in their lifecycles. Over \$3.2 million in future capital renewal projects for indoor pools have been identified by the City (Table 16).



Table 16: Estimated Capital Cost & Timing of Indoor Aquatic Centre Lifecycle Renewals

Indoor Aquatic Centre	Estimated Renewal Cost	Estimated Year when Renewal is Required
Adie Knox Herman Recreation Complex	\$1,470,000	2024+
Gino & Liz Marcus Community Complex	\$298,000	2020-2024+
WFCU Centre	n/a	n/a
WIATC (waterpark)	\$1,520,000	2020-2024+
Total Renewal Cost	\$3,288,000	

Note: Includes capital renewal projects related to indoor aquatic centres only.

Source: City of Windsor 2018 Capital Budget (Refurbishment of Municipal Pools)

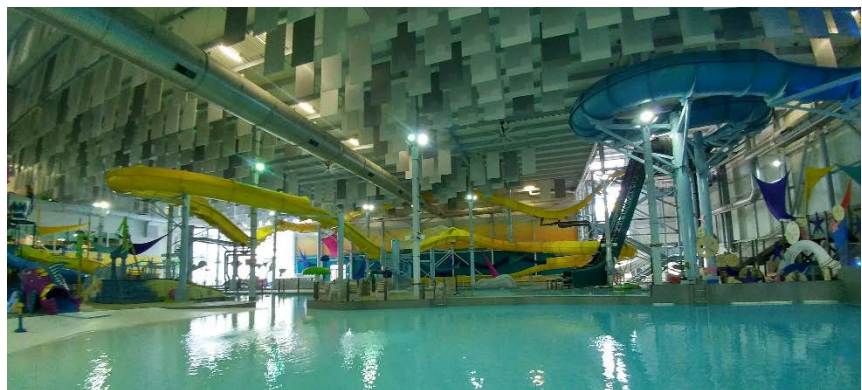
WIATC and WFCU Centre

The WIATC and WFCU Centre are the newest additions to Windsor’s indoor aquatics system and thus no major capital expansion or renovation works are foreseen to be required over the master planning period (this would not apply to Adventure Bay Water Park since new attractions and water-play elements could be required more regularly as an entertainment destination operating model).

The WIATC accounts for over three-quarters of all memberships and member visits within the City’s indoor aquatics system. Over the past three years, the WIATC has generated over 2,000 new memberships and more than 63,000 more swims by members.

The WIATC’s high quality and focus on sport results in its strong appeal as a membership destination. It would appear to be less popular for the casual swimmer or program registrant, possibly due to the City’s strong distribution of other pools that serve residential areas within their respective catchments; the scarcity/cost of parking downtown may also discourage the casual swimmer from using the WIATC in lieu of their community pool.

Given available capacity at the WIATC for greater community programming, the City should undertake a coordinated exercise with various municipal departments and divisions (including Recreation & Culture, Transit, By-law/Parking Enforcement, Community Development, Communications, etc.) to explore ways of bolstering usage. This should include staff involved with recreation and culture, transit, parking services, community development, etc. to create an integrated program delivery strategy that at a minimum could consider parking passes or discounts, and agreements with institutional partners (including school boards and post-secondary institutions, local and regional hospitals, etc.).



On the other hand, the WFCU Centre generated the largest number of drop-in swims and the second most program registrations. Its membership levels are also satisfactory and all utilization metrics are reflective of a pool with a community-serving catchment area, in this case the east end of Windsor. The indoor aquatic centre’s drop-in and registered swims are also likely bolstered by Life After Fifty members that use the WFCU Centre.

The Adventure Bay Family Water Park is a unique, enterprise-based operation that was constructed as part of the City’s economic development and tourism infrastructure. That said, a number of programs are available through Adventure Bay including snorkel and surf lessons, aquatic fitness, and parent and tot programs. These programs provide a unique experience and are revenue generating activities that are used to offset operational costs, though Adventure Bay Family Water Park is primarily oriented to family-based entertainment rather than community recreation. As part of the enterprise mindset, City Staff are continually exploring ways to creatively market, program and administer Adventure Bay. Beyond 2024, the City has identified over \$1.5 million in capital projects for renewal and reinvestment in the water park with the majority of allocated funds (\$1 million) identified for a new water slide to facilitate new aquatic experiences.

Adie Knox Herman Recreation Complex

The Adie Knox Herman Recreation Complex is an older building that, while in good structural condition overall,²⁶ requires substantial investment in its indoor aquatics centre due to many pool components at the end of useful life. The 2018 Capital Budget identifies \$1.5 million to address imminent concerns though these presently remain unfunded and costs are expected to escalate over time when also considering other lifecycle components that are approaching their end of life. Funded by a grant in 2010, the City reinvested in the pool through replacing tile as well as adding family change rooms and a therapy pool.



Adie Knox Herman Recreation Complex is strategically situated within the neighbourhood that it serves and generates strong program and drop-in swims; it also has the second highest membership usage after the WIATC. Despite these benefits, it is difficult to ignore the multi-million dollar renewal cost that is required to keep the pool operating in its current state, along with its sizeable annual operating deficit. It is especially so considering the City continues to invest heavily in the nearby WIATC which is the premier aquatic facility in the City (and surrounding region) where there is ample capacity to accommodate additional community-level programming.

The WIATC is located just 2 kilometres from Adie Knox Herman Recreation Complex, which is less than a 5 minute drive or a 10-15 minute trip by public transit; in addition, the Atkinson Outdoor Pool is located less than 1.5 kilometres (3 minute drive or 15-20 minute walk) north of the Adie Knox Herman Recreation Complex and offers aquatic programs in the summer. It goes without question that the WIATC will remain part of the civic infrastructure for decades since it is a new, international calibre destination that is also functional for municipal programming and local user group requirements. On the other hand, the Adie Knox Herman pool is much older, provides less program flexibility, and thus can be considered to be surplus (out of the two downtown facilities).

The most efficient use of municipal resources involves transitioning aquatic services from the Adie Knox Herman Recreation Complex to the WIATC and Gino & Liz Marcus Community Complex. By redirecting the multi-million dollar renewal requirement and hundreds of thousands of operating dollars from Adie Knox to the WIATC and the Gino & Liz Marcus Community Complex, the City is improving overall fiscal sustainability within its aquatics portfolio. Reallocated funds from the antiquated pool are used to offset the capital and operating obligations of the new facility (and/or fund redevelopment of the Adie Knox Herman Recreation Complex as will be discussed in the next paragraph). This is consistent with the City's original intentions at the time when the WIATC was first planned and constructed. Concerns about the downtown location can be addressed by improving vehicular parking access to the WIATC and bolstering its non-competitive programming complement as recommended in previous paragraphs.

The Adie Knox Herman Recreation Complex should continue to serve the surrounding community, albeit in a different form as identified in Section 5.4 and Recommendation #2 (i.e. through a modern, high quality, re-imagined site). The indoor aquatics centre should be repurposed which, along with the recommended repurposing of its arena, presents a unique opportunity to reimagine the entire community centre and reinforce its role as a neighbourhood community hub. At the very least, repurposed (or rebuilt) spaces should be designed to provide a **wide range of floor-based**

²⁶ Altus Group Ltd. September 2016. Building Condition Assessment: Adie Knox Recreation Complex.

recreational activities geared to all age groups and interests (with priority possibly assigned to youth programs or specific programs delivered by community partners operating in the area).

Gino & Liz Marcus Community Complex

The Gino & Liz Marcus Community Complex is important to a sizeable low-income population residing in the surrounding area. However, the Gino & Liz Marcus indoor pool is the lowest performing indoor pool in terms of registered programs and drop-in attendance; as the smallest indoor aquatic centre operated by the City, this is not surprising given its program capacity is lower than the other pools. Its smaller dimensions may discourage some people from participating in certain drop-in swims (if the pool is too busy or too short for length swims, for example). It is also likely that participation at the Gino & Liz Marcus pool has been impacted by the opening of the WIATC and WFCU Centre pools to a certain degree.

A recent Building Condition Assessment finds the pool in good condition;²⁷ pool tile has recently been replaced while accessible and family change rooms have been added. The City's 2018 capital plan identifies approximately \$300,000 to replace pool equipment, although these projects are not planned to be undertaken until after 2024. The biggest limitation with the pool is its design specification, notably the dimensions of the tank and limited on-deck space. Unfortunately, the community centre is landlocked so an expansion to the indoor pool is unlikely unless undertaking major reconstruction of the facility and/or assembling additional lands.

Windsor Water World

The WIATC/Adventure Bay complex was constructed with the intention of replacing Windsor Water World. As noted earlier in this section, the indoor aquatics component of Windsor Water World has since been decommissioned; in May 2019, the City issued an Expression of Interest for the potential redevelopment of the site (including the Windsor Arena).

Between the different levels of quality and scale associated with Windsor's indoor aquatics infrastructure, a good balance of aquatic opportunities exist along with generally satisfactory geographic distribution. Residents seeking a higher quality aquatic experience have a choice to travel to the newer WIATC or WFCU Centre pools, while others looking for more neighbourhood or community-level options can presently make use of the Adie Knox Herman and Gino & Liz Marcus pools.

Recommendations

- Recommendation #4** Undertake an analysis of potential opportunities to bolster community use at the City's indoor aquatic centres through a coordinated strategy of program delivery, pricing for community-oriented programs consistent with other indoor aquatic centres, providing parking passes or discounts, and pursuing agreements with institutions (including school boards, post-secondary institutions, Windsor Regional Hospital and other local health providers).
- Recommendation #5** In line with Recommendation #2 and Recommendation #4 of the Recreation Master Plan, transition indoor aquatic programming from Adie Knox Herman Recreation Centre to the Windsor International Aquatic & Training Centre and Gino & Liz Marcus Community Complex. In doing so, redirect a portion of the capital and operational savings towards funding the recommended re-imagination of the Adie Knox Herman Recreation Complex so that it delivers a broader range of community-focused programs compared to present time.

²⁷ Altus Group Ltd. September 2016. Building Condition Assessment: Gino A. Marcus Complex.

5.6 Ice Pads

The City operates four arenas that collectively contain nine ice pads, resulting in a service level of one ice pad per 24,400 residents. The City’s supply of ice pads is summarized in Table 18, including a general description of amenities found in each.

For the purposes of this assessment, the Bowl at the WFCU Centre is counted as one half (0.5) of an ice pad since its OHL usage and special event programming result in limited public rental opportunities relative to other arenas in Windsor (the community books approximately 15-20 prime time hours per week at the Bowl). **As a result, the City’s effective supply is considered to be 8.5 ice pads.**

Table 17: Service Level Comparison, Ice Pads

Supply	2019 Population Estimate	Supply	Service Level
Greater Sudbury	167,692	16	1 : 10,481
Niagara Falls	88,868	5	1 : 17,774
Oshawa	168,600	10.6	1 : 15,906
London	409,000	22	1 : 18,591
Windsor	220,000	8.5	1 : 25,900
Kitchener	249,300	9	1 : 27,700
Mississauga	759,000	25	1 : 30,360
Average	294,637	13.75	1 : 21,000

There is also a privately-operated twin pad arena at Central Park Athletics which alleviates pressure for prime time ice placed on City of Windsor arenas (particularly for adult hockey, some rep-level teams and certain other rental groups, since the City’s ice allocation policy prioritizes minor arena users). The City’s outdoor rinks (discussed in Section 5.18) also reduce pressure on the arena system through rentals and public skating opportunities.

Table 18: Summary of Municipal Ice Pads

Arena Name (Year of Construction)	Ice Pads	Amenities
Adie Knox Herman Recreation Complex (1969)	1 Pad (85’x200’)	Spectator seating, viewing area, 4 change rooms, concession
Capri Pizzeria Recreation Complex (1960/70s, twinned in 1995)	2 Ice Pads (85’x200’ and 80’x185’)	Spectator seating, viewing area, 12 change rooms, concession
Forest Glade Arena 1975 (twinned in 1990)	2 Ice Pads (80’x180’ and 80’x185’)	Spectator seating, viewing area, 12 change rooms, concession
WFCU Centre (2008)	4 Ice Pads (all are 85’x200’)	Spectator seating, viewing area, 18 change rooms, concession, pro-shop

Note: supply excludes the Windsor Arena (previously known as the Border Cities Arena) that was decommissioned in 2013

During the planning period, a number of facility capital projects have been identified to renew the City’s aging arena inventory. As illustrated in Table 19, the City’s capital plan identified that the ice pads at Capri Pizzeria Recreation Complex will have the largest renewal requirement (\$235,000) to replace the chiller and rink boards. Replacing mechanical equipment and rink boards at Forest Glade Arena (\$195,000) was also identified, as well as retractable stands at WFCU Centre (\$150,000), and roof repairs at Adie Knox Herman Recreation Complex (\$50,000). Between 2019 and 2025, nearly \$1.5 million in capital projects were identified to take place at various arenas, including upgrading/replacing equipment, security systems, new flooring, painting, adding change rooms, and more.

Table 19: Estimated Capital Cost & Timing of Arena Lifecycle Renewals

Arena	Estimated Renewal Cost	Estimated Year when Renewal is Required
Adie Knox Herman Recreation Complex	\$50,000	2020
Capri Pizzeria Recreation Complex	\$235,000	2019-2022
Forest Glade Arena	\$195,000	2020-2024
WFCU Centre	\$150,000	2023
Various Arenas	\$1,475,000	2019-2025
Total Renewal Cost	\$2,475,000	

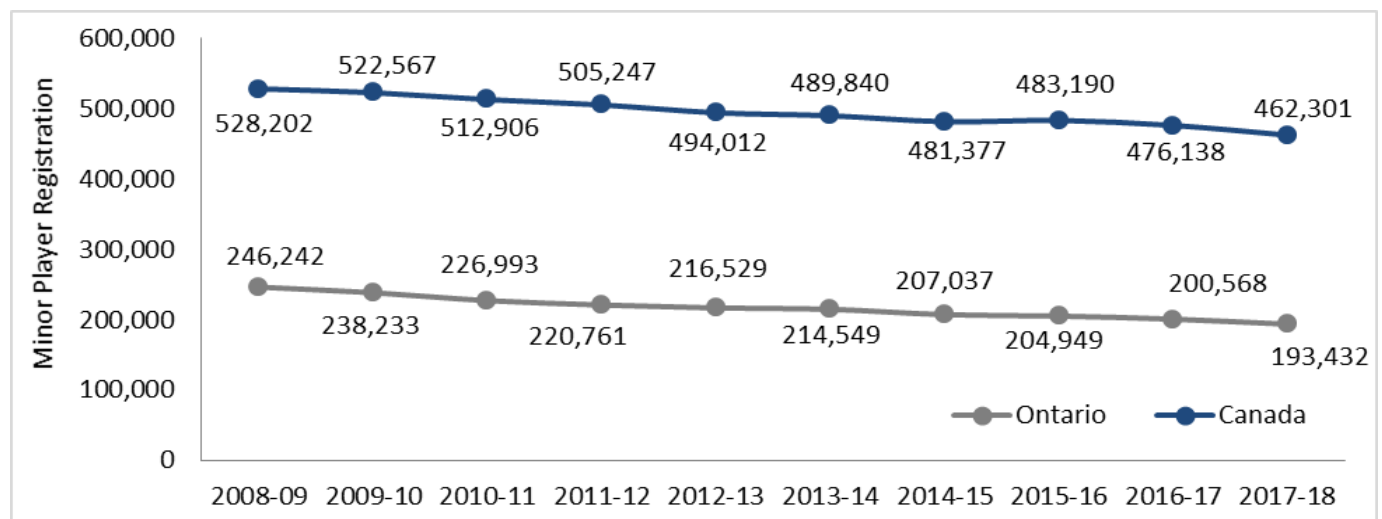
Note: A number of capital renewal projects are identified to take place at various arenas between 2018 and 2025 including equipment upgrades and replacement, security systems, new flooring, painting, adding change rooms, and more.

Source: City of Windsor 2018 Capital Budget (Municipal Arena Refurbishments)

Market Conditions

For decades, ice sports such as hockey and figure skating have been considered a cornerstone of Canadian pastime activities. Recent data from Hockey Canada indicates that participation in minor hockey has been steadily declining. Over the past nine years, participation in minor hockey at the national and provincial level declined by 13% and 21%, respectively.²⁸ Figure skating has experienced similar challenges over the past four years as national and provincial registration declined by 2% and 4%, respectively.²⁹ The City estimates that there are approximately 6,500 hockey and figure skating participants in Windsor.³⁰

Figure 20: National Participation in Minor Hockey, 2008 - 2018



Source: Hockey Canada Annual General Meeting Reports

The decline in hockey and figure skating participation is driven by a number of factors such as concerns over safety, the escalating cost of equipment and travel, the increasing cost of ice, and an increasing immigrant population from countries that do not tend to participate in arena activities. Declining participation has resulted in surplus arena capacity in many communities, particularly on weekends and during shoulder hours that fall just outside of prime time. Municipalities have implemented strategies to cope with shifting arena trends including creating/amending ice allocation policies, offering new program opportunities to promote

²⁸ Hockey Canada. Annual General Meeting Reports.

²⁹ Skate Canada. Annual General Meeting Reports.

³⁰ Number of participants based on an estimate of 12 to 18 players per team.

learn-to-skate, learn-to-hockey, and sport safety, and subsidies to reduce the cost to participate. Some municipalities also close arenas on certain days or hold blackout periods in order to reduce operating costs. Locally, the All Saints' Anglican Church in Windsor lends skates free-of-charge to those who do not own a pair. According to the City's Recreation and Culture Community Impact Report, the Church lends approximately 900 skates per year.³¹

Hockey Canada recently announced a new national mandate which will enforce cross-ice play as opposed to the traditional full-ice play for five and six year olds. To accommodate the mandate, ice surfaces will be divided into two to three zones, where players will only use the width of the ice for their games and practices. It is intended that this change will help promote skill development for players newly introduced to the sport and those of an average or lower skill level. This change is expected to have an impact on how ice is booked and how ice needs are evaluated.

Consultation

The Community Survey revealed that ice sports were the 11th most popular activity with 34% of respondents participating in hockey, figure skating and ringette during the past 12 months. Hockey was identified as one of the most common activities that respondents participated in outside of Windsor, which is not surprising given travel requirements for rep-level and tournament play, as well as the regional nature of some adult leagues. 70% of respondents supported additional investment in arenas, either to improve existing facilities or to build new, ranking 14th out of 27 facility types. This ranking suggests that respondents have other pressing priorities.

Several ice users participated in an Indoor Recreation Focus Group for the Master Plan. While a number of organizations indicated that their registration has been increasing, the general sentiment was that the growth of their organizations is limited by the lack of available preferred ice times. Organizations participating in the Focus Group expressed a desire to upgrade Forest Glade Arena, specifically regarding updating lighting, showers, humidity, and general quality.

Usage Profile

Historical ice booking schedules were analyzed to understand the state of Windsor's usage profile. City staff provided a typical weekly ice schedule from the past two ice seasons,³² which contains regular ice bookings from hockey and skating organizations, as well as other users such as adult leagues, high schools, and other regular renters (factors such as tournaments and ice maintenance are excluded from the analysis). Given that this assessment focuses on community usage only, OHL bookings are also excluded from the analysis. Prime time hours are analyzed, which are defined by the City as:

- Weekday prime time (Monday to Friday): 5:00 pm to 10:00 pm
- Weekend prime time (Saturday to Sunday): 8:00 am to 10:00 pm

During prime time hours, Windsor had a system-wide booking rate of 86% for the 2018/2019 season, which was a marginal 2% increase from the 2017/18 season. It should be recognized that this represents how much time ice is booked and not how much actual ice time is used. Turned-back time and last minute ice have not been accounted for. As a result, this booking rate represents the "best case" scenario of arena usage. While it is not reasonable to expect arenas to be used at 100% capacity, high performing arenas tend to program between 90% and 95% of their prime time hours, while arenas with usage levels under 90% typically can accommodate additional demand.

³¹ 2016 City of Windsor Recreation and Culture Community Impact Report. Retrieved from <https://www.citywindsor.ca>

³² Historical ice usage data prior to the 2017/18 season is not available.

Weekday usage was the strongest with a booking rate of 96% during the 2018/19 season, which was a 4% increase from the 2017/18 season. Prime time usage during the weekend was lower at 77% (on par with the 2017/18 season). Based on these usage levels, there are 63 hours of prime time ice available on a weekly basis, equating to more than one ice pad which offers 53 hours of prime time ice each week. These findings suggest that there is excess capacity to accommodate additional demand within the current arena system.

Of note, ice pads that had the **most number of ice bookings** were the WFCU AM800 pad (98%) and the ice pad at Adie Knox Herman Recreation Complex (94%). By contrast, ice pads that had the **least number of ice bookings** were the Green Shield pad (73%) and Grenon pad (77%) at the WFCU Centre, as well as the B Pad (77%) at Forest Glade Arena.

Needs Assessment

A participant-based service target is used to assess long-term ice needs because it accounts for generally-accepted standards of play, the impact of local participation trends, population growth, and other demand factors. Comparable municipalities throughout Ontario generally use a service target of one ice pad per 400 to 500 minor players. Participation data provided by the City suggests that there are currently 3,400 registered minor players. With an effective supply of 8.5³³ ice pads, Windsor is currently providing one ice pad per 400 minor players. A target of one per 475 minor players is recommended for the Recreation Master Plan, which is a conservative target given Windsor's current ice scheduling patterns and available ice capacity. The recommended target also takes into consideration other factors such as the City's aging population base and broader trends in ice participation.

Projections suggest that there could be 3,500 registered minor ice sport participants by the end of the master planning period, assuming current participation rates remain constant. The recommended service target suggests that by 2039, there will be a need for approximately 7.4 ice pads.

With an effective supply of 8.5 ice pads, Windsor will have one surplus ice pad. This would be a conservative estimate given regional participation trends in arena registrations, aging population trends and limited population growth that is expected (i.e. it could be difficult for local ice sport organizations to sustain participation/registration rates over time), and the fact that the privately-operated twin pad arena at Central Park Athletics significantly contributes to the needs of the City's ice users.

The current utilization and participation data provides rationale for removing one ice pad from the City's supply and would result in a more fiscally sustainable and operationally efficient arena system. Removal of an ice pad could be achieved possibly without significantly impacting the ability of local arena users to secure prime time, albeit at a time or location that is different than the historical allocation of some groups. Arena schedules indicate moderate usage over the past two ice seasons and that there is an average of 63 hours per week of prime time ice collectively unbooked across all arenas, equating to one full ice pad worth of availability. Therefore, the potential exists to reallocate bookings from a decommissioned ice pad to open prime time slots at other arenas across the City. Further, area municipalities have increased their arena supplies resulting in fewer non-resident bookings taking place in Windsor arenas compared to the past.



³³ The City of Windsor has nine physical ice pads but due to partial access of the Bowl at the WFCU Centre, it is only considered to be one-half of an ice pad, resulting in an effective supply of 8.5 ice pads.

The assessment forecasts a nominal increase in minor ice participation that will require additional prime time ice (in the range of 10 to 12 hours per week); however, it is anticipated that future new registrants can be accommodated within existing scheduled time as there are currently non-minor groups (e.g., adult leagues) booking prime time hours. Adult leagues and other non-minor users may be required to use ice time after 10pm, or travel outside of Windsor in order to accommodate future minor ice participants, although this is common in many municipalities. To identify a suitable arena for decommissioning, there are a number of factors that should be considered including state of existing infrastructure, utilization rates, proximity to other arenas, and single pad locations.

The following arena implementation strategy takes into account the age of Windsor's arenas along with their designs as either multi-pad or single pad facilities (as a best practice, multi-pad arenas are favoured over single pad as they are more efficient in terms of operations).

Adie Knox Herman Recreation Complex

The Adie Knox Herman Recreation Complex is one of Windsor's oldest arenas and the City's only single ice pad arena. Constructed in 1969, the arena is presently 50 years old which is considered to be the life expectancy of many arenas. The most recent Building Condition Audit (prepared in 2016) found the condition of the entire complex to be good as a whole, though it did not specifically comment on the condition of individual arena components; however, arenas of this age tend to require greater capital investment to replace equipment to extend their life. It bears noting that the Adie Knox Herman Recreation Complex arena is generally not accessible, which limits programming and rental opportunities, while its four arena change rooms create challenges for gender-specific usage (six dressing rooms is considered the minimum standard for modern arenas).

Ice booking schedules from the 2018/19 season indicated that 50 hours of prime time ice per week was scheduled at the Adie Knox Herman Recreation Complex arena. Closure of the ice pad would result in the City having to re-allocate approximately 7 hours per week to each of the remaining ice pads. With an average of 7.5 hours presently available per week across the arena system, it will be undoubtedly be tight and potentially mean that some adult teams that are currently playing before 10pm could have to shift to later timeslots. While some relocated groups may not be able to continue using their preferred ice times, it is important to communicate the importance of optimizing the use of existing facilities and municipal resources.

Based on these considerations, the ice pad at the Adie Knox Herman Recreation Complex should be removed from the City's arena supply. The City should cease ice-making operations and run the Adie Knox Herman arena as a year-round dry-floor facility, which will reduce shoulder-season pressures placed on the rest of the arena system for sports such as lacrosse and ball hockey. Opportunities will also be created for pickleball (and possibly other gymnasium-sports) which could be attractive to the population of seniors living in the area and using the Life After Fifty programs next door. An engineering assessment of the building's structural, mechanical and electrical systems should confirm that the feasibility and costs of permanent conversion to a warm activity space are appropriate.

Conversion to a dry-floor provides an opportunity to address other in demand use(s) and serve broader community needs that have gone unmet, particularly among residents whose interests go beyond ice sports. Lacrosse organizations, in particular, have noted that they are facing considerable constraints in accessing dry-pads for their box programs, especially in the early spring. In recent years, a number of ice pads have been repurposed in Ontario due to underutilized and aging arenas; examples of adaptive re-use of ice pads in other municipalities include indoor tennis, indoor sports fields, gymnasium floors, indoor skateboard parks, multi-purpose space, storage for public works, and more.

Forest Glade Arena and Capri Pizzeria Recreation Complex

Forest Glade Arena and Capri Pizzeria Recreation Complex were both built in the 1970s and twinned in 1990s. As a result, there are certain areas within the arenas that have functional and aesthetic

components that reflect the original era of construction and could be modernized to enhance the user experience. Repurposing the Adie Knox Herman Arena allows the City to reinvest any deferred capital and operating savings to fund upgrades at the Forest Glade Arena and Capri Pizzeria Recreation Complex arena (e.g. common areas, change rooms, lighting, spectator areas, etc.).

WFCU Centre

The WFCU Centre is Windsor’s newest arena and at 10 years of age, it is early in its useful life. Therefore, no major capital expansion or renovation works are foreseen to be required over the master planning period apart from maintaining a state of good repair.

Recommendations

Recommendation #6 Operate the Adie Knox Herman Recreation Complex arena as a year-round dry-floor venue for lacrosse, ball hockey, pickleball and other appropriate activities, thereby decommissioning the arena’s ice-making equipment. The feasibility and costs involved with permanently converting the arena to an accessible, warm activity space should first be determined through an engineering study of the arena building prior to its conversion (to be aligned with the architectural study identified in Recommendation #2 of the Recreation Master Plan).

Recommendation #7 Undertake improvements to Forest Glade Arena and Capri Pizzeria Recreation Complex arena to improve the user experience and accessibility, funded in part through reallocated operational savings associated with the decommissioning of Adie Knox Herman Arena. It is recognized that the recent addition of community space to the Capri Pizzeria Recreation Complex has provided significant community opportunities beyond the ice pads.

5.7 Gymnasiums

The City provides gymnasium space at seven locations across Windsor. The City’s gymnasiums vary in size, configuration, range of amenities, and the types of uses that take place within them. Generally speaking, the City has three types of gymnasium configurations, which are categorized in Table 21 for the purposes of the Master Plan.

Recognizing the limitations of programming leisure gyms for sports and active recreation activities, these are excluded from the service level comparison with benchmarked municipalities. With this in mind, the City’s seven large and small sport gymnasiums result in a provision level of one per 31,429 residents, which is higher compared to the benchmarked average.

Table 20: Service Level Comparison, Sport Gymnasium Locations

Sport Gymnasium Locations	2019 Population Estimate	Supply	Service Level
Greater Sudbury	167,692	7	1 : 23,956
Kitchener	249,300	10	1 : 24,930
Windsor	220,000	7	1 : 31,429
London	409,000	10	1 : 40,900
Mississauga	759,000	14	1 : 54,214
Oshawa	168,600	2	1 : 84,300
Niagara Falls	88,868	0	n/a
Average	294,637	8	1 : 43,288

Residents also have access to non-municipal gymnasiums including the Windsor YMCA, school boards, the University of Windsor St. Denis Athletic and Community Centre, and St. Clair College Sportsplex. Two smaller gymnasiums are owned and operated by the Riverside Lions at their Riverside Sports Centre. The University is planning a new triple gymnasium as part of its future Lancer Sport and Recreation Centre.

Table 21: Classification of Municipal Gymnasiums

Category	Description	Facility Location
Level 1 - Large Sport Gymnasium (3 facilities)	Double gymnasium or larger, dividing wall, painted sport lines, run-off areas, hardwood floors	<ul style="list-style-type: none"> • Capri Pizzeria Recreation Complex • Constable John Atkinson Memorial Community Centre • WFCU Centre
Level 2 - Small Sport Gymnasium (4 facilities)	Single gymnasium, painted sport lines, limited run-off areas, hardwood or multi-purpose floor, stage, accommodate both active activities and non-recreation community uses	<ul style="list-style-type: none"> • Gino & Liz Marcus Community Complex • Forest Glade Community Centre • Optimist Community Centre • Windsor Water World
Level 3 - Leisure Gymnasium (3 facilities)	Variation in size, not suitable for sports (e.g., basketball, volleyball, etc.), accommodate both active activities and non-recreation community uses, kitchen, stage, paint markings	<ul style="list-style-type: none"> • Capri Pizzeria Recreation Complex • Constable John Atkinson Memorial Community Centre • WFCU Centre

Market Conditions

Gymnasiums facilitate a variety of indoor sports and recreation opportunities that require a hard surface, a large open space and high ceilings. Gymnasiums support both organized and drop-in activities including basketball, volleyball, badminton, pickleball, group fitness, and other active programs. While a variety of other activities may take place in these facilities such as special events and large social gatherings, non-sport related rentals are sometimes discouraged to ensure that gymnasiums are used for high demand recreation uses and to protect floor finishes from damage.

Consultation

Results from the Community Survey found that respondents participated in various activities that can take place within a gymnasium. In the past 12 months, respondents participated in basketball (18%), volleyball (14%), and gymnastics (10%). Two-thirds (67%) of respondents also supported additional investment in building new or improving gymnasiums, ranking 16th out of 27 facility types; this suggests that investment in gymnasiums is not a high priority. However, consultations expressed a desire for more youth programs and services (some of which may take place within gymnasiums). Throughout the Master Plan process, feedback emphasized a need for ample opportunities that encourage youth to participate in recreation activities as well as to have a place to go after school.

Usage Profile

With a variety of uses that can take place within gymnasium space, usage levels vary considerably at each location. Gymnasium usage data was compiled by City staff, and focused on usage during peak periods, specifically:

- Monday to Friday from 5:00 pm to 11:00 pm
- Saturday to Sunday from 8:00 am to 11:00 pm

Under these parameters, Windsor’s sports and leisure gymnasiums were booked for a total of 9,405 hours in 2018. The opening of two new gyms at Capri Pizzeria Recreation Complex in 2016 contributed towards a sizeable increase in the number of booked hours (53%).

Constable John Atkinson Memorial Community Centre was the most used sports gymnasium in 2018 with 1,617 hours booked. During this period, the most used leisure gymnasium was at the Capri Pizzeria Recreation Complex (1,125 hours booked). By contrast, the least used sports and leisure gymnasium in 2018

was at the Forest Glade Community Centre (765 hours booked) and the leisure gymnasium was at Constable John Atkinson Memorial Community Centre (425 hours booked).

On a system-side basis, there was over 20,000 hours of unbooked time at Windsor's sports and leisure gymnasiums, including 13,100 hours across the seven sports gymnasiums and 7,000 hours at the three leisure gymnasiums. This suggests that there is ample capacity to accommodate additional usage.

Needs Assessment

Gymnasiums deliver a wide range of programs across all age groups (sports, fitness, performing arts, general interest, etc. for pre-schoolers to seniors). Provision targets vary across Ontario, often depending upon the degree of access that municipalities can negotiate with school boards for use of their gymnasiums through reciprocal or other agreements. In Windsor, school gymnasium access is limited to the Provincial Community Use of Schools initiative which is useful for certain users but can be untenable for others based on cost, scheduling, or restrictions on permitted use. Accordingly, the community relies upon the City of Windsor to a greater extent in order to access affordable, flexible gymnasium space throughout the day.

Historically it was common for municipalities to develop stand-alone gymnasiums, sometimes supported by multi-purpose rooms, as was the case at Optimist Community Centre and Constable John Atkinson Memorial Community Centre. Current best practices, however, co-locate gymnasiums with an aquatic centre and/or arena to provide dry-land training, as well as with fitness centres, seniors' centres and youth centres from a cross-programming perspective. Gymnasiums are also commonly used for events, celebrations, cultural activities, and other gatherings that require a large indoor space.

The City's gymnasiums are presently well distributed across Windsor, particularly when factoring the non-municipal supply of school gymnasiums, the YMCA of Windsor and Riverside Sports Centre. With the City's south end poised for a growth over the master planning period, particularly in the Sandwich South area (Ward 9), there may be greater demands for gymnasiums in that area.

While population growth is not anticipated to be sufficient enough for the City to construct a new community centre nor a stand-alone gymnasium, a partnership with another organization(s) to jointly develop a new gymnasium is an approach to be considered. Using the "community hub" philosophy articulated in section 5.4, the City should investigate potential opportunities with organizations seeking to participate in a co-located facility model within or near Sandwich South that may include a gymnasium and other complementary spaces, such as multi-purpose space.

The future of Windsor Water World is worth mentioning as it contains the only gymnasium located north-west of the Howard Avenue interchange with the EC Row Expressway. Its indoor aquatics component was the primary amenity but it was decommissioned upon opening of the WIATC (as originally planned), leaving the gymnasium, fitness centre and multi-purpose rooms as the only remaining operating areas. More recently, in May 2019 the City issued an Expression of Interest for the redevelopment and/or sale of the Windsor Water World site. Based on this initiative, it is presumed that the Windsor Water World is not envisioned in the City's long-term operating plans; therefore west-end residents would rely upon the Capri Pizzeria Recreation Complex and YMCA gyms, though it would be more challenging for persons that do not have a car.

Recognizing this, a new west-end gymnasium will be required to replace the space lost at Windsor Water World. One option to do so should be to explore reciprocal agreements with the school boards as discussed in preceding paragraphs. The divestiture of Windsor Water World also presents an opportunity for the City to re-allocate its operating budget and proceeds of its sale towards the repurposing of the Adie Knox Herman Recreation Complex arena and indoor aquatic centre, which is the recommended location for the replacement gymnasium. The City should thus undertake an architectural study of the Adie Knox Herman Recreation

Complex, as noted in Section 5.4 and Recommendation #2, to determine the feasibility of expanding or redeveloping the facility to include a gymnasium, fitness centre and indoor walking track (see Section 5.8). Doing so would complement programs offered by Life After Fifty who operate across the street, but also broaden the City’s ability to deliver multi-dimensional programs to the surrounding community. There appears to be room on site to expand the facility footprint to the west or south, although this would require reconfiguration of outdoor spaces such as the parking lot and playground, and/or ball diamond (the latter is currently underutilized).

Recommendations

Recommendation #8 Engage prospective agency and institutional partners to gauge interest to establish a community hub in the City’s south end (Ward 9) to provide convenient, accessible, and affordable gymnasium space (and other complementary spaces such as multi-purpose space). Establishing a community hub in Windsor’s south end should only be pursued if the City can identify a suitable partner that can assume a portion of capital and operating costs.

5.8 Fitness Spaces

The City provides three fitness centres and three group fitness studios (Table 22). Fitness activities may also be held in other spaces such as the leisure gymnasium at the WFCU Centre.

Table 22: Classification of Municipal Fitness Spaces

Fitness Space	Description	Facility
Fitness Centres	Offers a range of cardio and weight-training equipment. Ideal for users seeking an alternative to private sector fitness centres.	<ul style="list-style-type: none"> Gino & Liz Marcus Community Complex (including a cycling room) WIATC Windsor Water World
Group Fitness Studios	Commonly offered by municipalities as they are low cost and are easily integrated within indoor recreation facilities. These spaces can be programmed for a variety of activities, including group fitness programs and dry-land training. Amenities include mirrored walls, hardwood floors, ballet bars, and storage.	<ul style="list-style-type: none"> Capri Pizzeria Recreation Complex Gino & Liz Marcus Community Complex WFCU Centre

Note: Fitness studios exclude multi-purpose program rooms that accommodate group fitness activities. Fitness spaces may also be held within a leisure gymnasium such as the one located at the WFCU Centre.

Windsor’s three fitness centres translate into a service level of one per 72,900 residents, which is higher than the benchmarked average (Table 23). By comparison, the City’s two fitness studios result in a service level of one per 110,000, which is on par with the benchmarked average (Table 24). Each municipality also operates other multi-purpose spaces that can accommodate group fitness activities but are not reflected in the service level comparison.

Other institutional fitness space providers serving the Windsor community include a relatively new fitness centre at the Windsor YMCA, the soon to be expanded University of Windsor St. Denis Athletic and Community Centre, and the St. Clair College Sportsplex. Windsor also has a sizable private sector market of fitness providers comprised of several national and regional chains, independent fitness centre operators, as well as specialized studios catering to yoga, cross-fit and other active living services.

Table 23: Service Level Comparison, Fitness Centres

Fitness Centres	2019 Population Estimate	Supply	Service Level
Greater Sudbury	167,692	6	1 : 27,950
Oshawa	168,600	3	1 : 56,200
Windsor	220,000	3	1 : 73,300
Niagara Falls	88,868	1	1 : 88,900
Mississauga	759,000	7	1 : 108,400
London	409,000	3	1 : 136,300
Kitchener	249,300	0	n/a
Average	294,637	4	1 : 81,850

Table 24: Service Level Comparison, Fitness Studios

Fitness Studios	2019 Population Estimate	Supply	Service Level
Greater Sudbury	167,692	6	1 : 27,950
Kitchener	249,300	6	1 : 41,550
Oshawa	168,600	3	1 : 56,200
Windsor	220,000	3	1 : 73,300
Niagara Falls	88,868	1	1 : 88,900
London	409,000	2	1 : 204,500
Mississauga	759,000	3	1 : 253,000
Average	294,637	3	1 : 106,500

Market Conditions

Physical fitness and individual wellness are top of mind issues among many Canadians, resulting in a greater emphasis being placed on personal health. This has translated into increasing use of private and public sector fitness services, including active living programming centred on general health and wellness, weight-training, cardiovascular training and stretching activities (e.g. yoga and Pilates).

The provision of fitness spaces vary in each municipality due to the robust nature of private-sector fitness centres. They can often expend greater resources to provide an enhanced level of service to their members. Some communities do provide municipal-level fitness centres to provide members/users with a high quality fitness experience as an affordable alternative to the private sector. Most municipalities tend to provide some level of space for group fitness programming, either through dedicated fitness studios (with hardwood floors and mirrored walls) or flexible multi-purpose space. With greater emphasis being placed on health and wellness, group fitness programming has become one of the fastest growing segments of the fitness sector, more so than traditional weight-training, as these programs are designed to be fun and social activities. To enhance the user experience, fitness centres and studios can be complemented with other indoor recreation facility components such as a walking track, gymnasium and/or indoor pool.

According to recreation surveys across the province, walking is typically identified as the most popular recreation pursuit given that it is a self-structured activity that residents can engage in at one’s leisure. This is one reason, among many, that has resulted in the growing popularity of indoor walking tracks as they offer several benefits such as year-round training for sport organizations and providing a safe and controlled environment for walking. Canada’s varied climate conditions provide further support for walking tracks within community centres. Intangible benefits are also achieved as walking tracks promote physical activity and encourage users to remain active during the winter months. There are currently no indoor walking tracks offered at any Windsor municipal facility.

Consultation

The Community Survey found that 46% of respondents participated in group fitness activities over the past 12 months including aerobics, yoga, and weight-training. Participation in fitness ranked as the 5th most popular activity, reinforcing the popularity of the activity and the emphasis on health and wellness. Fitness was also identified as a common activity undertaken outside of Windsor. Due to the popularity of the activity, more fitness opportunities in the City was one of the most common activities that was requested by respondents. Two-thirds of respondents supported additional investment in building new or improving fitness centres, ranking 17th out of 27 facility types. This suggests that investment in fitness centres is not a high priority. Additionally, residents who attended the Public Information Centre expressed the desire for outdoor fitness equipment, as well as outdoor fitness classes.

Needs Assessment

Fitness Centres

The local fitness sector is fairly saturated with the presence of City of Windsor fitness centres and programs offered at various community centres, national and regional chains, the YMCA, and small business. This provides residents with a wide range of choice in terms of activity, quality and price points.

Municipalities typically contemplate new fitness centres and studios when community centres are developed – a fitness centre by itself does not normally drive new facility construction. No new community centres have been recommended through the Master Plan and the supply of fitness centres and studios is such that residents across the City have access to some form of municipally-operated fitness program (the geographic distribution is significantly bolstered when factoring in the private sector and not-for-profit supply).

Like gymnasiums in preceding assessments, the redevelopment of Windsor Water World will diminish the availability of fitness services west of the downtown core. The architectural study of the Adie Knox Herman Recreation Complex noted in Section 5.4 and Recommendation #2 should include a fitness centre and indoor walking track (see paragraphs that follow) to complement the recommended gymnasium at that location. Doing so would reinforce the active living and holistic wellness potential of Adie Knox Herman Recreation Complex, including principles of “healthy aging” and “aging in place” for older adults living nearby.

Complementary to fitness centres is outdoor fitness equipment. The provision of outdoor fitness equipment has been gaining traction in municipalities across the Province in order to provide residents with an enhanced level of access to no-cost physical activity. A needs assessment for outdoor fitness equipment in Windsor is discussed further in Section 5.20 (Recommendation #27).

Indoor Walking Tracks

Consistent with findings from across Ontario, the Master Plan’s Community Survey recorded walking as the most popular recreational activity. Residents can easily integrate walking for leisure into their own schedule and participate regardless of age or income. Combined with a desire to stay active year-round, indoor walking tracks have grown in popularity. Indoor tracks/routes offer a safe and controlled environment to walk in which makes them especially attractive to older adults and caregivers that can push young children in strollers. While walking tracks do not tend to generate substantial revenue, if any, they fit within many municipalities’ mandate to promote community wellness and the pursuit of healthy lifestyles. The steady volume of use and foot traffic can also bolster a community centre’s function as a recreation hub.

Many new multi-purpose recreation facilities typically incorporate indoor walking tracks encircling an arena, gymnasium, sports field, or other major facility components (e.g. fitness centre). Existing multi-use facilities may be retrofitted to add an elevated indoor walking track above a major facility component such as an arena or gymnasium, although these tend to be costly endeavours, particularly if the facility was not intended to support the addition of an elevated track.

Where new facilities or expansion projects are not being considered, municipalities have implemented creative solutions to integrated indoor walking areas within existing facilities. A common approach is to designate walking routes within circulation areas or having designated walking times within large open spaces such as in a gymnasium. Given the popularity of walking, the benefits of an indoor walking, as well as requests for this type of facility in Windsor, there is merit in considering an indoor walking track and/or designating a walking route within a multi-purpose facility.

With this in mind, it is recommended that the City investigate the ability to integrate an indoor walking track through the recommended redevelopment/reconfiguration of the Adie Knox Herman Recreation Complex. A track would be a logical complement to proposed gymnasium and fitness spaces and could

benefit from seniors programs that take place in the community centre and across the street at the Life After Fifty building. Feasibility of including an indoor walking track as part of a redeveloped Adie Knox Herman Recreation Complex should be explored through the architectural/engineering analysis identified through Recommendation #2 of the Recreation Master Plan.

The WFCU Centre is also a potential location for an indoor walking route by using circulation areas and/or large and open spaces such as its gymnasium or arena floor. Designating a walking route at the WFCU Centre would be particularly beneficial in supporting Life After Fifty programming. The City should monitor the use of this walking route and if successful, consideration should be given to integrating similar walking opportunities at other locations.

Recommendations

Recommendation #9 Explore opportunities to establish a designated walking route through circulation areas and/or major facility components (e.g., gymnasium or arena pad) at the WFCU Centre, along with consideration of an indoor walking track as part of the architectural study proposed for the Adie Knox Herman Recreation Complex (see Recommendation #2 of the Master Plan).

5.9 Multi-Purpose Rooms

Table 25 summarizes the 45 multi-purpose rooms located within 12 facilities operated by the Recreation and Culture Department. The number of multi-purpose spaces translates into a service level of one per 4,500 residents. A comparison with benchmarked municipalities was not conducted given that each community provides broad definitions and ranges of spaces due to highly variable aspects relating to room sizes, configurations, and range of amenities.

Table 25: Summary of Multi-Purpose Rooms

Facility Name	Supply	Facility Name	Supply
Adie Knox Herman Recreation & Customer Care Complex	1	Ojibway Nature Centre	2
Capri Pizzeria Recreation Complex	7	Optimist Community & Customer Care Centre	2
Forest Glade Arena	1	WFCU Centre	6
Forest Glade Community & Customer Care Centre	1	Willistead Manor Complex	5
Gino & Liz Marcus Community & Customer Care Complex	5	Windsor International Aquatic & Training Centre	6
Mackenzie Hall	7	Windsor Water World	1
Malden Park Visitors Centre	1	Total	45

Multi-purpose rooms vary in size, configuration, capacity, and the number of amenities that are available. Amenities associated with these multi-purpose rooms may include, but not be limited to, kitchens, sinks, countertops, storage, washrooms and change rooms, stages, viewing areas, dividing walls, wood flooring and more. These spaces are used for a broad range of uses including, but not limited to, municipal recreation and community programs, weddings, meetings, banquets, childcare, birthdays, family gatherings, and other indoor activities. Multi-purpose rooms are generally co-located at multi-use recreation centres.

In addition to the City's indoor multi-purpose rooms, Windsor offers unique outdoor spaces that can be rented for special events such as Riverfront Festival Plaza, which is located along the Detroit River waterfront. In 2018, the City prepared a concept to reimagine the plaza and to create a year-round space where residents and visitors can enjoy Riverfront Park, while maintaining its function as an event space.³⁴ Phase 1 of the redevelopment project is currently underway, which will include installing a retaining wall and guardrail, creating lookout areas, and pathway development. Other components will include a permanent canopy, accessible washrooms, and a recreational trail.³⁵ The redevelopment project is expected to be phased in over 25 years.

Market Conditions

Historically, stand-alone community spaces were constructed as small single-purpose facilities or halls for passive activities such as social gatherings and meetings. The construction of stand-alone program spaces is not considered a best practice in current facility planning and design as they are generally inefficient to program and operate compared to multi-use facilities. Multi-purpose rooms are frequently incorporated in new multi-use facilities and renovation of existing facilities to facilitate cross-programming opportunities, while achieving economies of scale in facility construction and efficiencies in maintenance and management.

Consultation

The Community Survey found limited use of Windsor's program spaces although respondents requested a broad range of programs that could take place within multi-purpose spaces, including (but not limited to) cooking, learning classes, parent and tot programs, and computer lessons, as well as creative, visual, and performing arts classes. Less than half (46%) of respondents supported additional investment in building new or improving existing community halls or banquet rooms, ranking 24th out of 27 facility types. This suggests that multi-purpose rooms are a lower priority among survey respondents.

Usage Profile

Usage of Windsor's multi-purpose rooms typically exhibit low to moderate levels of use (as is the case with most rooms of this nature in community centres across Ontario). Based on discussions with City staff, there is capacity to accommodate additional use within the City's existing supply of multi-purpose space.

Needs Assessment

There are many factors influencing the level of use of multi-purpose spaces such as location, cost, capacity, distribution, number and type of amenities, and more. These spaces are typically used as support or secondary spaces that are convenient and affordable options for residents to rent or engage in a broad range of activities. The City's multi-purpose rooms are an important part of the Recreation & Culture Department's broad neighbourhood-outreach philosophy with 12 large and small community centres found across Windsor.

Adie Knox Herman Recreation Complex

Consider additional multi-purpose program space through the recommended Adie Knox Herman Recreation Complex expansion/redevelopment process (see Section 5.4 and Recommendation #2).

³⁴ City of Windsor. Riverfront Festival Plaza Finalization Project. Retrieved from <https://www.citywindsor.ca>

³⁵ Ontario Construction News. 100,000 sq. ft. Windsor riverfront redevelopment project underway. Retrieved from <https://ontarioconstructionnews.com>

Mackenzie Hall

The City delivers certain recreation programs at Mackenzie Hall to complement the core arts and cultural programs that occur in this historically significant building. Subject to confirmation through arts and cultural master planning and program delivery analyses, the City should explore whether existing space located within Mackenzie Hall can be used to accommodate additional recreation programming to address needs of residents living in Windsor's west-end.

Other Community Centres/Halls/Libraries

Multi-purpose rooms in other community centres, halls and libraries should be evaluated for their ability to be improved through expansion, flooring, lighting, storage or other functional enhancements that allow a greater range of programs to be delivered within them.

The City is encouraged to investigate opportunities to jointly develop a community hub in Windsor's south end as per Recommendation #8. In the event that a community hub comes to fruition, multi-purpose rooms should be considered and designed with flexibility in mind to support a variety of activities and to allow for conversion to other uses (if required). Supporting amenities that should be considered for all future multi-purpose rooms include partition walls, storage, sinks, kitchen, durable flooring surfaces, etc.

Recommendations

Recommendation #10 Multi-purpose program rooms in existing community centres, halls and libraries should be evaluated for their ability to be improved through expansion, flooring, lighting, storage or other functional enhancements that allow a greater range of programs to be delivered within them. Specific locations that should be considered include Adie Knox Herman Recreation Complex, Mackenzie Hall, and other locations identified by City staff.

5.10 Dedicated Age Spaces

Windsor's two seniors' centres are operated by Life After Fifty, a local non-profit organization. Life After Fifty's standalone seniors centre is located on McEwan Avenue across the street from the Adie Knox Herman Recreation Complex (opened in 1997). The second location is located at the WFCU Centre, which opened in 2008 after being relocated from Edward Street.

While there is no dedicated youth centre, the City offers a broad range of drop-in activities that appeal to this segment of the community. The City's municipal youth programs are augmented by youth-oriented facilities, programs and services that are offered by non-municipal organizations across the City. This delivery model is used in most of the benchmark municipalities, with the exception of the City of Greater Sudbury and Oshawa (Table 26).

Table 26: Service Level Comparison, Youth Space

Youth Space	Estimated Youth Population (Age 10-19)	Supply	Service Level
Greater Sudbury	18,245	8	1 : 2,281
Oshawa	18,916	3	1 : 6,305
Niagara Falls	9,949	n/a	n/a
Windsor	25,876	n/a	n/a
Kitchener	28,338	n/a	n/a
London	45,815	n/a	n/a
Mississauga	98,015	n/a	n/a
Average	35,022	6	1 : 4,293

Table 27: Service Level Comparison, Seniors' Space

Seniors Space	Estimated 50+ Population	Supply	Service Level
Greater Sudbury	69,156	22	1 : 3,143
Oshawa	64,777	4	1 : 16,194
London	152,285	9	1 : 16,921
Kitchener	83,805	3	1 : 27,935
Mississauga	270,978	8	1 : 33,872
Niagara Falls	38,228	1	1 : 38,228
Windsor	84,768	2	1 : 43,384
Average	109,142	7	1 : 25,525

Market Conditions

The 2016 Census revealed that approximately 40% of Windsor’s residents are over the age of 50, which is an increase of 5% from the 2011 Census. While population projections for this segment are not available, trends suggest that older adults and seniors over the age of 50 will be the fastest growing age group over the next decade and beyond. This trend is driven by the aging baby boomer generation, who are generally wealthier and more physically active than previous generations. As a result, there is a shift away from traditional seniors’ programs towards activities that focus on active living, health and wellness, education, and other activities that centre upon cognitive stimulation and socialization, although a balanced program offering is necessary to ensure that there is something for all interests and abilities. As previously identified, the City has a Seniors Advisory Committee to ensure that senior residents have a voice on issues regarding leisure, housing, health care, and more. The City’s Age-Friendly Action Plan also contains a number of strategies to ensure that older adults and seniors can participate in recreation opportunities such as increasing the availability of age-friendly parks, enhancing opportunities for physical fitness, and developing social and recreational opportunities that are sensitive to the needs and interests of the older adult population.

According to the 2016 Census, youth between the ages of 10 and 19 make up 12% of the total city population. This segment of the population experienced a marginal decline of 3% from the 2011 Census, indicating that this age cohort is shrinking. Regardless of this trend, there is a need to ensure that this age group is fully engaged in recreation opportunities as research suggests that youth are considered to be a vulnerable age group. Municipalities have responded with the provision of dedicated youth spaces that are casual drop-in spaces to accommodate broad interests. As research suggests that youth have a preference for unstructured activities, youth spaces can be flexibly designed to allow youth to participate in their desired activities on their own schedule. Additionally, they can be used for structured youth programs. Not only are youth spaces important to provide a safe meeting space, they can also facilitate positive reinforcement to combat concerns surrounding mental and physical health among youth.

In municipalities that do not have dedicated youth space (such as Windsor), efforts are made to ensure that there is a broad range of drop-in or registered youth programs that are conveniently located for youth, particularly given that youth are generally limited in the distance that they can travel. Windsor is recognized as a Youth Friendly Community and also has a Youth Advisory Committee to ensure that this age group is heard on key municipal issues.

Consultation

The Community Survey found that in the past 12 months, only 3% of respondents participated in organized seniors programs such as those offered by Life After Fifty. The Community Survey also found that less than

half (48%) of respondents were satisfied with the recreational opportunities for older adults (55-69 years). Similarly, 40% of respondents were satisfied with the recreational opportunities for seniors (70+ years), suggesting that there is room for improvement for both age cohorts. Over three-quarters (76%) of respondents supported additional investment in building new or improving existing spaces for seniors programs, ranking 8th out of 27 facility types. This suggests that spaces for seniors is a high priority.

One-fifth (11%) of respondents participated in organized teen-programs over the past 12 months. 84% of respondents also supported additional investment in building new or improving existing spaces for youth programs, ranking 5th out of 27 facility types. This suggests that the provision of youth program space is a high priority for respondents. It is recognized that the City does not provide dedicated youth program spaces, but integrates youth programs within its multi-purpose spaces to maximize the efficient use of community rooms, while providing access to complementary recreation spaces.

Needs Assessment

Older Adult Spaces

There is no generally accepted service target for older adult spaces as these facilities are provided based on need, ability to be co-located with other complementary facilities, and potential cross-programming opportunities. Life After Fifty's dedicated older adult programs and services meet the needs of a broad cross-section of Windsor older adults; Life After Fifty has over 1,000 members (168 members added in 2017) and over 100 regularly scheduled programs.³⁶ Additionally, the organization assists with fundraising, volunteering, and provides a range of senior's services to ensure that residents age comfortably in the City. Moving forward, Life After Fifty recognizes the important role the organization will face in accommodating the needs and demands of the older adult and senior demographic, particularly as the City's population will continue to age. This will require the organization to continue evolving its program offering to ensure that it remains relevant, especially given the growing trend of remaining active in the later stages of life, giving rise to activities such as pickleball and low impact fitness activities.

Recognizing the strength of Life After Fifty and its dominance in providing programs, services and space for older adults and seniors, the City of Windsor provides limited opportunities in this sector. This continues to be the recommended strategy going forward in an effort to minimize the duplication of services. The City should continue to play a supporting role in working with Life After Fifty to ensure that the organization is positioned to meet the needs of older adults and seniors over the planning period, which may include, but not be limited to, assisting with securing or providing space (as necessary) or providing a limited scope of programs within municipal facilities that are not offered by Life After Fifty, such as older adult and seniors public skating and swimming. In collaboration with Windsor's Seniors Advisory Committee, the City should investigate opportunities to ensure that its indoor (and outdoor) recreation spaces are age-friendly – consistent with Windsor' Age-Friendly Action Plan – which may include providing comfortable seating, accessibility retrofits, signage, and more.

Youth Spaces

There is no specific service target for dedicated youth spaces as the need for these types of facilities are based on the ability to be co-located with other complementary facilities (e.g., gymnasium) to leverage potential cross-programming opportunities and complement services that are available in the area. Windsor's youth are engaged in multiple City parks and recreation facilities through a variety of programs such as sports, arts and crafts, cooking, dance, fitness, drop-in activities, and general interest programs. This approach is an effective delivery model as it allows programs to be offered across the City and maximizes

³⁶ Life After Fifty. 2018. 2018 Annual Report. Retrieved from <http://www.lifeafterfifty.ca>

the use of existing multi-purpose space that might otherwise be underutilized if programs were provided within a dedicated space.

The City approach to the provision of youth programs is augmented by the efforts of several non-municipal organizations that are dedicated to providing a broad range of youth programs and services such as Windsor Youth Centre, Sandwich Teen Action Group, and more. While the consultation process found that there was some demand for more program space, the municipal provision of dedicated youth space is not recommended due to the presence of existing providers and the need to avoid duplicating services. Instead, the City should focus on accommodating youth-oriented opportunities through the use of multi-purpose rooms, gymnasiums, and outdoor space. This should be extended to schools, should the City be successful in securing an agreement with local school boards to access school space (e.g. classrooms and/or gymnasiums) **as identified in Recommendation #3.**

Recommendations

Recommendation #11 The design and redesign of recreation centres and parks, along with the associated services delivered within them, should consider age-friendly principles in a manner that is consistent with Windsor’s Age-Friendly Action Plan and ongoing feedback received from the City of Windsor Seniors Advisory Committee.

Recommendation #12 The City should explore ways to extend its outreach of youth-oriented programs and activities using a community hub and local community development model. Potential partnerships include the Windsor-Essex Catholic District School Board and Greater Essex County District School Board to gain access to selected schools (potentially aligned with any agreement that is secured per Recommendation #3), the YMCA of Southwestern Ontario, faith-based institutions/places of worship, and other local youth-based service providers.

5.11 Indoor Artificial Turf

The City of Windsor does not provide indoor artificial turf fields, although there are two privately-operated indoor artificial turf fields in Windsor. The Novelletto Rosati Sports & Recreation Complex at Mic Mac Park contains a slightly undersized field (62 metres by 30 metres). Central Park Athletics provides two indoor fields – one measures approximately 200 metres by 200 metres while the second smaller field is available for small games and batting practice.

Table 28: Service Level Comparison, Indoor Artificial Turf

Indoor Artificial Turf Field	2019 Population Estimate	Supply	Service Level
Greater Sudbury	167,692	1	1 : 167,692
Oshawa	168,600	1	1 : 168,600
Kitchener	249,300	1	1 : 249,300
Mississauga	759,000	1	1 : 759,000
London	409,000	n/a	n/a
Niagara Falls	88,868	n/a	n/a
Windsor	220,000	n/a	n/a
Average	294,637	1	1 : 336,148

Note: The City of London does not provide indoor artificial turf, however it has contributed capital to the private operations of the BMO Centre.

In addition, St. Clair College has proposed the development of an indoor rectangular sports field, although the timing has not yet been confirmed. Looking more regionally, Essex County is well served with indoor artificial turf located at the Dominion Golf and Country Club in LaSalle and at the Libro Credit Union Centre in Amherstburg, while an indoor artificial turf field is included in plans for a future Sportsplex in Tecumseh (targeted to be completed in 2020, pending funding).

Market Conditions

Complementing outdoor fields, some municipalities have developed indoor artificial turf facilities to provide enhanced recreation experiences and to respond to increasing demand for year-round play. While the primary use of artificial turf fields is for soccer, these facilities can also accommodate other field sports such as rugby, lacrosse, football, training, and fitness pursuits.

Consultation

The Community Survey found that 15% of respondents participated in indoor soccer activities in the past 12 months, which ranked as the 22nd most popular activity. Some requests were also received by respondents for indoor soccer fields. More than half (54%) of respondents supported additional investment in building new indoor artificial turf fields, ranking 21st out of 27 facility types. This suggests that this is not a high priority for respondents.

Needs Assessment

Indoor turf fields – operated by municipalities or third parties – are found in many mid-size to large municipalities. Although some municipalities own and operate their own indoor turf fields, a common approach is through partnerships between municipalities, non-profit sports associations, and/or other public institutions (such as school boards). The two indoor artificial turf facilities in Windsor are both privately owned and operated with no involvement from the City apart from the land it provides at Mic Mac Park.

As privately operating enterprises, Novelletto Rosati Sports & Recreation Complex and Central Park Athletics cannot be expected to disclose their usage and financial data; however, it is understood that each facility has some capacity to accommodate more rentals in peak and off-peak times. Furthermore, it bears noting that the local and regional supply of indoor turf facilities will soon be expanded given that St. Clair College and the Town of Tecumseh have both announced plans for new indoor sports fields. Additionally, consultation with the public and the City's sports field organizations suggests that there is a low demand for additional indoor artificial turf facilities.

Should the City contemplate entry into the indoor turf market, this would result in a high level of service compared to the benchmarked municipalities (as most communities provide no more than one municipal indoor turf facility), although it is recognized that the City would presumably be doing so with an intent of promoting sport tourism. From a local programming perspective, however, the following analysis sheds light into city-wide demand.

Since participation data for indoor soccer is not available, a few assumptions are made. There are approximately 3,700 local outdoor soccer players, which is expected to grow to 3,800 players by 2039. Assuming that one-third of these players also play indoors suggests that there could be just over 1,100 indoor players by the end of the planning period. Based on this market size, demand would be in the range of 110 to 115 hours per week plus additional usage for football, lacrosse and other turf users. The two non-municipal indoor fields are well positioned to meet this level of demand (echoing user group comments with respect to being satisfied with the current supply) while the planned fields at St. Clair College and in the Town of Tecumseh will further saturate local and regional demand.

Accordingly, the business case is weak for the City of Windsor to enter the indoor turf market. However, the City has historically constructed facilities aimed at stimulating local economic development through sport tourism and the City has also demonstrated a willingness to partner with others where it makes sense to do so. Although the City does not need to construct an indoor turf field so long as the private sector and area municipalities continue to operate, it may leave the door open to the possibility if a third party were to approach the City with a public-private or joint-municipal partnership opportunity (e.g. a local sports field organization, school board or post-secondary institution, etc.). That partner should be required to

demonstrate its ability to contribute significant capital funds towards construction and a long-term lease or operating commitment to minimize risk to the City, prior to making a commitment. Any such proposal should be evaluated based on outcomes of a feasibility study, business plan and fundraising strategy, and evaluation of any impact on, and competition with, the two existing indoor turf field operators.

Through this Master Plan, it bears noting that an outdoor artificial turf field has been recommended (refer to Recommendation #13 in Section 5.13); if designed appropriately, such a field could be bubbled if approached by a partner with a demonstrated business plan to provide year-round field availability.

5.12 Indoor Tennis Courts

Four indoor tennis courts are located at Jackson Park which are operated by the Parkside Tennis Club (the City of Windsor owns the land and the building). The Parkside Tennis Club is responsible for day-to-day maintenance and court operations (e.g. programming), while the City is responsible for the tennis courts.

The City’s supply of indoor tennis courts translates into a service level of one indoor tennis court per 55,000, which is above average compared to benchmarked municipalities. The supply of municipal indoor tennis courts is augmented by private providers in many communities.

Table 29: Service Level Comparison, Indoor Tennis Courts

Indoor Tennis Courts	2019 Population Estimate	Supply	Service Level
Oshawa	168,600	4	1 : 42,150
Windsor	220,000	4	1 : 55,000
London	409,000	3	1 : 136,333
Greater Sudbury	167,692	n/a	n/a
Kitchener	249,300	n/a	n/a
Mississauga	759,000	n/a	n/a
Niagara Falls	88,868	n/a	n/a
Average	294,637	4	1 : 77,828

Market Conditions

Indoor tennis is largely played by those seeking club-type experiences with programs, house leagues, and clinics, along with those looking to train in the sport year-round. Accordingly, indoor tennis courts have long been dominated by private sector racquet clubs, though a few municipalities have chosen to provide indoor courts.

Consultation

The consultation process received limited input regarding indoor tennis courts. The Community Survey found that 13% of responding households played tennis in the past 12 months, although this is not specific to indoor tennis. Respondents also indicated that they would like to see more tennis activities offered.

Needs Assessment

While the Parkside Tennis Club is a membership-based organization, it provides a range of tennis clinics and camps for adults and youth, as well as private lessons. Generally speaking, the Club estimates that they draw approximately 200 users per day and has more than 600 regular tennis court users. As a general rule of thumb, one club-format tennis court can support 75 to 100 users. The Club is providing a service level of one indoor court per 150 members, which confirms the organization’s suggestion that there are some pressures for courts during the winter season. When including the outdoor courts, the Club’s service level increases to 1 tennis court per 100 members and again confirms their impression that the supply is generally manageable to accommodate programming during the warmer months. The Club currently does not have any plans to expand the number of tennis courts over the foreseeable future, although it is recognized that any major capital improvements must be done in partnership with the City.

5.13 Rectangular Sports Fields

The City of Windsor provides four different type of rectangular fields for soccer, football, rugby, and Ultimate Frisbee, resulting in a total of 62 rectangular fields. This total includes 41 allocated and 21 non-allocated fields.

Of the 41 rectangular sports fields that are allocated, 32 fields are primarily used for soccer. The City has three soccer field sizes – full, intermediate, and mini/micro fields – although field dimensions can be altered in order to meet Ontario Soccer’s Long Term Player Development regulations (e.g., 5v5, 7v7, 9v9, 11v11, etc.). Windsor’s soccer fields are further classified based on six types, which is based on field quality (e.g. maintenance, lighting, etc.). To account for extended playing times, lit fields are assumed to be equivalent to 1.5 unlit fields. With six lit and 27 unlit (allocated) soccer fields, the City has an effective supply of 35 unlit equivalent soccer fields.

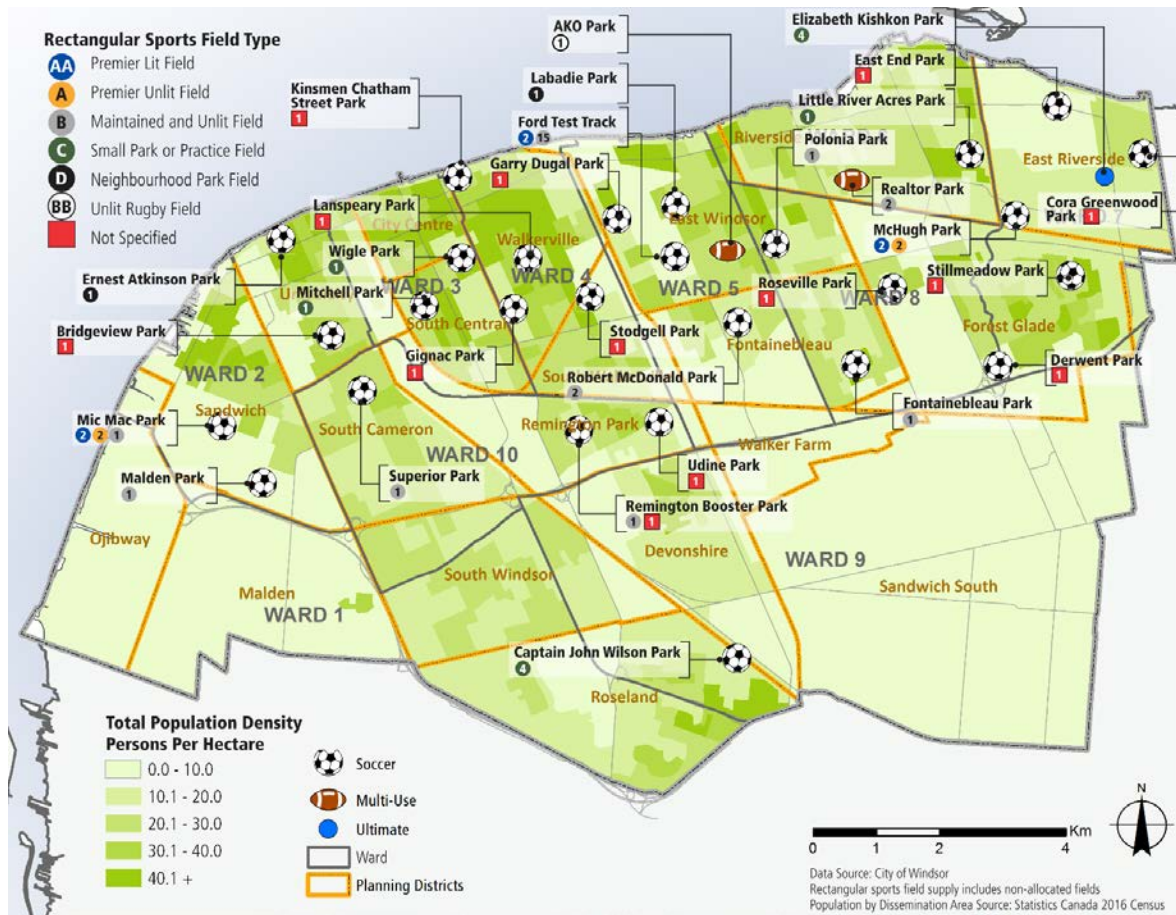
With respect to the six remaining rectangular sports fields, unlit multi-use fields are located at Realtor Park, although it is understood that the fields at Mic Mac Park were primarily used for soccer and have been captured in the soccer field supply noted above (as of 2018, the two fields at Mic Mac Park are allocated for football only). One unlit rugby field is located at AKO Park and four unlit Ultimate Frisbee fields are located at Elizabeth Kishkon Park. Table 30 summarizes the City’s rectangular field inventory and the distribution is illustrated in Figure 21. The City also has several open green spaces that may be used for organized practices or casual neighbourhood play.

Table 30: Summary of Municipally-Owned Rectangular Sports Fields (includes non-allocated fields)

Field Type	Supply	Location(s)
AAA – Premiere Lit Artificial Turf	0	--
AA – Premiere Lit Field	6	Ford Test Track (2), McHugh Soccer Complex (2), Mic Mac Park (2)
A – Premiere Unlit Field	3	McHugh Soccer Complex (2), Mic Mac Park
B – Maintained and Unlit Soccer Field	25	Ford Test Track (15), Robert McDonald Park (2), Malden Park, Mic Mac Park, Polonia Park, Realtor Park (2), Remington Booster Park, Fontainebleau Park, Superior Park
C – Small/Practice Field	11	Captain Wilson Park (3 Intermediate and 1 Mini), Elizabeth Kishkon Park (4), Little River Acres, Mitchell Park, Wigle Park
D – Neighbourhood Field	2	(Ernest) Atkinson Park, Labadie Park
Unlit Rugby Field	1	AKO Park
Not Specified Field	13	Bridgeview Park, Cora Greenwood Park, Derwent Park, East End Park, Garry Dugal Park, Gignac Park, Kinsmen Chatham Street Park, Lanspeary Park, Remington Booster Park, Roseville Garden Park, Stillmeadow Park, Stodgell Park, Udine Park

Note: Rectangular sports field sizes may be modified to accommodate Long Term Player Development regulations (e.g., 5v5, 7v7, 9v9, 11v11, etc.)

Figure 21: Distribution of Municipal Rectangular Sports Fields (includes non-allocated fields)



Note: Some soccer fields may be suitable for football/rugby activities. Not all fields shown are actively permitted or rented on a regular basis.

Market Conditions

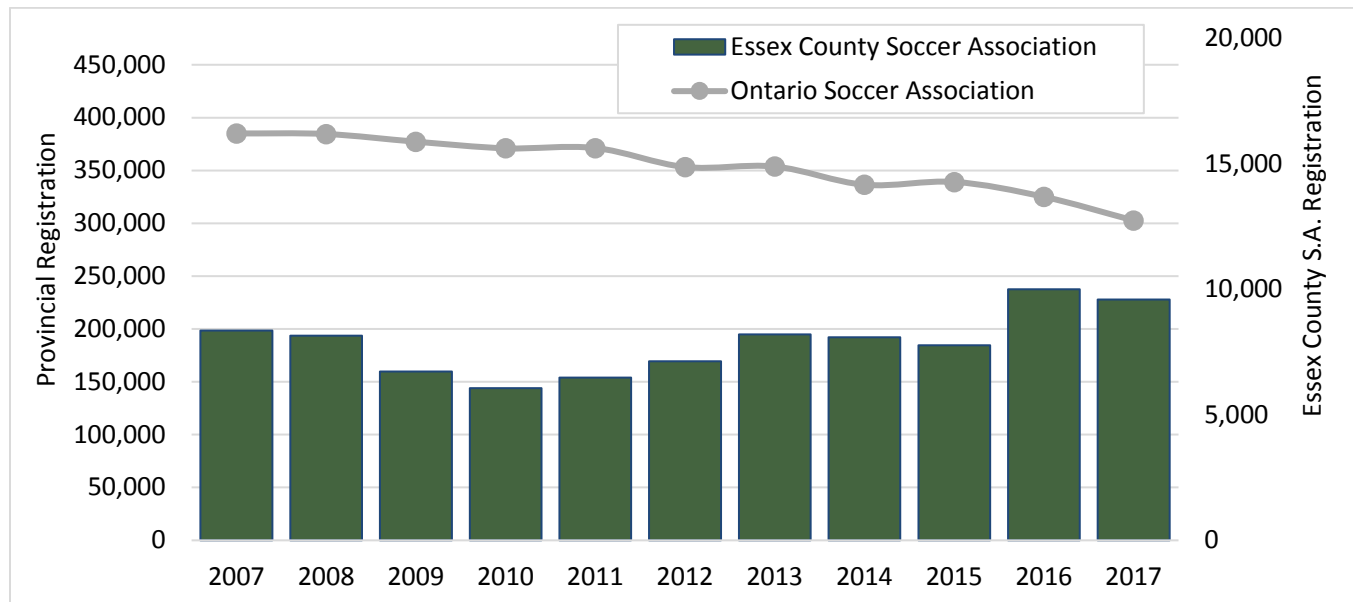
Soccer Trends

Registrations in Ontario Soccer’s affiliated organizations have been declining since 2007. In 2017, Ontario Soccer reported approximately 300,000 players, a decline of 21% over the past decade.³⁷ Provincial soccer participation trends is contrary to what is being experienced at the regional level. Over the past ten years, the Essex County Soccer Association reported a participation increase of 15% (Table 31). Participation data provided by the City indicates that there are 5,481 registered participants for the current year, of whom 3,664 players are local residents.

Ontario Soccer’s participation decline is driven by factors such as aging demographic trends, growing competition from other sports and activities, and the emergence of elite soccer clubs and academies that are not affiliated with provincial governing body. Despite declining participation trends, soccer continues to be a popular sport due to its worldwide appeal, high fitness quotient, and relatively low cost to participate. The popularity of the sport drives the high demand of soccer fields in most municipalities.

³⁷ Ontario Soccer Association. Annual General Meeting Reports.

Table 31: Provincial and Regional Participation Trends in Outdoor Soccer



Source: Ontario Soccer Association Annual General Meeting Reports.

Football Trends

Football is a sport whose participation rates have been characterized by cyclical popularity. It is generally played by minor age groups under the age of 20, although football is a popular spectator sport for NFL, CFL and smaller leagues (including varsity). Greater concerns over head injuries has also been a limiting growth factor, although some groups have introduced flag football among younger age groups, which is a non-contact form of the sport.

Organizations such as the Windsor Minor Football Association (300 members) and Windsor-Essex Football Club (registration was not provided) play on fields such as Realtor Park and Mic Mac Park. Like many of their counterparts across Ontario, local football organizations can be challenged in securing field access largely due to certain soccer fields being “protected” from cleat damage that can occur in the fall. The City of Windsor has mitigated field access issues by constructing multi-purpose fields that football clubs have access to. Cost can also be a barrier to access with the emergence of lit artificial turf fields, though some groups appreciate the quality of synthetic surfaces and are more accepting of these fields’ resilience to inclement weather that can occur in the spring and fall.

Rugby Trends

Rugby has been steadily growing in many parts of the Province as well as across Canada. Rugby Canada attributes membership growth to the introduction of grassroots programming (known as Rookie Rugby), as well as international exposure of the national Canadian team. The national body believes that rugby will experience an upswing in participation in the coming years, particularly before and after the upcoming 2020 Olympic Games.

Rugby Canada reports approximately 30,000 youth and adult rugby players registered with their affiliated clubs, 38% of whom reside in Ontario.³⁸ Similar to national trending, Rugby Ontario reports consistent growth at the introductory level (under age 11) over the past few years, though Junior programming (age 12-19) has been stable and participation historically wanes as players get older due to the physical nature of the sport. The Windsor Rugby Football Club plays at AKO Park.

³⁸ Rugby Canada. 2016. Annual Report. Retrieved from <https://rugby.ca>

Ultimate Frisbee Trends

Ultimate Frisbee is a non-contact sport that emerged in the 1990s. While it continues to be a niche sport, it has experienced surging popularity, particularly among young adults (including social clubs). As a result, the sport has been recognized by international sporting organizations including the International World Games Association and the International Olympic Committee. Ultimate Frisbee is currently being considered by the International Olympic Committee to be added to future Olympic Games.³⁹ The popularity of the sport is partly driven by the low cost to participate as well as the sport attracting players from other field sports who bring transferable skills to the game.⁴⁰

Consultation

27% of Community Survey respondents participated in outdoor soccer in the past 12 months, ranking 14th out of 32 activities and was the second most popular organized sport after hockey. About 5% of respondents participated in other field sports such as rugby and football. Over three-quarters (77%) of respondents supported additional investment in outdoor natural grass sports fields, ranking 7th out of 27 facility types. This suggests that outdoor natural grass sports fields is a priority among respondents. Half (51%) of the respondents also supported investment in outdoor artificial turf sports fields, which ranked 23 out of 27 facility types.

Usage Profile

Usage rates between 2016 and 2018 were analyzed to understand how Windsor's rectangular sports fields were used. The data provided by the City captures all activities that took place on permitted sports fields including soccer, football, rugby, and Ultimate Frisbee. This analysis focuses on field usage during peak hours, which are defined by the City as:

- Weekdays (Monday to Friday) from 6:00 pm to 9:00 pm for unlit fields and 6:00 pm to 11:00 pm for lit fields
- Weekends (Saturday and Sunday) from 9:00 am to 9:00 pm for unlit fields and 9:00 am to 11:00 pm for lit fields

Based on these parameters, the nearly 4,500 hours booked at City rectangular sports fields in 2018 results in a usage rate of 23%. With nearly 17,000 hours of unused field time available for rent, there is ample capacity to accommodate additional bookings. Discussions with City staff identified that this is due to the fact that additional time is generally not needed. It is also recognized that in order to meet the revised standards of play in accordance with the Long Term Player Development model, minor soccer organizations can run multiple games and practices on a single field, thereby reducing the number of bookings required. The following is a summary of usage patterns that were observed.

- The most booked sports field in 2018 was a lit "AA Premiere Field" at the Ford Test Track (nearly 300 hours). By contrast, the least used sports field was an unlit "B Field" located at Mic Mac Park (40 hours).
- The football/rugby fields (which are also booked for soccer) at Realtor Park and AKO Park generally have low levels of usage, which range between 39 and 71 booked hours, given that they only use fields during the spring and fall season.

³⁹ Ultiworld. Ultimate's Olympic Hopes A Bit Brighter After Recent Announcements. 2017. Retrieved from <https://ultiworld.com>

⁴⁰ Blasiak, Nick. Ultimate Frisbee teams find early success. The Brock Press. 2016. Retrieved from <http://www.brockpress.com>

- The Ultimate Frisbee fields at Elizabeth Kishkon Park (which are also booked for soccer) had 375 hours booked in 2018, which is an increase of more than 80 hours compared to the 2016 season.
- There are a number of “B”, “C”, and “D” fields that are not booked due to factors such as not being needed by sports organizations and the field quality is not suitable for booking.

Needs Assessment

Many communities employ a participant-based target to determine rectangular sports field needs as it considers the number of registered participants, market trends, and standards of play. A service target of one soccer field per 80 to 90 registered soccer players is commonly used to identify rectangular sports field needs, given that soccer organizations are the primary users of rectangular fields.

With approximately 3,700 local players, the City’s service level is closer to one soccer field per 90 participants; non-residents have been excluded for the calculation as the City’s priority is to serve its own residents while some organizations also book field time elsewhere in Essex County. Assuming that penetration rates remain consistent, 3,800 Windsor-based players are estimated by the end of the planning period. A total of 42 rectangular sports fields would thus be required for soccer based on a standard of one field per 90 players, above the supply of 35 unlit equivalent fields that the City currently allocates to user groups. That said, the City’s 21 non-allocated fields provide flexibility to address a portion of outstanding needs. Together with the fact that many of the City’s fields are simultaneously programmed in order to meet Long Term Player Development regulations, the City will generally be able to accommodate future demand within the existing supply through programming non-allocated sports fields. Upgrades to improve the quality of non-allocated sports fields may be required to ensure that they meet regulations and the needs of user groups.

The City’s 2015 Parks and Outdoor Recreation Master Plan identified the need to consolidate sports fields in an effort to concentrate active sports activities to enhance efficiencies in soccer programming, maintenance, and the provision of amenities.⁴¹ The Recreation Master Plan’s consultations with local sports field users revealed support for this direction with a number of them expressing a desire for more multi-field sites to support concurrent games and practices, as well as tournaments. User groups stated that multi-field sites such as Ford Test Track, McHugh Park, and Mic Mac Park are excellent examples that the City should consider if/when developing future multi-field sites.

There is also merit in adding an outdoor artificial turf field to the supply so that the City can extend shoulder season play, support various rectangular field sports, and address long-term soccer field needs. Outdoor artificial turf fields may also be positioned as year-round facilities that can be covered temporarily during the winter. Most importantly, artificial turf fields bolster the City’s sport tourism potential by increasing its tournament hosting capabilities, particularly when it is complemented with supporting amenities such as spectator seating, lighting, parking, and a fieldhouse. Artificial turf fields are best located with similar sports facilities to leverage the use of supporting amenities. With this in mind, it is recommended that the City construct a lit outdoor artificial turf field at a suitable location. Given available space constraints, re-purposing of an existing sports field or other amenity space would likely be required. The potential to temporarily cover the outdoor artificial turf field during the winter (e.g. sports bubble) should also be considered to support year-round use.

Through discussions with sports field users, there was a desire for higher quality fields throughout the City. The sports fields at the Ford Test Track and Mic Mac Park were praised as quality fields and it was felt that this level of maintenance should be carried forward to other locations. As a result, it is recommended that the City examine its level of service standard for the design and maintenance of sports fields and

⁴¹ City of Windsor. 2015. Rediscover Our Parks: Parks & Outdoor Recreation Master Plan, 2015-2035. pp 134.

communicate these standards to sports field users. Opportunities may be explored to work with sports field users to identify and prioritize sports field improvements.

Recommendations

Recommendation #13 Convert an existing sports field and/or amenity space to a lit outdoor artificial turf field. The field should be designed in a manner that allows the City to house an air-supported structure (bubble) in the event a third-party partnership opportunity arises in the future.

Recommendation #14 Examine and work with Asset Management staff to come up with level of service standards for the design and maintenance of each classification of rectangular field and ball diamond, and communicate these standards to field sport organizations.

Recommendation #15 The City should work with rectangular field and ball diamond users to prioritize locations for sports field improvements, as well as determine which fields can be consolidated in order to fund such improvements elsewhere through the reallocation of ongoing capital and maintenance costs.

5.14 Ball Diamonds

Windsor has 65 junior, intermediate and adult size ball diamonds. This supply includes 59 allocated and six non-allocated diamonds. Diamonds are classified into six categories depending on intended purpose and number of features (Table 33). The supply excludes two ball diamonds at Robert McDonald Park which will be removed.

Nine of the City’s allocated diamonds are lit, while the remaining 50 allocated diamonds are unlit. Lit ball diamonds are assumed to be equivalent to 1.5 unlit diamonds due to the fact that lit diamonds can accommodate extended playing periods. As a result, Windsor has an effective supply of 63.5 unlit equivalent ball diamonds. In addition to this supply, school ball diamonds are also available for casual use outside of school hours. The geographic distribution of Windsor’s ball diamonds is illustrated in Figure 22.

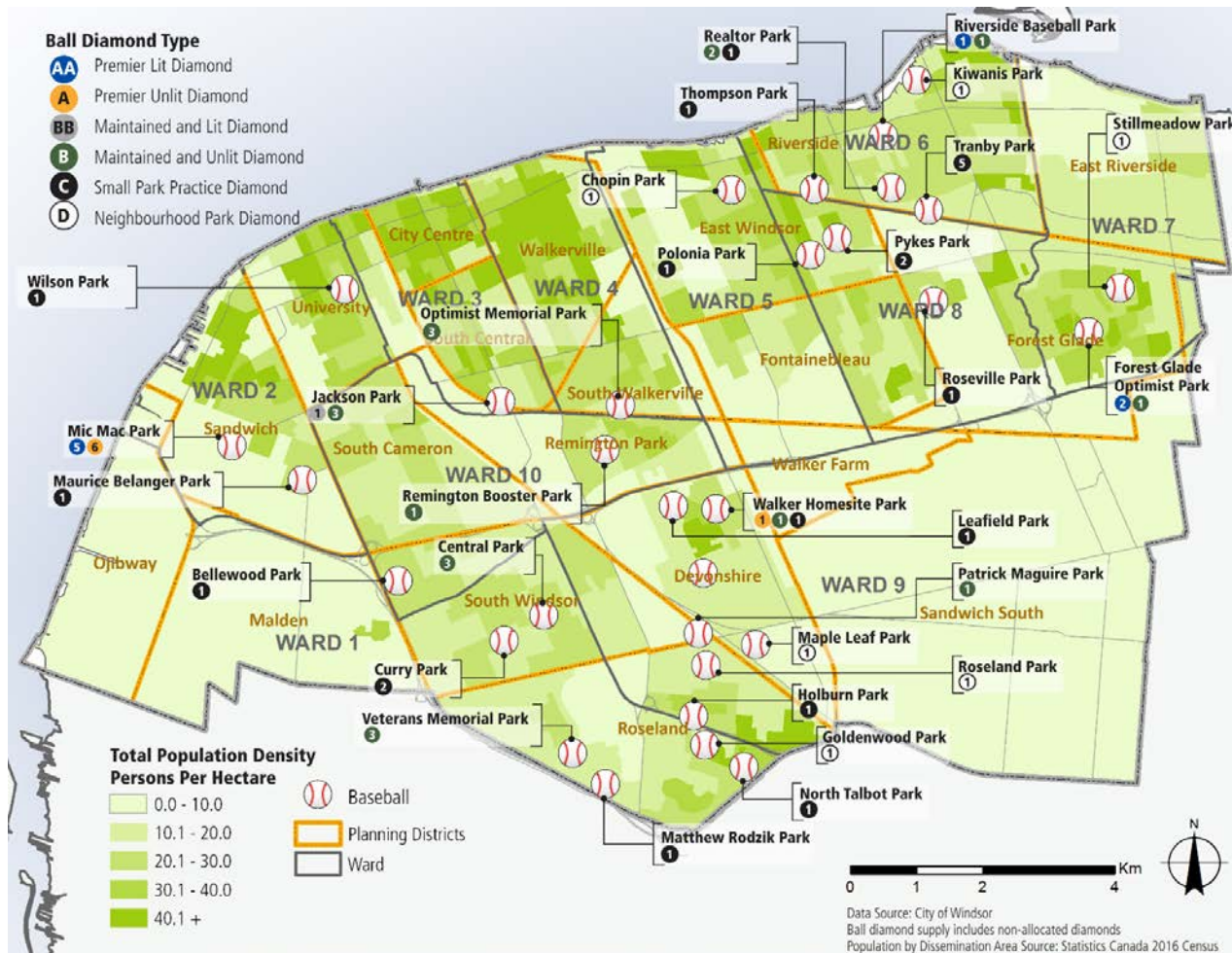
Table 32: Service Level Comparison, Unlit Equivalent Ball Diamond

Unlit Equivalent Ball Diamond	2019 Population Estimate	Supply	Service Level
Greater Sudbury	167,692	61	1 : 2,749
Oshawa	168,600	60	1 : 2,810
Niagara Falls	88,868	30	1 : 2,962
Windsor	220,000	63.5	1 : 3,465
Kitchener	249,300	56.5	1 : 4,412
Mississauga	759,000	150	1 : 5,060
London	409,000	75.5	1 : 5,417
Average	294,637	71	1 : 3,839

Table 33: Summary of Municipally-Owned Ball Diamonds (includes non-allocated diamonds)

Diamond Classification	Adult (Over 300')	Intermediate (226' – 300')	Junior (Up to 226')	Total
AA – Premier Lit Field	5	2	1	8
A – Premier Unlit Field		5	2	7
BB – Maintained and Lit		1		1
B – Maintained and Unlit	5	7	9	21
C – Small Park, Practice Field	5	9	7	21
D – Neighbourhood Field		3	4	7
Total	15	27	23	65

Figure 22: Distribution of Municipal Ball Diamonds (includes non-allocated diamonds)



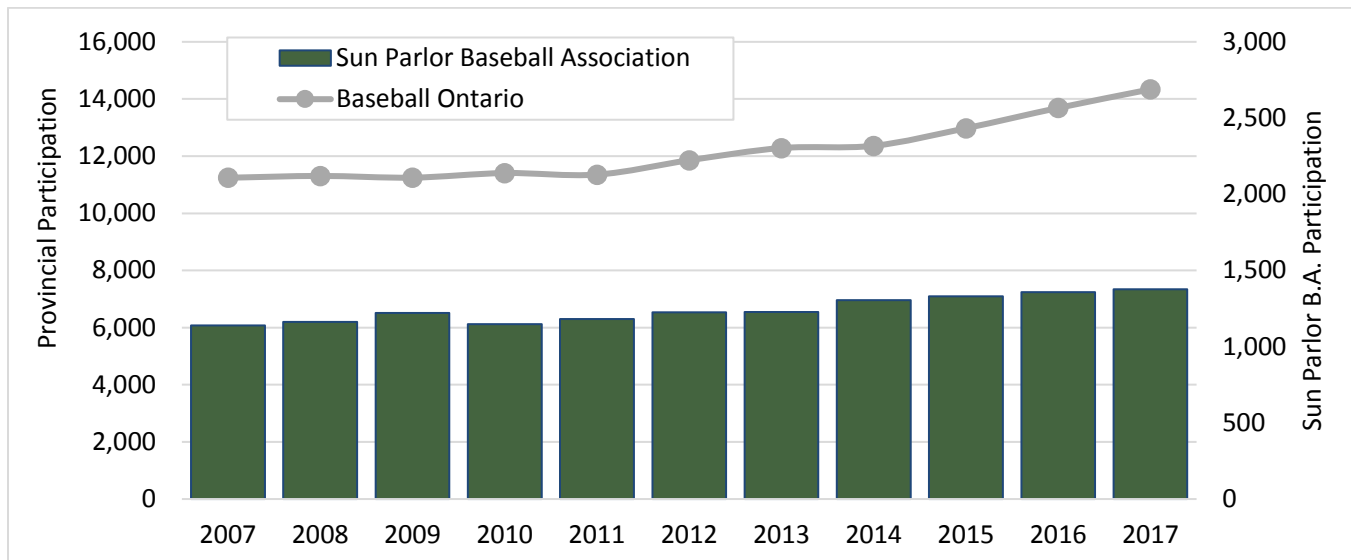
Note: Not all ball diamonds shown are actively permitted or rented on a regular basis.

Market Conditions

After being considered a sport in decline for the better part of the past two decades, baseball and its variations (including softball, fastball, etc.) are experiencing a resurgence. Baseball Ontario reported over 14,000 competitive participants in 2017, which was a growth of 28% compared to 2007 (Table 34), though that figure excludes recreational/house leagues and non-affiliated ball groups (thus actual participation figures are greater).⁴² Baseball Ontario’s affiliate in Essex County – the Sun Parlour Baseball Association – recorded a 21% increase in participation between 2007 and 2017. Participation data provided by the City indicates that there are approximately 4,700 participants playing in Windsor-based ball organizations in 2018, 2,900 of whom are associated minor or youth-based leagues (this includes a number of players that are not affiliated with Baseball Ontario).

⁴² Baseball Ontario. Annual General Meeting Reports.

Table 34: Provincial Participation in Provincial and Regional Baseball



Source: Baseball Ontario Annual General Reports

The renewed interest in ball diamond sports is driven by a number of factors such as a greater focus on skill development, and grassroots programs to engage children and youth at a young age to participate in the sport. The popularity of the Toronto Blue Jays and Detroit Tigers is also a contributing factor. Since Baseball Canada adopted the Long-Term Player Development model, organizations have focused on developing and honing skills and coaching styles, while fostering leadership. Suitable competition formats and facility types are also core components of the Long-Term Player Development model, which has implications on ball diamond types and sizes that are required.

A notable design trend is the emergence of inclusive ball diamonds to ensure that everyone has an opportunity to play the sport, regardless of physical ability. The Riverside Minor Baseball Association and the City of Windsor are leading a project to make Riverside Park more accessible for persons with disabilities which will include the construction of an inclusive ball diamond (other inclusive facilities are planned including an accessible playground and pathway enhancements). Inclusive ball diamonds have a firm and stable surface to accommodate mobility devices such as a wheelchair. The concept of inclusive ball diamonds has existed for some time and is beginning to gain traction in Ontario.

Consultation

The Community Survey found that 19% of respondents participated in ball diamond sports (e.g. baseball, softball, slo-pitch, etc.) in the past 12 months, which ranked 18th out of 32 activities. Ball diamond activities were the third most popular organized sport after hockey and outdoor soccer. Additional investment in ball diamonds ranked as the 15th highest priority, meaning that the survey sample had higher priorities.

Several ball diamond organizations participated in focus groups for the Recreation Master Plan. Requests were made to increase the quality of Windsor’s ball diamonds, particularly with respect to parks with single diamonds, to alleviate pressures that are currently being faced at higher quality locations, as groups mentioned that they are competing with regional user groups. The desire for adult-size ball diamonds was also expressed. Distribution of ball diamonds was also a concern for some youth ball groups due to boundary restrictions (e.g. little leagues).

Usage Profile

Usage rates between 2016 and 2018 were analyzed to understand how the City’s ball diamonds were used. This analysis focuses on ball diamond usage during peak hours, which are defined by the City as:

- Weekdays (Monday to Friday) from 6:00 pm to 9:00 pm for unlit diamonds, and 6:00 pm to 11:00 pm for lit diamonds
- Weekends (Saturday and Sunday) from 9:00 am to 9:00 pm for unlit diamonds, and 9:00 am to 11:00 pm for lit diamonds

Based on these parameters, over 13,000 hours were booked at Windsor’s ball diamonds in 2018, amounting to 36% of available time. With nearly 24,000 hours of unbooked diamond time available within the existing supply, there is ample capacity to accommodate additional usage. It is recognized that available capacity within the system is partially due to the fact that some ball diamond users have truncated playing seasons, such as little league baseball, which generally runs between May and June. The following is a summary of usage patterns that were observed.

- The Riverside Baseball Park diamonds are the most heavily used in Windsor, with the minor diamond recording over 600 hours and the adult diamond booking over 550 hours during the 2018 season.
- There are several ball diamonds that are booked more than 300 hours, many of which are located at multi-diamond sites such as Mic Mac Park, Optimist Memorial Park, and Vets Memorial Park.
- There are a number of ball diamonds that have low levels of utilization with less than 100 hours booked such as those at Tranby Park, Curry Park, Devonshire Heights Park, Leaffield Park, Patrick Maguire Park, Maurice Belanger Park, Matthew Rodzik Park, and Polonia Park.
- Ball diamonds that are not booked are located at Tranby Park (#5), Chopin Park, Maple Leaf Park, Roseland Park, and Stillmeadow Park. These diamonds are not used due to the fact that they are undersized and are generally geared towards unstructured, neighbourhood-level play.

Needs Assessment

A participant-based target is recommended to determine ball diamond needs as it considers factors such as standards of play, participation rates, and market trends. There are 4,690 registered ball players distributed between minor/youth and adult levels who have distinct usage requirements and standards of play. Comparable municipalities generally use a target of one ball diamond per 60 to 80 minor players. A service target of one ball diamond per 80 minor players is recommended for the City given that there is available capacity within the existing supply. A service target of one ball diamond per 175 adults is recommended as most adult groups require fewer time slots based on a weekly playing schedule (and no practices).



Applying the capture rate of youth and adult ball players to the 2016 Census suggests that there will be a total of 4,900 players by the end of the planning period – 3,100 minor players and 1,800 adult players. Based on the recommended service targets, there will be a need for 48 unlit equivalent ball diamonds by 2039 which is well within the City’s existing supply of 63.5 “useable” unlit equivalent diamonds (i.e. excluding the six diamonds that are not allocated). This finding is reinforced by user group feedback obtained through the master planning process. Participating ball diamond organizations stated a preference for the

City to focus its efforts on improving its existing, aging ball diamonds to a greater extent than building new ones.

When looking at efforts to proactively position the existing supply of diamonds, the following points are noteworthy:

- A number of diamonds have been in service for decades and may not offer a level of quality (design, amenities) that groups have come to expect.
- Much of the supply is located in single-diamond parks which limits certain programming and operational/maintenance efficiencies, as well as reducing tournament viability, compared to the multi-diamond venues.
- A number of diamonds were designed at a time when Windsor's youth population was burgeoning and are now undersized to serve the growing base of adult players.
- Most diamonds were constructed as the City's residential areas developed around them, thus there will likely be a geographic gap located in Sandwich South when those future lands develop (more applicable for youth players as adults have a higher propensity to drive).

Despite the City not requiring any net additions to its diamond supply, the above will need to be considered. Consistent with direction from the 2015 Parks & Outdoor Recreation Master Plan and feedback from local ball organizations, there is merit in consolidating the supply by removing selected underutilized diamonds and relocating them to: a) an existing park with a diamond(s); or b) to a new park with multiple diamonds (i.e. two diamonds or more). Doing so would serve to improve overall quality of the diamond supply, allow for more efficient user group and City Staff operations. Any new diamonds that are constructed would ideally replace an equivalent number of underutilized diamonds elsewhere in Windsor.

The City should also undertake a site-by-site analysis of each ball diamond location to determine prospective candidates that could be enlarged to better facilitate adult-level play. At a minimum, considerations in such an analysis should include the ability to enlarge infields and outfields, the addition of lighting (as adults can play later into the evening), setbacks to property lines and other functional areas of use within the park, and whether sufficient parking can be made available. This process should be supported by consultation with the community and ball diamond users.

As a future residential growth area, the Sandwich South neighbourhood has a number of vacant/undeveloped lands where there is a greater likelihood of finding a parcel(s) suitable for park development (as well as an ability to leverage parkland dedications and development charges to fund part of future park developments). Ball diamond development is thus opportune in areas located east of Walker Road and south of the airport to serve those future residential areas. Accordingly, two new diamonds are recommended in Windsor's south-east, with a preference to construct these two diamonds at the same park to respond to user group feedback. These diamonds could be designed to adult-size standards in response to the points noted above, though it bears noting that demographics in Sandwich South may initially reflect a younger age profile with families if consistent with new subdivision development trends elsewhere in Ontario. If choosing to develop these as junior or intermediate size diamonds, then the diamonds would ideally be designed in a manner to allow them to be expanded in the future if needed (by ensuring sufficient setbacks from playout lines are factored into the initial design).

Recommendations

Recommendation #16 Initiate an analysis of all park sites containing at least one ball diamond to determine candidates that are ideal for conversion to adult-size facilities, as well as candidates that are ideal for replacement and relocation to an existing or prospective multi-diamond park. At a minimum, consideration should be given to the ability to enlarge infields and outfielders, the potential to add lighting, property setbacks, and other functional areas. This process should be supported by consultation with the community and ball diamond users.

Recommendation #17 Construct two adult-size ball diamonds (suitably sized for fastball or hardball, depending on registration rates and ball trends), preferably within one park, located east of Walker Road and south of the airport lands (Ward 9). The development of two new diamonds should be offset by removing two undersized/underutilized diamonds from the existing supply.

5.15 Cricket Pitches

Cricket pitches are located at Jackson Park and Optimist Memorial Park, yielding a service level of one per 110,000 residents, which is higher than average compared to benchmarked municipalities (Table 35). In addition, the University of Windsor plans to build a practice cricket pitch on an existing sports field, however, the University does not envision it being available to the general public at this time.

Table 35: Service Level Comparison, Cricket Pitches

Supply	2019 Population Estimate	Supply	Service Level
Niagara Falls	88,868	1	1 : 88,868
Mississauga	759,000	7	1 : 108,429
Windsor	220,000	2	1 : 110,000
Kitchener	249,300	1	1 : 249,300
London	409,000	1	1 : 409,000
Greater Sudbury	167,692	0	n/a
Oshawa	168,600	0	n/a
Average	294,637	2	1 : 193,119

Market Conditions

Cricket is experiencing relatively strong growth in Canada, which is being driven by immigration from cricket-playing countries (largely from South Asia and the Caribbean). Cricket Canada estimates that there are approximately 130,000 players and 820 clubs across the country, with the largest concentration of players residing in southern Ontario. As Ontario (and Windsor) continues to diversify, particularly as immigration from cricket-playing countries continue to rise, municipalities can expect pressure for cricket facilities to increase. The Cavaliers Cricket Club of Windsor is a small local organization with 28 members.

Cricket is played with a bat and ball between two teams, each composed of 11 players. Generally speaking, there are numerous styles of play that vary in duration and rules. At the international level, there are three variations known as Test Cricket, One Day Internationals, and Twenty20 (T20) Internationals. At the community level, playing formats vary considerably with altered rules. Common forms of the sport played are described below:

- Long-format cricket is typically played over an 8 hour period (40 to 50 overs) and is played for competitive purposes.
- Short-format cricket allows the game to be played within a one to four hour period. This is the fastest growing format in Canada, usually in the form of T20/T25 (i.e. 20 to 25 overs).

- Tennis ball / Tape-ball cricket uses a tennis ball or a tennis ball wrapped in tape to add additional weight. Given that a tennis ball is not as hard as a cricket ball, safety equipment is generally not required.

Consultation

Limited requests were received through the Community Survey for more cricket pitches in Windsor.

Usage Profile

Usage data provided by City staff indicated that Windsor’s cricket pitches were collectively booked over 500 hours in 2018, amounting to 34% of available hours, which is a marginal increase from 2016. Jackson Park was home to all cricket pitch bookings in 2018 as the Optimist Memorial Park pitch has not been booked since 2016 due to the construction of the library. While demands for cricket have been growing locally, there appears to be ample capacity if faced with additional requests for cricket. It is recognized that the length of cricket games is such that multiple games per day may be difficult. In some communities, cricket organizations are modifying rules and the length of games to address field demand.

Needs Assessment

The provision of municipal cricket pitches is a fairly new level of service for many municipalities in response to increasing demand, particularly in culturally diverse communities characterized by immigration from countries where cricket is played. Municipalities that offer cricket pitches generally use a population-based target of one cricket pitch per 100,000 residents, meaning that Windsor would be well-served by comparison to that metric (particularly when considering the University’s planned practice pitch will alleviate current demands being generated by a sizeable international student market).



It bears noting that the existing pitches at Jackson Park and Optimist Memorial Park are not of sufficient size for hardball play. City Staff indicate that they have received requests for a full-size cricket pitch and have internally looked at Derwent Park or open space lands identified in the Sandwich South Secondary Plan as possibilities. It is recommended that the City construct a full-size cricket pitch (preferably with lighting) capable of accommodating hardball play given the apparent demand for the sport and the lack of a full size pitch. The design of the pitch should engage the local cricket-playing community to discuss options such as field surfaces, lighting, seating areas, and other related amenities. Upon its opening, the City should re-evaluate whether to repurpose one or both of the existing minor pitches based upon the number of field rentals taking place.

Recommendation #18 Construct a full-size cricket pitch after engaging the local cricket-playing community to discuss location and design specifications.

5.16 Outdoor Tennis and Pickleball Courts

Windsor provides 35 tennis courts at municipal parks, 20 of which are lit courts. The City’s tennis courts are all publicly available, with the exception of the six tennis courts at Jackson Park (three of which are clay courts), which are operated by the Parkside Tennis Club. The supply of tennis courts translates into a service level of one per 6,286 residents, which is below average compared to benchmarked municipalities. The distribution of tennis courts is illustrated in Figure 23.

The City does not provide any dedicated pickleball courts, although the City has overlaid pickleball lines on tennis and basketball courts at Mitchell Park, Forest Glade Optimist Park, Realtor Park and Central Park to allow multiple sports to be played. The City of London is the only other benchmarked municipality to provide dedicated pickleball courts (Table 37). In Windsor, pickleball is also played indoors at the WFCU Centre and the Capri Pizzeria Recreation Complex.

Table 36: Service Level Comparison, Outdoor Tennis Courts

Tennis Courts	2019 Population Estimate	Supply	Service Level
Niagara Falls	88,868	38	1 : 2,339
Greater Sudbury	167,692	59	1 : 2,842
Mississauga	759,000	146	1 : 5,199
Kitchener	249,300	41	1 : 6,080
Windsor	220,000	35	1 : 6,286
London	409,000	59	1 : 6,932
Oshawa	168,600	18	1 : 9,367
Average	294,637	57	1 : 5,578

Table 37: Service Level Comparison, Dedicated Outdoor Pickleball Courts (Multi-use Courts Excluded)

Pickleball Courts	2019 Population Estimate	Supply	Service Level
London	409,000	7	1 : 58,429
Greater Sudbury	167,692	0	n/a
Kitchener	249,300	0	n/a
Mississauga	759,000	0	n/a
Niagara Falls	88,868	0	n/a
Oshawa	168,600	0	n/a
Windsor	220,000	0	n/a
Average	294,637	7	1 : 58,429

Market Conditions

Tennis Trends

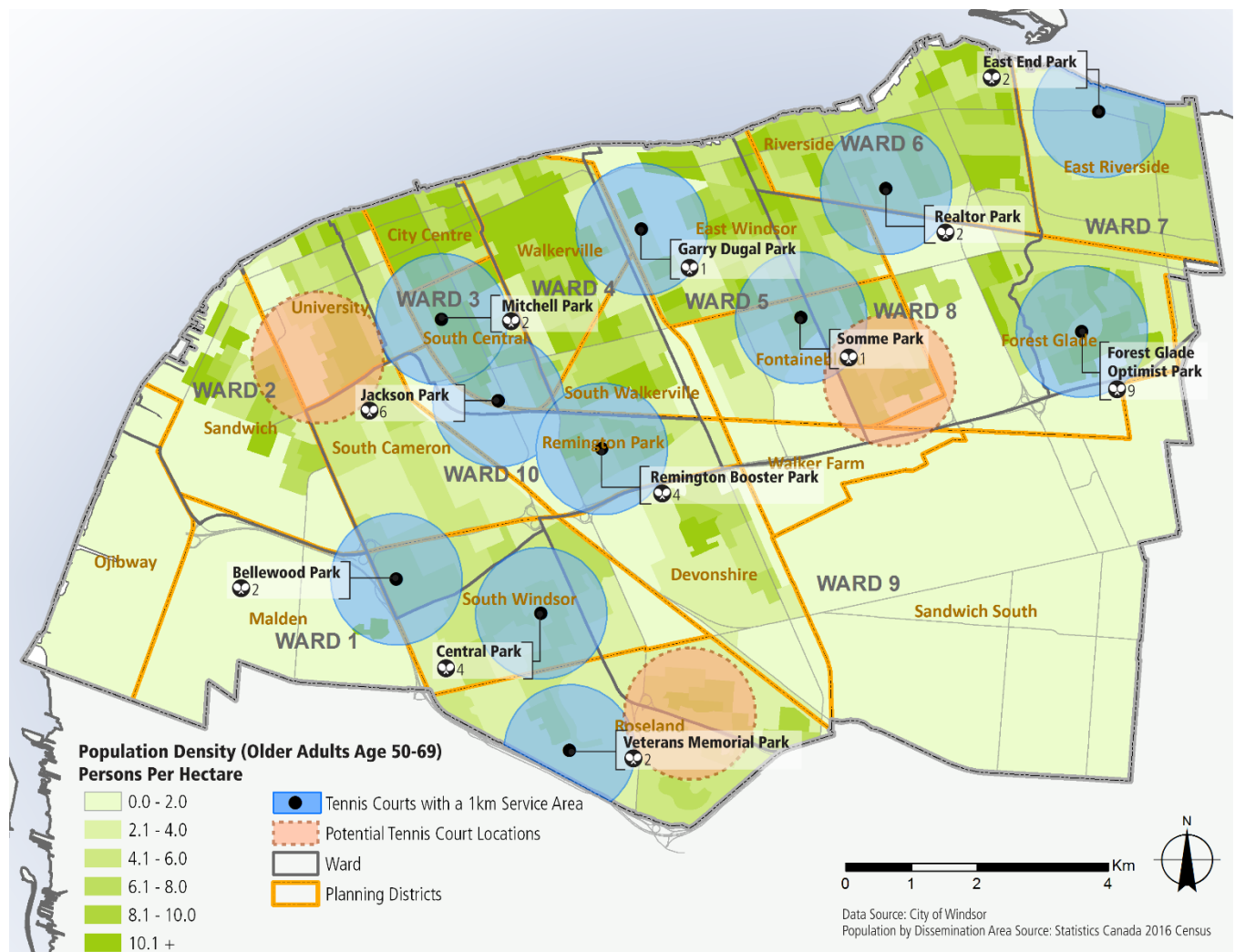
Research suggests that tennis is experiencing a resurgence over the past several years. Tennis Canada reported that 6.5 million Canadians played tennis at least once in 2014, growth of more than 32% since 2012. The study also found that the popularity of tennis is growing among Canadians as 51% of the population indicated that they are somewhat or very interested in the sport, which is an increase from 38% in 2012.⁴³

The popularity of tennis can be attributed to a number of factors such as the growing segment of baby boomers that seek social, and to some degree, lower impact activities. There is also a focus on promoting the sport at the grassroots level. Tennis Canada reported that in 2016, nearly 161,000 children under the age of 12 were considered frequent tennis players, which was an increase of 10% compared to 2015.⁴⁴ Part of this growth can also be linked to the success of Canadian men and women currently competing on the professional tours.

⁴³ Tennis Canada. 2014. 2014 Tennis Canada Annual Report. Retrieved from <http://www.tenniscanada.com>

⁴⁴ Tennis Canada. 2016. 2016 Tennis Canada Annual Report. Retrieved from <http://annualreport2016.tenniscanada.com>

Figure 23: Distribution of Municipal Tennis Courts



Note: Jackson Park tennis courts are operated by the Parkside Tennis Club

Additionally, the tennis-playing community has been working diligently to generate interest in the sport. In 2017, Tennis Canada hosted Tennis Day across the country, which had activities such as clinics, lessons, exhibitions, and ‘bring a friend’ events. The purpose of Tennis Day was to introduce the sport to people that have never played before and to show them how easy it is to learn the game. Following the event, Tennis Canada indicated that 80% of tennis clubs reported an increase in participation.

Pickleball Trends

There is evidence that baby boomers are creating a small boost in tennis and related racquet sports as participation trends suggests that older adults have a greater desire to remain physically active in their retirement years. This segment has driven the sport of pickleball to become one of the fastest growing sports in Canada, as it is a lower intensity sport that can be played on a modified tennis court (pickleball courts are smaller in size with a lower net height). The sport of pickleball continues to spread across the Province and its prominence is further bolstered by being played at the Ontario 55+ Summer Games.

Consultation

The Community Survey found that 13% of responding households had at least one member of the household participate in tennis, ranking 24th out of 32 activities. Only 3% of respondents reported participation in pickleball, which was reported as the least popular activity. Two-thirds (59%) of respondents supported additional investment in tennis courts, ranking 19th out of 27 facility types. 40% of respondents also supported additional investment in pickleball courts, which was among the lowest priorities. A number of comments expressed a desire to improve the quality of outdoor courts.

Needs Assessment

Tennis Courts

A service level target of approximately one tennis court per 6,000 residents would be generally consistent with the range found across Ontario and is therefore utilized as the basis for assessment in the Recreation Master Plan. With a projected population of 225,466 residents, a total of 38 tennis courts would be required by 2039, three more than what is currently provided.

To understand where new tennis courts should be located, the geographic distribution of existing tennis courts must be considered, as well as areas where residential growth is expected. Applying a one kilometre service area to existing tennis courts suggests that there is a good distribution of courts in most areas. Notable gaps are observed in the areas of Sandwich, University, South Cameron, Roseland, and Fontainebleau (which transect Wards 1, 2, 5, 9 and 10). Best practices suggest that at a minimum, tennis courts should be provided in pods of two or more to allow for simultaneous play and to promote the social aspect of the sport. With this in mind, the following approach is recommended, which would result in six new tennis courts. This is more than what is required based on the recommended target, although this is common in order to achieve an even distribution of facilities.

- Construct one two-court pod in the City's west end in the neighbourhoods of Sandwich (Ward 2), South Cameron (Ward 10), or University (Ward 2). Potential parks may include Wilson Park (Adie Knox Recreation Complex), Bridgeview Park, or another location identified by City staff.
- Construct one two-court pod at a park in the Roseland neighbourhood (Wards 1 and 9), potentially at Goldenwood Park, North Talbot Park or another location identified by City staff.
- Construct one two-court pod in the Fontainebleau (Wards 5 and 8) neighbourhood at Fontainebleau Park or at another location identified by City staff.

With these six new tennis courts, the City's level of service would increase to 1:5,600 population. There is also a need to ensure that the City's existing tennis courts continue to meet the needs of its residents. Through the consultation process, public comments were received requesting the desire to improve the quality of tennis courts in Windsor. Observations from some City staff suggest that certain tennis courts have asphalt cracks as well as aging equipment and faded lines. It is recommended that the City prepare a sport court replacement strategy, which will allow the City to identify and prioritize tennis court renewal. This strategy should also be extended to ensure outdoor basketball courts are replaced in a timely manner.

Pickleball Courts

With the provision of pickleball courts still in its infancy across Ontario, outdoor pickleball courts are primarily provided on a case-by-case basis in response to localized demand. Based on community consultation, there does not appear to be a strong demand for outdoor pickleball courts at present, although indoor pickleball is popular in Windsor. Nevertheless, providing outdoor pickleball courts can be fairly easily integrated within parks, including by lining selected tennis courts to create multi-use courts, as the City has done at Mitchell Park. This is the most common approach to meeting the needs of outdoor pickleball players, although some municipalities, such as London and St. Thomas, provide dedicated courts.

There is merit in lining additional tennis courts for pickleball in order to enhance geographic distribution given that there is a growing number of older adults in Windsor that have a desire to be physically active. With this in mind, it is recommended that City staff explore existing tennis courts to potentially add pickleball court lines; sites to consider include Garry Dugal Park, Remington Booster Park, and/or other locations to be determined by City staff.

Recommendations

Recommendation #19 Six new tennis courts should be developed at three existing or future parks (with two courts in each) in the following manner:

- Construct one two-court pod in the City’s west end in the neighbourhoods of Sandwich (Ward 2), South Cameron (Ward 10), or University (Ward 2). Potential parks may include Wilson Park (Adie Knox Recreation Complex), Bridgeview Park, or another location identified by City staff.
- Construct one two-court pod at a park in the Roseland neighbourhood (Wards 1 and 9), potentially at Goldenwood Park, North Talbot Park or another location identified by City staff.
- Construct one two-court pod in the Fontainebleau (Wards 5 and 8) neighbourhood at Fontainebleau Park or at another location identified by City staff.

Recommendation #20 Formalize a sport court replacement strategy and associated funding plan for existing hard surface courts (e.g. tennis courts, pickleball courts, and basketball courts) so that the City can offer a safe and desirable playing experience in a fiscally sustainable manner. Resurfacing projects should evaluate the use of Flex Court sports tiling, or other alternative court surfaces that offer a longer warranty of 7 to 10 years, to determine if these are more cost-effective options compared to replacing the traditional and/or asphalt concrete. A sport court replacement strategy should be developed to identify and prioritize the replacement of hard surface sport courts.

Recommendation #21 Investigate opportunities to create multi-use courts by adding pickleball court lining to existing tennis courts. Potential locations include Garry Dugal Park, Remington Booster Park, or other locations to be determined by City staff.

5.17 Outdoor Basketball Courts

There are 40 basketball courts located at municipal parks throughout the City. This supply includes a mix of full and half court configurations. Windsor’s basketball court supply translates into a service level of one per 647 youth between the ages of 10 and 19, which is above the benchmark average (Table 38).

The distribution of outdoor basketball courts is illustrated in Figure 24. In addition to these courts, residents have access to outdoor basketball courts located at schools and other non-municipal providers.

Table 38: Service Level Comparison, Outdoor Basketball Courts

Basketball Courts	Youth Population (Age 10-19)	Supply	Service Level
Niagara Falls	9,949	24	1 : 415
Greater Sudbury	18,245	40	1 : 456
Oshawa	18,916	28	1 : 676
Windsor	25,876	40	1 : 647
Mississauga	98,015	108	1 : 908
London	45,815	47	1 : 975
Kitchener	28,338	22	1 : 1,288
Average	35,022	44	1 : 766

Market Conditions

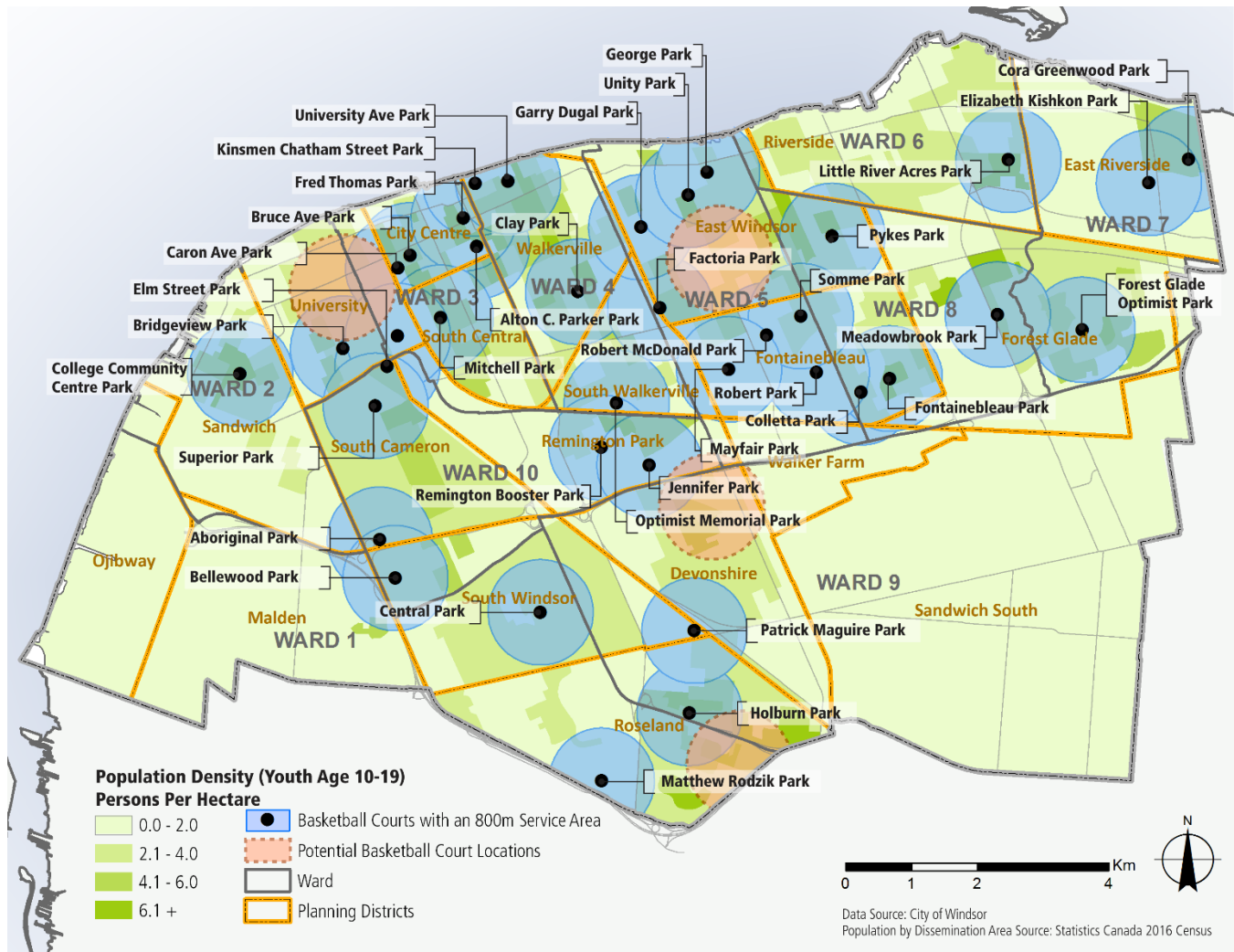
Basketball courts can accommodate many informal and unstructured activities that require a large, hard surface. The local popularity of basketball can be attributed to factors such as affordability and access to free outdoor basketball courts, as well as its national appeal and the popularity of the Windsor Express, Detroit Pistons, and Toronto Raptors. Compared to other sports such as hockey, basketball is easy to learn, safe, affordable to play, and can be played with one person or in small groups.

Outdoor basketball courts are generally rudimentary in design, ranging from simple asphalt to high quality rubber surfaces with removable equipment such as net posts, boards, and hoops. Windsor has employed a unique approach in the renewal of a couple of courts by using a plastic tiling system. Compared to standard asphalt, the Flex Court system installed over older asphalt at Mitchell Park and Forest Glade Park offers benefits in minimizing noise and absorbing impacts (thereby reducing stress on the body), as well as environmental benefits such as reduced heat radiation and standing water. From a maintenance perspective, the plastic tiling system presently comes with a strong warranty and requires less intensive maintenance as they do not need to be repainted, while broken tiles are easily replaced.⁴⁵



⁴⁵ Flex Court Canada. Retrieved from: <http://www.flexcourtcanada.ca>

Figure 24: Distribution of Outdoor Basketball Courts



Consultation

The Community Survey found that 18% of responding households had at least one member that participated in basketball in the past 12 months, which ranked 19th out of 32 activities. 71% of respondents also supported additional investment in improving or constructing new basketball courts, ranking 13th out of 27 facility types. Although this may seem to suggest that basketball courts are not a high priority for the general population, youth under 16 years of age were not eligible for the Community Survey, which may affect results.

Needs Assessment

An age-specific provision target is used to identify outdoor basketball court needs, which is consistent with best practices in comparable municipalities given that they are primarily used by youth. One outdoor basketball court per 700 to 1,000 youth between the ages of 10 and 19 is a common provision target that is used in other municipalities. A provision target on the higher end of the spectrum (one per 700 youth) is recommended for the City, which is consistent with its current level of service.

Applying the 2016 youth proportion to the projected 2039 population as an assumption suggests that there will be approximately 26,500 youth by the end of the planning period. Based on the recommended provision target, there will be a need for 38 outdoor basketball courts, two less than what is currently available.

The geographic distribution of outdoor basketball courts must also be considered given their walk-to nature. Applying an 800 metre service area (about a 10 minute walk) to existing outdoor basketball courts reveals that the City's court supply is strong. Gaps are observed in various areas such as the neighbourhoods of University, Devonshire, Roseland, and East Windsor. The City should explore opportunities to construct up to five basketball courts to address these gaps.

Potential locations for new outdoor basketball courts may include Walker Homesite Park, North Talbot Park, Wilson Park, Westcott Park, or other locations to be determined by the City. This strategy would create an oversupply in the number of outdoor basketball courts; however, this is common in order to ensure that youth have walkable access to courts, particularly given that the consultation process revealed the need to enhance the number of recreation opportunities for this segment of the population.

New (and replacement) courts should be constructed as full size basketball courts with two posts and nets, although half courts may be considered for smaller park sites. Continued use of the Flex Court surface material should be considered in the construction of new or replacement outdoor basketball courts. To guide the renewal of aging basketball courts, a sport court replacement strategy should be prepared to identify and prioritize replacement projects. The strategy should be prepared in tandem with tennis courts (see Recommendation #20 of the Recreation Master Plan).

Recommendations

Recommendation #22 Investigate opportunities to construct five outdoor basketball courts to resolve gap areas in the neighbourhoods of University (Ward 2), Devonshire (Ward 9), Roseland (Wards 1 and 9), and East Windsor (Wards 5 and 8). Potential parks include Walker Homesite Park, North Talbot Park, Wilson Park, Westcott Park, or other locations determined by the City.

Recommendation #23 Where space permits, new (or replacement) basketball courts should be constructed to be full size with two posts and nets. Half courts may be permitted in smaller park sites. Consideration should also be given to the use of Flex Court sports tiling as a surface material, pending observations of performance for current courts using this material.

5.18 Outdoor Skating Rinks

The City operates outdoor skating rinks at Lanspeary Park and Charles Clark Square, both of which have a mechanical refrigeration system (Lanspeary Park also has a roof structure that maintains more consistent ice conditions and dressing rooms). Washrooms are available at both parks.

Windsor's supply of outdoor skating rinks translates into a service level of one per 110,000. Direct comparison to the benchmark average should be viewed cautiously due to a number of factors including different rink sizes and systems (e.g. the mix of artificial versus natural, large rinks versus small, etc.), and fluctuating ice rink inventories dependent upon whether rinks are operational in any given year due to weather conditions and the number of volunteer-maintained rinks.

Market Conditions

Recreational skating outdoors is a Canadian tradition, although the ability to maintain outdoor rinks has become increasingly difficult due to climate change. Natural ice rinks are the most affordable method to build and maintain given that expenses are largely relegated to water and operational time. However, maintenance can be cumbersome when temperatures are

Table 39: Service Level Comparison, Outdoor Skating Rinks

Outdoor Skating Rinks	2019 Population Estimate	Supply	Service Level
Greater Sudbury	167,692	54	1 : 3,105
Kitchener	249,300	37	1 : 6,738
Niagara Falls	88,868	9	1 : 9,874
London	409,000	6	1 : 68,167
Windsor	220,000	2	1 : 110,000
Mississauga	759,000	3	1 : 253,000
Oshawa	168,600	0	n/a
Average	294,637	19	1 : 75,147

near or above the freezing mark in the winter months. In many municipalities, including benchmarked municipalities, natural outdoor skating rinks are maintained by volunteer organizations with the assistance of municipal staff. As an alternative, municipalities may construct refrigerated outdoor ice rinks, although this approach is more costly to build, maintain, and operate.

Generally speaking, municipalities across the Province have been shifting away from the provision of outdoor ice rinks, although some municipalities continue to offer this facility type. Weather conditions are a principal factor, as well as other factors such as safety and liability concerns, noise, less daylight, and access to servicing.

Consultation

A few requests for more outdoor skating opportunities were received through the Community Survey.

Needs Assessment

Municipalities operate outdoor rinks based on different service level philosophies, design specifications and maintenance models. Windsor's outdoor skating rinks have different functions. While both rinks are used for public skating, the Lanspeary Park rink has rink boards in place that allow it to be rented by local ice sport organizations (and for box lacrosse, ball hockey, and special events during the warm months) to generate revenue. While Lanspeary Park offers a traditional ice rink design, the Charles Clark Square rink is part of the park's integration with the public realm and is used for "urban" functions in the warm months. The Charles Clark Square rink is also intended to draw people to the downtown core in the winter and thus serves an economic development purpose, but the rink itself is not intended to be a revenue generator (as is the case for many rinks of this type).

Similar to other municipalities in southwestern Ontario, milder winters in recent years have challenged maintenance efforts by City staff. This has resulted in unexpected closures during an already short operating season (generally between December and March). However, both of the City's outdoor rinks provide intangible benefits to the community and should continue to be operated over the master planning period.

Lanspeary Park and Charles Clark Square are located less than three kilometres from each other and thus municipally operated ice rinks are concentrated in the City's established core. To improve geographic distribution, some municipalities work with volunteer groups to develop rinks at the neighbourhood or community level, and share maintenance responsibilities such as flooding. Unfortunately, Windsor's weather is among the warmest in the country and thus the likelihood is fairly low that volunteers will have the time and capacity to keep up with maintenance of outdoor rinks here. As a result, the City should continue to direct its own resources towards a maximum of two outdoor rinks (as currently provided).

5.19 Skateboard Parks

The City provides two skateboard parks at Atkinson Park and Forest Glade Optimist Park. The supply results in a service level of one per 12,900 youth (ages 10 to 19), which is the lowest of all benchmarked municipalities (Table 40). Each skateboard park features a variety of components including ramps, rails, stairs, and other features that are suitable for skateboarding and other action sports.

Market Conditions

Skateboarding has demonstrated sustained longevity over the years and skateboard parks are considered to be a core service in a number of municipalities. Research has shown that youth are gravitating towards more unstructured and low-cost activities, leading to popularity in skateboarding and other wheeled action sports. Historically, skateboarding (and other action sports) were viewed negatively, although the activity has now become a positive mainstream activity that is embraced by municipalities. In fact, skateboard parks provide youth with a safe and positive atmosphere to engage in outdoor physical activities, while socializing with others who share common interests. The introduction of skateboarding as part of the 2020 Tokyo Olympics⁴⁶ lends further credibility to the sport, and creates the potential to increase interest even higher, which could in turn lead to greater demands for skateboarding opportunities.

Consultation

The Community Survey found that 9% of responding households had at least one member that had participated in skateboarding (and other action sports) in the past 12 months, ranking 28th out of 32 activities. 53% of respondents supported additional investment in skateboard parks, which was the 22nd highest priority out of 27 facility types. Despite skateboard parks seemingly being a low priority within the sample, youth under 16 years of age were ineligible for the Community Survey, which may affect results.

Needs Assessment

An age-specific provision target is the most common method to determine skateboard park needs. A provision target of one skateboard park per 5,000 youth is recommended for Windsor, comparable to standards used in a number of municipalities. Windsor’s population of 25,900 youth would grow slightly to 26,500 persons by the end of the planning period, assuming that the proportion of youth recorded through the 2016 Census stays at 12%. The recommended provision target suggests that there will be a need for five skateboard parks by 2039, three more than what is currently provided.

The geographic distribution of skateboard parks must also be considered since youth face transportation barriers. Major skateboard parks greater than 1,250 square metres in size (such as the two locations in Windsor) typically draw youth within a 2 kilometre area. Applying this service area to Windsor’s existing skateboard parks reveals that the northwest and east side of the City are well served, as shown through Figure 25; however, gap areas exist in the City’s north, central, and south areas such as East Windsor (Ward 5), South Walkerville (Ward 4), Remington Park (Ward 10), Devonshire (Ward 9), South Windsor (Ward 1), and Roseland (Wards 1 and 9). The recommended strategy moving forward is to construct three major

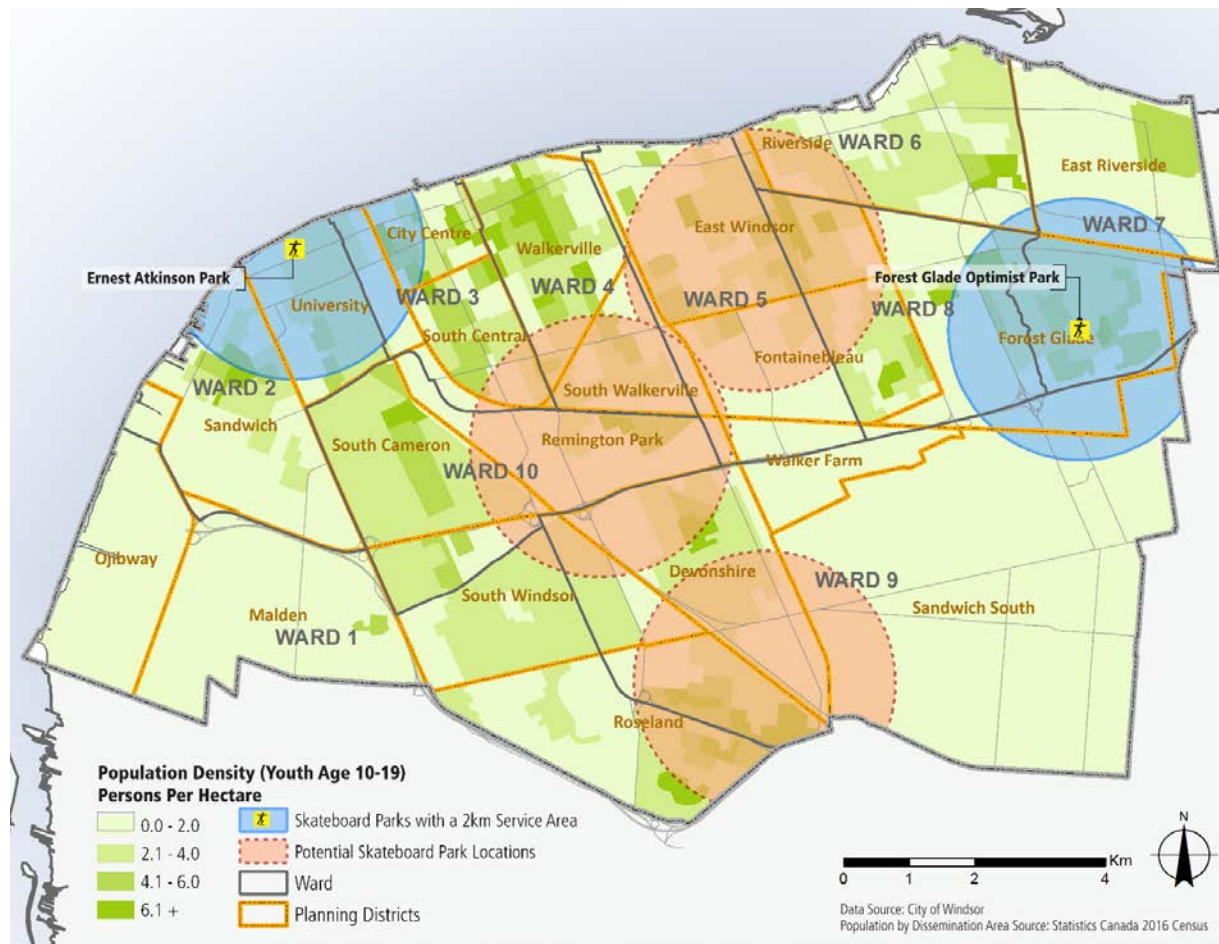
Table 40: Service Level Comparison, Skateboard Parks

Skateboard Parks	Youth (Age 10-19) Population	Supply	Service Level
Greater Sudbury	18,245	10	1 : 1,825
London	45,815	13	1 : 3,524
Oshawa	18,916	3	1 : 6,305
Kitchener	28,338	4	1 : 7,085
Niagara Falls	9,949	1	1 : 9,949
Mississauga	98,015	9	1 : 10,891
Windsor	25,876	2	1 : 12,938
Average	35,022	6	1 : 7,502

⁴⁶ Tokyo 2020. An Olympic debut for an essential feature of street culture. Retrieved from <https://tokyo2020.org>

skateboard parks to address these gap areas with consideration given to potential locations including Captain John Wilson Park, AKO Park, Remington Booster Park, or other sites identified by City staff.

Figure 25: Distribution of Skateboard Parks



Beyond the immediate catchment area of major skateboard parks, youth also benefit from having opportunities to skate within their local parks. Small-scale “skate spots” or “skate zones” should be considered within appropriate parks to enhance the geographic distribution of skate opportunities for local youth. As skate spots are intended to provide an introduction to skating (as well as other action sports), these areas may consist of one or two basic skate features such as a rail or curb.

Recommendations

Recommendation #24 Construct three major skateboard parks to serve gap areas with consideration given to the areas of East Windsor (Ward 5), South Walkerville (Ward 4), Remington Park (Ward 10), Devonshire (Ward 9), South Windsor (Ward 1), and Roseland (Wards 1 and 9). Potential locations may include Captain John Wilson Park, AKO Park, Remington Booster Park, a future park, or another site(s) identified by the City. Future major skateboard parks should be a minimum of 1,250 square metres in size with a similar level of design as Windsor’s existing skateboard parks. Consultation with the skateboard (and other action sports) community is encouraged.

Recommendation #25 Investigate opportunities to construct small scale skate spots or “skate zones” within parks to enhance the geographic distribution of skate opportunities. Skate spots or zones may consist of one or two basic skate features such as a rail or curb.

5.20 Playgrounds

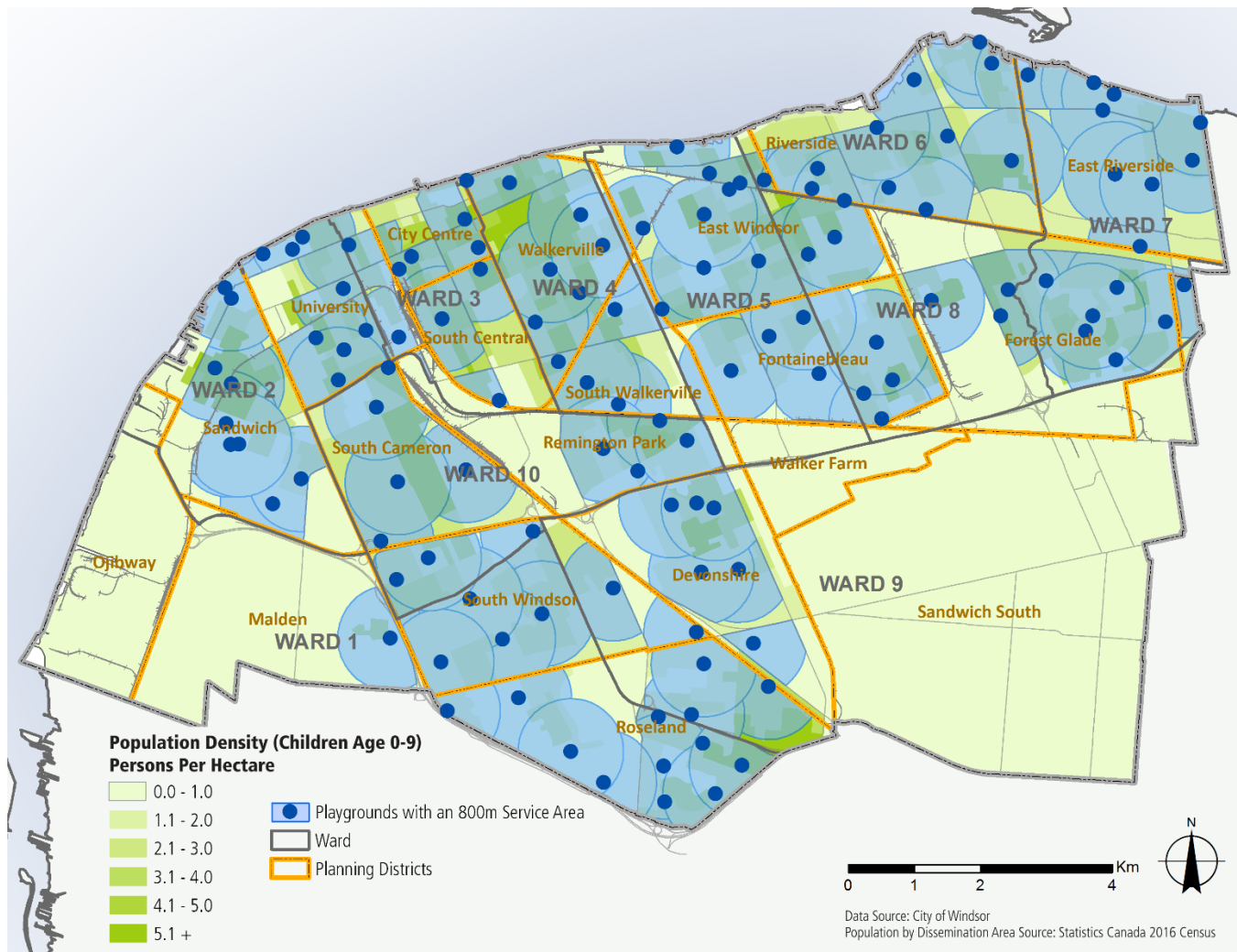
The City provides 125 playground structures at parks across Windsor, which range in size and variety at each location. The supply of playgrounds translates into a service level of one per 187 children under the age of 9, which is above the benchmark average.

Windsor will have a total of 54 accessible playgrounds by the end of 2019. In addition to the City's playground supply, residents have access to playgrounds located at some City schools. The distribution of municipal playgrounds is illustrated in Figure 26.

Table 41: Service Level Comparison, Playgrounds

Community	Children (Age 0-9) Population	Supply	Service Level
Greater Sudbury	17,410	179	1 : 97
Niagara Falls	8,648	56	1 : 154
Oshawa	18,926	110	1 : 172
Windsor	23,409	125	1 : 187
Kitchener	29,642	147	1 : 202
Mississauga	80,933	263	1 : 308
London	44,260	141	1 : 314
Average	31,890	146	1 : 205

Figure 26: Distribution of Municipal Playgrounds



Market Conditions

Playgrounds can be found in neighbourhood, community and regional parks. They provide amenities that benefit childhood development, foster cognitive development and social skills, and encourage physical activity. Playgrounds are typically provided within walking distance of major residential areas (5 to 10 minute walk), without having to cross major barriers such as arterial roads, highways, railways, and waterbodies. Traditional playground equipment generally consists of swings, slides, and an array of climbing structures. More recently constructed playgrounds are designed to offer more creative and unique play experiences and often integrate accessible features.

As an alternative to the traditional and creative playground model, natural and adventure playgrounds are becoming more popular around the world. These playgrounds encourage the use of the existing landscape and materials such as wood, logs, ropes, stones, and boulders to allow users to create more daring opportunities. Still designed in compliance with CSA Z614 standards, natural/adventure playgrounds may appear to be more precarious but are proven to stimulate greater sensory and imaginative play compared to traditional plastic structures; research also shows that children's immune health can benefit from exposure to natural materials.



These playgrounds are designed to appear more precarious, which aligns to the concept of "risky play" to encourage children to take more risks through climbing, exploring, moving vigorously, and creating their own activities using their imagination. This style of play is popular in the United Kingdom and USA, and is gaining traction in Canada. With a natural playground at Mitchell Park, the City should be commended for being one of the leaders in rethinking play spaces.

Access to active play in nature and outdoors - with its risks - is essential for healthy child development. We recommend increasing children's opportunities for self-directed play outdoors in all settings - at home, at school, in child care, the community and nature.

- Council of Chief Medical Officers of Health, 2018

Consultation

Results from the Community Survey found that 45% of respondents used a playground in the past 12 months, which ranked as the 6th most popular activity. 86% of respondents also supported additional investment in playgrounds, which ranked 4th out of 27 facility types. This suggests that playgrounds are a high priority for respondents. Residents who attended the Public Information Centre expressed the desire for more playgrounds in the city.

Needs Assessment

Playgrounds needs are evaluated based on geography given that these are primarily walk-to facilities used by families with small children. Playgrounds are best provided in or near residential areas to maximize access, particularly as children and some young families may not have access to a vehicle. Best practices

suggest that playgrounds be located within 800 metres of residential areas (about a 10 minute walk), without intersecting major barriers such as arterial roads and railways.

Applying the 800 metre service area to Windsor's playgrounds reveals minor gaps in the planning districts of Walkerville (Ward 4), South Central (Ward 3), East Windsor, Roseland (Wards 1 and 9) and Forest Glade (Ward 7). Over the planning period, efforts to resolve playground gaps should be concentrated in these areas to ensure that all residential areas are within walking distance of a playground. This should be balanced with the provision of new playgrounds to address growth related needs in Windsor's developing greenfield areas (e.g. Sandwich South – Ward 9).

Equally important to the provision of new playgrounds is the need to ensure that the City's play structures are safe and provide quality play experiences. The City is working closely with asset management to implement a playground replacement program which ensures that Windsor's play structures are renewed at the end of life (approximately 20 years), and that costs are budgeted accordingly. The design of playgrounds should continue to evolve with consideration given to accessible components, natural play areas, and challenging/adventure play, where appropriate.

Nationally and provincially, the concept of "adult playgrounds" is gaining traction where areas within parks are usually set aside for outdoor fitness equipment. Walker Homesite Park is the only municipal location in Windsor that has outdoor fitness equipment, although there is merit in constructing additional outdoor fitness equipment locations in order to encourage no-cost outdoor physical fitness activities. There is generally no accepted provision target for these types of facilities but as a best practice, they are best provided in areas of high visibility such as along major pathways and within major parks.

Other waterfront communities, such as the City of Barrie, have successfully integrated outdoor fitness equipment along the waterfront, which is ideal given that the area attracts numerous residents and visitors each year. This approach can be applied in Windsor's context, such as along the Riverfront Trail, or other trail systems (e.g. West Windsor Trail, South Windsor Trail, etc.). Providing outdoor fitness equipment within parks located in areas with high concentrations of older adults and seniors should also be considered as these age groups are common users of outdoor fitness equipment. Key parks may include any Community Park or Regional Park.

Recommendations

- Recommendation #26 Consistent with the Parks Master Plan, target a provision of one playground structure to be located within neighbourhood parks (at a minimum) or within 800 metres of residential areas, without intersecting major barriers such as major arterial roads, railways, or other physical barriers. Any new or redeveloped playgrounds will be accessible and could include natural play components, and challenging/adventure play features as appropriate.
- Recommendation #27 On a case-by-case basis, install outdoor fitness equipment along major trail routes such as the Riverfront Trail, West Windsor Trail, and South Windsor Trail, or at parks near areas with high concentrations of older adults and seniors, including any regional or community parks, community centres, or other locations identified by the City.

5.21 Outdoor Aquatics

Windsor provides six outdoor pools that vary in size, shape, and the number of lanes. The supply of outdoor pools results in a service level of one per 36,700 residents, which is the second highest compared to benchmarked municipalities (Table 42). The number of amenities also varies at each location and includes change rooms, washrooms, diving board, shade areas, seating, separate wading pools, and more.

In addition, the City has eight splash pads. Three splash pads are co-located with the City’s outdoor pools and thus require a fee to gain entry, while the remaining five splash pads are available for free. On a system-wide basis, the City provides a service level of one splash pad per 2,100 children. This level of service falls to one per 2,900 children when the fee-based splash pads are removed, which is lower compared to benchmarked municipalities (Table 43). Windsor’s splash pads have interactive features including spray posts, water jets, and more. These splash pads complement other active recreation facilities in their respective parks as well as amenities including washrooms, playgrounds, seating, shade areas, and more.

The City of Windsor’s outdoor aquatic facilities are summarized in Table 44.

Table 42: Service Level Comparison, Outdoor Pools

Community	2019 Population Estimate	Supply	Service Level
Niagara Falls	88,868	5	1 : 17,774
Windsor	220,000	6	1 : 36,667
London	409,000	11	1 : 37,182
Kitchener	249,300	4	1 : 62,325
Oshawa	168,600	2	1 : 84,300
Mississauga	759,000	7	1 : 108,429
Greater Sudbury	167,692	n/a	n/a
Average	294,637	6	1 : 57,779

Table 43: Service Level Comparison, Splash Pads

Community	2019 Population Ages 0-9	Supply	Service Level
Niagara Falls	8,648	7	1 : 1,235
Oshawa	18,926	9	1 : 2,103
Greater Sudbury	17,410	8	1 : 2,176
London	44,260	16	1 : 2,766
Windsor	23,409	8	1 : 2,926
Mississauga	80,933	26	1 : 3,113
Kitchener	29,642	9	1 : 3,294
Average	31,890	12	1 : 2,516

Supply excludes three fee-based splash pads in Windsor.

Table 44: Summary of Municipal Outdoor Aquatics

Type	Locations
Outdoor Pools	Atkinson Park, Central Park, Lanspeary Park, Mic Mac Park, Remington Booster Park, Riverside Park
Splash Pads	AKO Park, Garry Dugal Park, Fred Thomas Park, Mic Mac Park (2), Captain John Wilson Park, Jackson Park, Realtor Park

Note: one additional splash pad has been included in the Capital Budget for Forest Glade Park in 2020/21

Market Conditions

Most municipalities have shifted to the provision of splash pads as an alternative to outdoor swimming pools and wading pools. Splash pads have proven to be more cost effective than traditional outdoor pools to build and operate as they can be integrated into most park settings and do not require intensive staffing as there is no standing water to supervise. Splash pads have gained in popularity in recent years, sought after by young families seeking affordable and accessible opportunities to cool down on a hot day. Splash pads tend to be located in Community or Regional Parks as they serve multiple neighbourhoods and are complementary to other on-site recreation facilities. Locating splash pads adjacent to an indoor civic facility such as a community centre or library also provides users with access to washrooms and offers potential programming opportunities.

Consultation

The Community Survey found that 31% of respondents used a splash pad within the past 12 months, which was the 12th most popular activity. Additional investments to improve existing or build new splash pads ranked as the 11th highest priority. Additionally, 74% of respondents supported additional investments in improving or building new outdoor pools.

Usage

The City offers both registration and drop-in swim programs at each outdoor pool. With respect to registration-based swim programs, participation decreased by 5% over the past three years. According to City staff, the decline in participation is due largely to unfavourable weather conditions in 2018.

Table 45: Summary of Outdoor Pool Swim Participation, Registered Programs & Recreational Swims

Swim Program Registration	2016	2017	2018	Change (%)
Atkinson Outdoor Pool	70	42	54	-23%
Central Outdoor Pool	400	447	386	-4%
Lanspeary Outdoor Pool	39	34	33	-15%
Mic Mac Outdoor Pool	Registered Swim Programs Not Offered			
Remington Booster Outdoor Pool	302	257	269	-11%
Riverside Outdoor Pool	345	361	353	2%
Total	1,156	1,141	1,096	-5%

Participation in Recreation Swim	2016	2017	2018	Change (%)
Atkinson Outdoor Pool	4,220	4,161	3,806	-10%
Central Outdoor Pool	6,290	4,955	3,713	-41%
Lanspeary Outdoor Pool	5,229	3,560	3,689	-29%
Mic Mac Outdoor Pool	4,052	2,977	3,127	-23%
Remington Booster Outdoor Pool	12,312	9,370	9,164	-26%
Riverside Outdoor Pool	5,968	6,143	4,652	-22%
Total	38,071	31,166	28,151	-26%

Recreational swims at Windsor’s outdoor pools have fluctuated year to year. In 2018, the City’s outdoor pools accommodated 28,151 swims (0.13 swims per capita) which was a decrease of 26% from 2016 (0.18 swims per capita). Since this time, each location experienced varying levels of declining participation over the past three years. As previously mentioned, the decline is largely attributed to poor weather conditions in 2018.

Needs Assessment

Outdoor Pools

Usage of outdoor community pools has been diminishing province-wide, though they remain affordable destinations for summertime activity. Participation in Windsor’s registered outdoor swim programs have declined modestly in the past three years, while a more considerable decrease has been experienced in recreation swim attendance. There are many factors that could be driving this trend. The use of outdoor pools is highly dependent on the weather as unfavorable conditions can shorten the operating season, or close the pool for days at a time. Windsor’s population is also aging and outdoor pools are generally less popular among older adults who desire warmer temperatures often found in the controlled environment of indoor aquatic facilities. The City of Windsor’s strong supply of indoor pools also impacts the use of outdoor

pools, particularly since the opening of the WFCU Centre and WIATC pools. Combining these factors with the fact that outdoor pools are financially intensive to construct and operate, the construction of additional outdoor pools is not recommended.

The intrinsic value of outdoor pools is recognized as they serve as important community assets as there is a belief that everyone should have an opportunity to swim. With some outdoor pools located in areas with above-average levels of marginalization (e.g. Mic Mac Pool, Atkinson Pool, and Lanspeary Pool), these facilities are pieces of the social infrastructure. Certain outdoor pools are located in areas of Windsor where residents may not have convenient access to indoor pools (e.g. Remington Booster Pool), while other outdoor pools are within close proximity to indoor aquatic centres (e.g. Atkinson Pool is located within 2 kilometres of the indoor pools at Adie Knox Herman Recreation Complex and the WIATC while Lanspeary Pool is located within 2 kilometres of the Gino & Liz Marcus Community Complex). Duplicating the level of service within these areas is an inefficient approach to providing swimming opportunities, particularly given that participation in outdoor swimming has been declining.

With declining usage levels, the City will need to consider the long-term viability of its outdoor pools as they are aging and in need of replacement. The City’s capital forecast identified a municipal pool refurbishment program to renew indoor and outdoor pools across Windsor (Table 46). This program identified that the outdoor pools at Central Park and Mic Mac Park require the greatest level of investment – a combined total of nearly \$2.5 Million beyond 2024. There is merit to reconsider future reinvestment in these two locations given their declining popularity.

Table 46: Estimated Capital Cost & Timing of Outdoor Pool Lifecycle Renewals

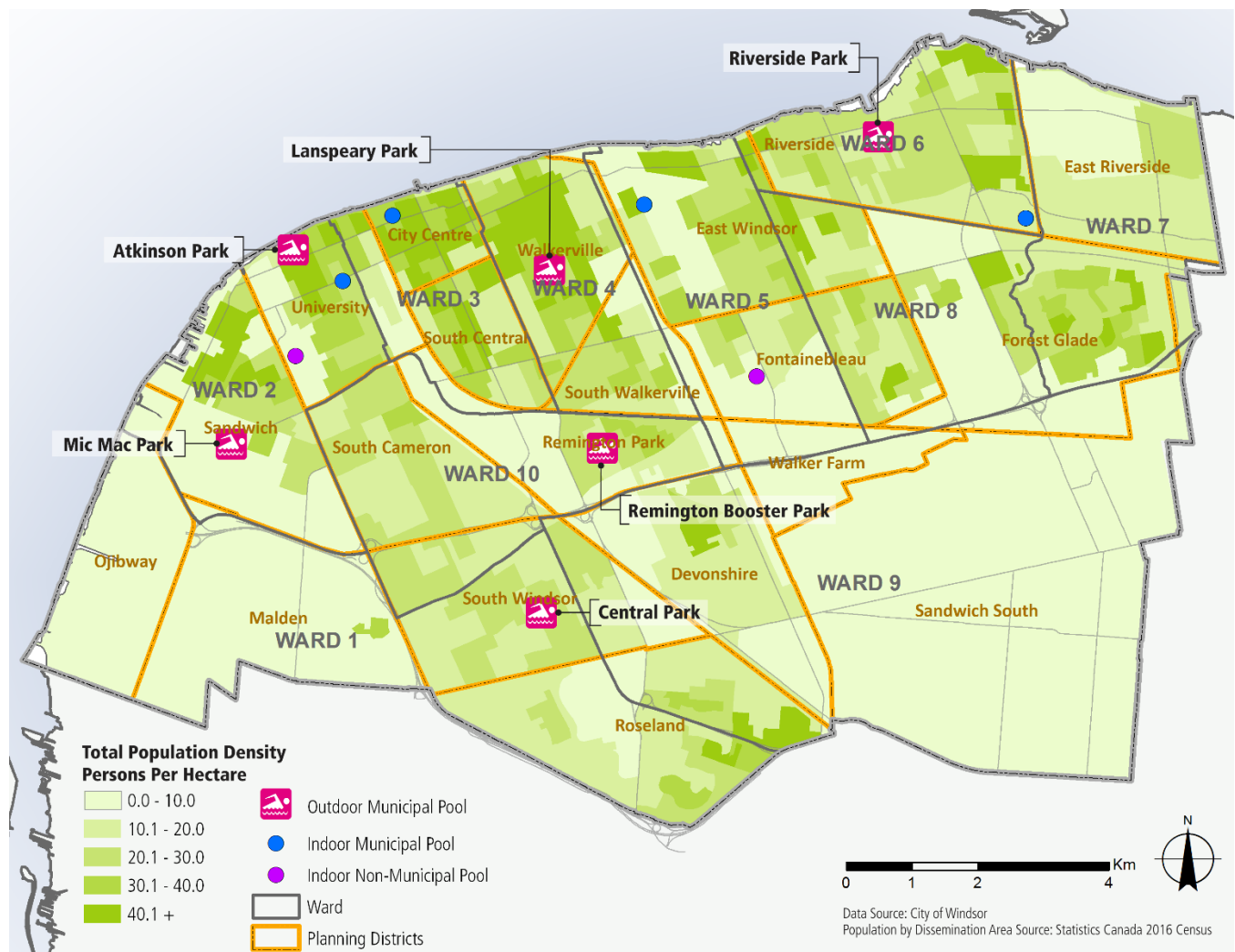
Outdoor Pool	Estimated Renewal Cost	Estimated Year when Renewal is Required
Atkinson Park Pool	\$1,000,000	2024+
Central Park Pool	\$1,440,000	2024+
Lanspeary Park Pool	\$1,015,000	2022-2024+
Mic Mac Park Pool	\$1,030,000	2024+
Remington Booster Pool	\$410,000	2019-2022
Riverside Park Pool	\$425,000	2024+
Total Renewal Cost	\$5,320,000	

Source: City of Windsor 2018 Capital Budget (Refurbishment of Municipal Pools)

Drop-in participation at the Central Park outdoor pool declined by over 40% over the past three years. A high level scan of the surrounding neighbourhood revealed higher household income levels as a proportion of the population,⁴⁷ while aerial imagery shows dozens of private backyard pools. These factors have likely contributed to the decline in that pool’s usage. The outdoor pool at Mic Mac Park is used the least of all the pools and its attendance declined over 20% in the past three years (there are no registered swim programs at this location). Furthermore, the Mic Mac Park pool is located on the periphery of Windsor and sits adjacent to a large industrial/employment land base to the west, thus drawing from a smaller residential land base than some of the other outdoor pools.

⁴⁷ Statistics Canada 2016 Census data

Figure 27: Distribution of Outdoor Municipal Pools



As a result of the substantial costs involved with reinvesting in these outdoor pools, together with declining usage levels, it is recommended the outdoor pools at Mic Mac Park and Central Park be decommissioned at the end of their lifespan. As a best practice, municipalities (such as London) have replaced aging outdoor wading pools with a splash pad, which is a more cost effective approach to providing residents with outdoor play amenities. It is recommended that the City explore options to convert the outdoor pool (and wading pool) at Central Park to a splash pad, while a splash pad already exists at Mic Mac Park and thus an outdoor aquatic opportunity remains in that area.

The outdoor pools at Lanspeary and Atkinson Park are also aging and in need of replacement. The City’s capital forecast allocated over \$2 Million to renew both pools beyond 2024. As these pools are located within areas that have a higher rate of marginalized residents, the City should continue to reinvest in these locations to ensure that residents have convenient access to swimming opportunities. As one of the oldest and most prominent parks in Windsor, renewal of the Lanspeary Park outdoor pool would reinforce the park as multi-seasonal outdoor recreation destination in conjunction with the outdoor rink, playground, gathering spaces and special events that take place. Outdoor pool renewals at Lanspeary and Atkinson Parks should meet accessibility requirements and be designed to accommodate organized and drop-in swim opportunities, along with leisure/water play opportunities.

Despite the decline in usage at Remington Booster Pool and Riverside Park Pool (largely due to weather conditions), these locations are the City's most popular pools. With a combined total of \$835,000 in identified lifecycle renewal costs, these locations require the least amount of reinvestment compared to the City's other outdoor pools. Building Condition Reports prepared for each of these facilities revealed that they are both in good condition and it is expected that they will continue to serve residents over the foreseeable future with normal component replacement and renewal to be undertaken as necessary. From a geographic distribution perspective, the importance of continuing to maintain the Riverside Park Pool is further heightened due to the fact that it is the only outdoor pool serving residents east of Walker Road.

Splash Pads

Splash pads are primarily used by children under the age of 10. Comparable municipalities typically target one splash pad per 3,000 to 5,000 children of which Windsor is on the upper end of the spectrum. A target of one per 3,000 children is recommended, thereby retaining a similar level of service as currently provided.

The 2016 Census recorded a population of 23,110 children between the ages of 0 and 9, representing 11% of the population. Assuming the proportional age structure remains constant, Windsor's projected 2039 population would include nearly 24,000 children and equate to a need for eight splash pads.

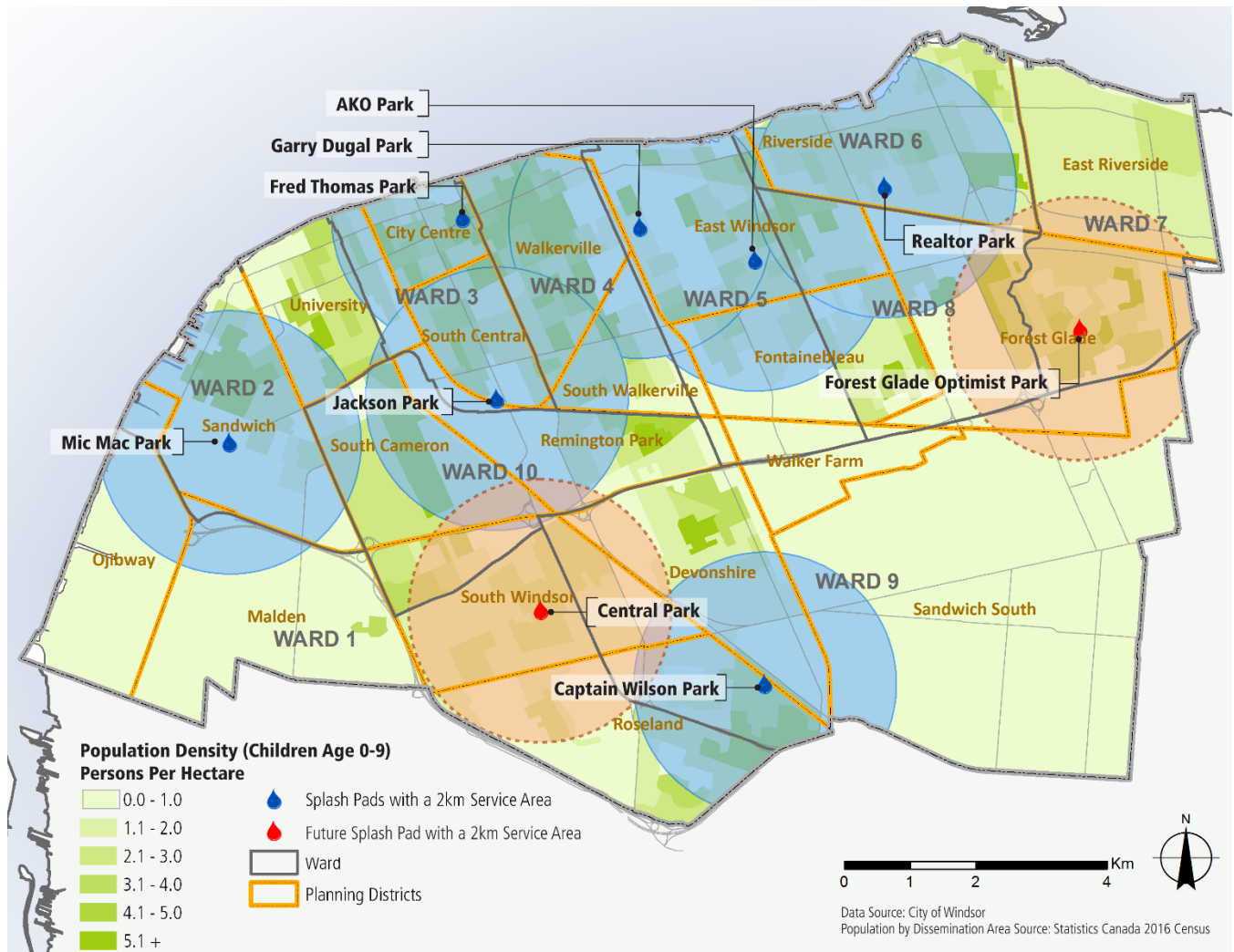
While the recommended target results in the same supply requirement as currently being provided, the geographic distribution of the splash pad supply must also be considered. A 2 kilometre service area is applied to existing splash pads in Windsor, revealing that splash pads are largely concentrated in the north end of the City. A geographic gap in Forest Glade (Ward 7) will be reconciled by a splash pad that has been included in the capital budget for Forest Glade Optimist Park for 2020/21. According to the 2016 Census, the Forest Glade area (Ward 7) has a high concentration of children and as a result, it is recommended that the City proceed with its plans to construct a splash pad there.

There is also merit in constructing a new splash pad at Sandpoint Beach given that the park is slated for a larger redevelopment in the future, and it is presumed the beach will continue to offer family-friendly features such as the washrooms, concession and play equipment that are already onsite. While a geographic gap is observed in central portions of the city such as the South Windsor, Devonshire and Walker Farm Planning Districts (which encompass Wards 1 and 9), that area is served by the Central Park outdoor pool. As discussed in the preceding paragraphs, a splash pad is recommended to replace the Central Park outdoor pool upon reaching the end of its life expectancy.

Recommendations

- Recommendation #28 Remove the outdoor pools at Central Park and Mic Mac Park upon reaching the end of their respective lifecycles. At that future time, convert the Central Park outdoor pool and wading pool to a splash pad.
- Recommendation #29 Proceed with the splash pad approved for Forest Glade Optimist Park. Other splash pad locations that should be considered include Fontainebleau Park, Alexander Park, Elizabeth Kishkon Park, or Sandpoint Beach.

Figure 28: Distribution of Outdoor Municipal Splash Pads



5.22 Roseland Golf and Curling Club and Little River Golf Course

The Roseland Golf and Curling Club and Little River Golf Course are City-owned facilities that are operated independently on the City’s behalf by a Board of Directors. The Curling Club contains six ice sheets, translating into a service level of one per 36,700 residents. Windsor is the only municipality with a City-owned curling facility compared to benchmarked municipalities where community-based or private clubs are responsible for providing curling facilities.

Roseland Golf Course is an 18-hole venue that is accompanied by a clubhouse that features a restaurant, pro shop and multi-purpose spaces capable of hosting banquets, meetings and other social events. The Little River Golf Course features 9-holes, as well as a pro shop and snack bar. In relation to benchmarked municipalities that operate their own golf courses, Windsor provides a higher level of service.

Table 47: Service Level Comparison, Municipal Golf & Curling Facilities

Municipal Golf & Curling Facilities	2019 Population Estimate	No. of Golf Courses	Golf Course Service Level	No. of Curling Sheets	Curling Sheet Service Level
Windsor	220,000	2	1 : 110,000	6	1 : 36,700
Niagara Falls	88,868	0	n/a	0	n/a
Greater Sudbury	167,692	0	n/a	0	n/a
Oshawa	168,600	0	n/a	0	n/a
Kitchener	249,300	2	1 : 124,600	0	n/a
London	409,000	3	1 : 136,300	0	n/a
Mississauga	759,000	2	1 : 379,500	0	n/a
Average	294,637	2	1 : 187,600	6	1 : 49,100

Note: Supply reflects golf courses and curling sheets owned by municipalities and excludes private facilities. Averages exclude municipalities that do not provide a level of service.

Market Conditions

In 2015, Golf Canada and the Professional Golfers Association of Canada produced a report entitled Current Trends in Golf and Golf Facilities in Canada. The report summarizes the changes that have occurred in golf participation and course development to assist owners and operators to respond to a changing market. Most notably, the report highlights that Canada has the third highest supply of golf facilities in the world and golf has the highest participation rate compared to any other sport in the country. However, the report also notes that 158 golf courses have closed since 2010 (41 have closed in Ontario) and the majority of these were public courses. There is also a growing number of private golf courses in the province that have been sold (e.g. Vaughan, Brampton, Newmarket, Markham and Aurora to name but a few) due to a combination of decreasing rounds played, market saturation with many golf courses available, and the fact that golf courses sit on large and valuable tracts of land where conversion to built land uses is being driven by land scarcity and demand for housing.

Regional differences exist with respect to trends in curling. Curling clubs in certain municipalities are facing challenges with sustaining their membership levels (with some clubs having folded their operations), while some curling clubs are thriving elsewhere in the province. Curling Canada research suggests that the sport continues to appeal to older adults and seniors, with many curling clubs offering youth leagues and programs in the hopes of increasing interest in the sport and recruiting new members to sustain membership levels.

Consultation

No input was received through the consultation process regarding curling or municipal golf operations.

Usage Profile

Detailed curling usage data was not readily available at time of writing from the operator. A cursory look at the facility's online booking schedule revealed 27 hours of use per week by six organized groups (excluding events such as tournaments). The majority of these groups book time between 6:30pm and 8:30pm, as well as during the daytime. The majority of unbooked time occurs during the weekday mid-afternoon and evenings, as well as during the weekends.

In addition to bookings by the six primary user groups, curling sheets can also be rented by the public during designated times during the weekday daytime and weekends.

Utilization data for golf course operations was not available at time of writing.

Needs Assessment

Generally speaking, curling is considered to be a niche activity that, because of its small interest-base, makes it more susceptible to fluctuations in market and sport trends. While the sport is frequently played by older adults and seniors, local curling organizations have done a good job in sustaining interest in the sport with high school curling leagues as well as recreational games for youth in Grade 8 to 12. Interest from younger participants is a key factor in the long-term sustainability of the sport.

Another key factor to consider is the ability to attract regional participants. A regional scan of curling facilities in Essex County revealed that competition is generally low with the Sun Parlor Curling Club in Leamington being the only other curling facility in the area. In 2018, the Kingsville Curling Club closed its doors and as a result, its members have now dispersed to the curling facilities in Windsor, Leamington, and other areas.

A participant-based service target is typically used to determine curling facility needs; however, membership data is currently not available. Based on current weekly schedules, which indicated that the curling facility is booked approximately 27 hours per week by organized clubs (excluding public rentals), there are approximately 21 hours of unbooked time during the evenings (after 8:30pm) and the weekends. Unbooked time is also available during the weekday daytime, although it cannot be reasonable to expect the curling sheets to be used extensively during the day. Nevertheless, it appears that there is ample capacity to accommodate additional usage at the existing facility. The City is encouraged to work with the Roseland Golf and Curling Club and local curling organizations to explore ways to maximize utilization and participation levels by attracting new members, programs and events.

It is believed that municipal involvement in golf course operations is appropriate at its current level and there is no need to expand the number of municipal golf courses given the existing public and private opportunities available regionally. Although there is an aging population that seems to be sustaining a portion of golf operations, efforts should be made to maintain its profitability by continuing to focus upon participation by older adults, increase participation of the younger age demographic, control expenditures and increase revenues to ensure profitability over time. As a best practise, capital investment in the City's golf courses should be supported by a cost-benefit analysis.

5.23 Lakeview Park Marina

The City operates a marina at Lakeview Park. In addition to providing fully serviced boat slips, refueling services and a range of comfort amenities, the Recreation and Culture Department offers tours to Peche Island departing from the marina. No public input was received during the Recreation Master Plan relating to marina operations. However, long-range planning for the Lakeview Park Marina and other boating facilities is addressed through the Rediscover Our Parks – Parks and Outdoor Recreation Master Plan which states “...*Lakeview Marina and Park is the City’s only small craft boating access along the riverfront. Sandpoint Beach offers non-motorized boating activity access to Lake St Clair. The City needs to encourage more activity along the riverfronts to help promote water-based recreation.*”

The Parks and Outdoor Master Plan views the marina as an integral part of the City’s riverfront/waterfront system and makes the following recommendation as a result:

□ Identify popular marine-based recreation areas within city parks and establish ‘Marine-based Recreation Design Guidelines’ that meet the needs of the community to provide access for non-motorized water-based activities, e.g., boating, paddle boarding, kayaking, swimming, walking, sitting, and picnicking.”

5.24 Festival Plaza

The City’s Festival Plaza, built in 1995, is located in the central riverfront lands. The plaza is used for a variety of events ranging from concerts, food festivals, and other community gatherings oriented to both a local and provincial scale. It is an important part of the City’s downtown and tourism infrastructure due to its proximity along the riverfront, as well as a number of core assets such as hotels, casino, retail and restaurants. As an outdoor space oriented to parks, arts and culture, long-range guidance pertaining to the Festival Plaza falls under the purview of the Rediscover Our Parks – Parks and Outdoor Recreation Master Plan. No public input was received during the Recreation Master Plan relating to the Festival Plaza.

Section 6: Recreation Service Review



6.1 The City’s Role in Recreation Service Delivery

The general mandate of the Recreation and Culture Department is to maximize participation in quality leisure experiences for all Windsor residents. This is done in many ways through:

- understanding community issues such as Canadians not meeting required physical activity levels;
- providing a balance of services in safe and quality driven environments;
- communications;
- engaging talented staff in delivering services; and
- developing targets and measuring performance.

Health and wellness benefits to individuals, families and communities in Windsor are the intended outcomes of recreation pursuits. There is a significant amount of effort required on the part of the City to meet these outcomes. Increasing participation in recreation experiences is a key goal in strengthening a strong and resilient community. Strong and healthy community outcomes rely on reaching and engaging as many residents as possible in healthy pursuits.



The Recreation and Culture Department’s role in delivering recreation services centres on future planning, being nimble to change services as the community evolves, ensuring full access (especially for marginalized populations) and providing/enabling a full range of services for all ages and abilities. Programs and services are provided with a view to being cost efficient, providing quality assurance and safe environments, and resulting in high levels of public satisfaction.

Specific responsibilities of the Recreation and Culture Department include:

- Understanding the municipality’s growth and plan for increases/decreases in service provision based on changes to the demographics, income levels, social issues and including a diverse population;
- Incorporating program/service approaches that address social development issues in the community such as youth engagement, isolation in older adults, and improving physical activity levels;
- Ensuring that the infrastructure and amenities are in a state of good repair and are flexible in terms of their use;
- Providing a full range of activities based on the needs of the general population and within specific age groupings;
- Enabling partners and other providers to excel and play their part in complementing a full range of services including the fulsome utilization of public assets;
- Promoting and communicating the available opportunities and the benefits of participating;
- Understanding the participation rates by age groups and set targets to increase participation;

- Complying with legislative requirements for all services and facility types;
- Incorporating quality assurance measures and standards in the delivery of service;
- Training and supporting respective staff and volunteers in the delivery of service;
- Supporting and recognizing volunteerism in sport and recreation opportunities;
- Communicating and sharing knowledge with partners and stakeholders;
- Working collectively with partners and stakeholders in addressing needed improvements; and
- Measuring the efficiencies and effectiveness of the City-wide recreation and parks delivery system.

Figure 29 highlights the broad spectrum of recreation and sport providers that operate in Windsor, providing citizens with many choices. There is room for greater collaboration in supporting a common vision and sharing resources and expertise. In an environment of declining resources, collective efforts should focus on reducing duplication, improving communications where possible, and working together to increase participation in recreational pursuits.

Figure 29: Availability of Recreational Opportunities in Windsor



6.2 Windsor’s Recreation Service Delivery Model

One of the goals of the City of Windsor’s Recreation and Culture Department is to maximize participation in quality experiences for all residents. The overall health and wellness benefits to the individual, family and community are the intended outcome of all recreation pursuits. Increasing participation in quality experiences is a key goal in strengthening a healthy and resilient community.

The Recreation and Culture Department utilizes numerous strategies, including partnerships, supporting community service organizations, offering casual opportunities and direct program offerings to attract, engage and retain residents in recreation opportunities and events. The fulsome range of opportunities allows Windsor residents to make choices around the types of activities and their level of participation. Quality experiences will likely lead to continued and increased participation.

Windsor “Wraps Around” Its Residents

The current Recreation Service Delivery Model can be described as a “Wrap Around” model (i.e. Recreation Department provides many avenues for residents to become engaged and supported in recreation and to progress through a progressive skills-based continuum). Figure 30 illustrates the many direct supports and active opportunities available to residents through the Recreation Department.

Figure 30: Recreation Opportunities Available to City of Windsor Residents



Job One – Safety, Quality and Resident-Focused

The needs of residents are central to the success of the Recreation Service Delivery Model in Windsor. The consultation and research phase in the development of the Recreation Master Plan engaged the voice of residents as will all ongoing efforts to develop and refine programs and services. The analysis of participation rates in varying opportunities, satisfaction levels with services, and related community group input are all utilized to keep programs and services nimble and reflective of current trends.

Directly Offered Programs and Services

Directly offered programs and services are developed and enhanced to offer a full range of choices to a diverse population. Consideration is given to provide a balance of choice considering active, general interest, and creative opportunities. Structured programs where a continuum of learning is provided, as well as drop-in casual experiences, allow residents to participate based on their preferences and personal circumstances. Staff consider barriers to participation and develop policies to reduce barriers and increase participation.

Special Events and Sport Tourism

Special events and sport tourism events are offered either directly by the City or by providing supports to external organizers. The purpose of special events is to create cohesion and pride within the City by gathering a significant number of residents together for a common purpose (heritage events, sports, seasonal events etc.). These events are important to families and community cohesion is often the outcome. Additionally, these events can generate significant economic impact in terms of visitor spending in local businesses, positively influence the image and reputation of the City of Windsor, and can be catalysts for significant capital improvements to facilities.

Casual Outdoor Opportunities

The myriad of parks, playgrounds, naturalized areas, trails and gardens (addressed through the Parks Master Plan) provide a leisure experience for all residents and visitors. The beauty of these greenspaces is appealing on their own and further benefits centre on adding to the vibrancy of the City, offering respite to residents and visitors, and the environmental impacts of filtering carbon, offering shade and providing habitats.

Community Development Approach – Community Service Organizations

The Recreation and Culture Department provides policy and governance supports to strengthen community relationships and partnerships. Staff nurture continued relationships with related organizations to broaden the type of recreation and sport offered and to ensure that the community capacity is encouraged, supported and increased. Many of these organizations are volunteer based and there is a strong recognition of these valuable contributions to the community.

Private, Institutional, and Not for Profit Providers

The City recognizes the contribution of other private, institutional and not for profit providers of recreation, and in many cases has a working relationship with them. Strengthening these relationships toward common ends would assist in providing recreation services to a greater number of people and realizing the full potential of a broader system. Working together better addresses social issues in the community and facilitates increased understanding of the impact of recreation on various age groups. This collective approach allows for shared resources and knowledge.

6.3 Policy Review and Development

The need to review and revise policies is critical in all recreation service delivery systems. This approach assists a significantly-sized full and part-time staff component in delivering services consistently from facility to facility and within service areas. A review of best practices in similar sized communities reveals that policies are developed distinct from procedures purposefully. Policies require Council approval and usually some form of public or stakeholder input in their development. Policies are usually common to all disciplines while procedures are specific to a discipline or a facility type.

Policies can either be generated corporately or within the department. Examples of generic policies include: Workplace Health and Safety, Access Policies for Low Income Residents, Diversity and Inclusion, Visual Identity Guidelines, Anti-Harassment, User Fee and Pricing, Facility Allocation, Partnerships, Emergency Sub-Plans, Community Service Organization Policies, Part-Time Recruitment and Hiring, Sport Delivery and Sport Tourism, Volunteer Policies, Police Checks for Vulnerable Populations etc.

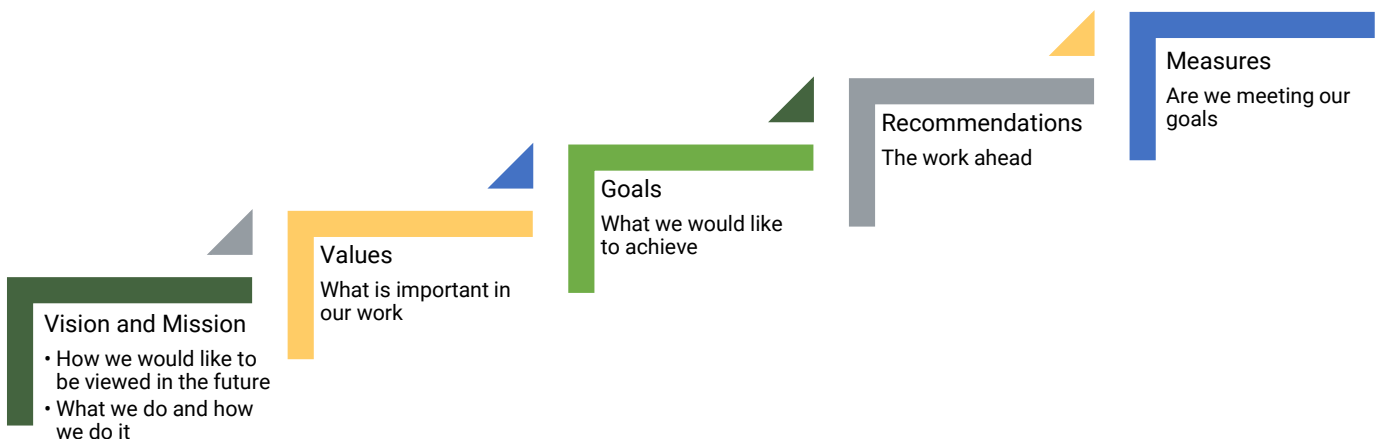
Procedural manuals should be in place for Administration, Aquatics, Arenas, Camps, Programs and Services.

Focus will be required to develop and/or refresh procedural manuals for all the disciplines and develop policies and procedures regarding facility allocations and emergency plans.

6.4 Service Delivery Framework

The Service Review starts with the Recreation Master Plan’s Vision and Mission, provides observations that have arisen from community input and analysis, and culminates in specific recommendations. Figure 31 depicts the strategic framework that guides the development and implementation of this Service Review.

Figure 31: The Service Delivery Framework



The strategic framework begins with a **Vision** – the desired future state was developed using inputs from community members, volunteers, Council members and staff. The **Mission Statement** provides clarity to staff and to the public about the focus and scope of services while the **Values** articulate what is important and what must be considered as part of the work of all staff and volunteers. **Goals** and **Recommendations** define what needs to be achieved in the short-and-long-term to work toward the vision. **Performance measures**

keep track of what is being achieved, if progress is being made, and speak to the satisfaction levels of the residents and community organizations.

The engagement of residents, the community and staff in the development of the Recreation Master Plan offered great insight to recreation services. Further, the comparison to the City of Windsor's practices to high performance standards identified in the Framework for Recreation in Canada affords an opportunity to delve into the inner workings of the delivery of Windsor's recreation services. The City's Terms of Reference clearly identifies the areas that the Recreation Master Plan should address.

The City is proactively addressing a number of social issues in that it works collectively with community partners to address issues such as settlement of newcomers, access to affordable recreation by low income residents, and increasing physical activity and decreasing sedentary behaviours. The Recreation and Culture Department is in a mature state and has undertaken many initiatives to be proud of from a service delivery perspective. There is a keen interest to improve service delivery, engage more residents, address organizational capacity and move along the path of continuous improvement.

6.5 Delivery of Windsor's Recreation Services

Windsor uses many different service delivery methodologies to attract users and increase participation in recreation services. There are a range of stakeholders that deliver sports, programs and opportunities using City-owned infrastructure and privately-owned spaces. The City can play a coordinating role so that residents of all ages are engaged, regardless of their backgrounds.

The City of Windsor offers programs and services directly to residents and works with others to include as many people as possible. Recreation and Culture Department Staff provide services directly where registrants register to participate, special events for all residents, offer drop-in and casual opportunities, and lease space to other groups in order to enable them to provide services.

Directly Offered Programs and Services

The Recreation and Culture Department's programs and services are developed and enhanced to offer a full range of choices to a diverse population. Consideration is given to provide a balance of choice considering active, general interest and creative opportunities at a minimum. Both structured programs where a continuum of learning is provided and drop-in casual experiences allow residents to participate based on their preferences and personal circumstances. Staff consider barriers to participation and develop policies to reduce barriers and increase participation.

Casual and Drop-In Opportunities

A blend of formalized and casual opportunities provide residents with a range of free, low cost and fee-based choices. Public swimming, public skating, shinny and drop-in opportunities offer a low-cost opportunity for individuals who prefer to participate as they are able. These low fee, casual opportunities provide universal access for all residents, which is important in ensuring that all residents can participate with no restrictions due to income, ability and time.

Special Events and Sport Tourism

Special events are offered directly by the City and by providing supports to community organizers. Windsor's special events create community cohesion and pride by gathering a significant number of residents together for a common purpose (heritage events, cultural events, national celebrations, sports, seasonal events etc.). Economic impacts generated through sport tourism in terms of visitor and attendee spending within local businesses often justifies the expense and effort of staff and

volunteers. The City of Windsor implemented a Municipal Accommodation Tax (MAT) of 4% in 2018, which is levied on overnight stays of less than 30 days for transient travellers. The funds generated through the MAT will be directed to programs that promote and develop tourism.

Community Development Approach – Community Stakeholder Organizations

The Recreation and Culture Department provides policy and other supports to community stakeholders and like-minded organizations, and is also focused on strengthening community relationships and partnerships. Staff nurture continued relationships with related organizations to broaden the type of recreation and sport offered and to ensure that community capacity is increased and supported. Many of these organizations are volunteer-based and there is a recognition of these valuable contributions to the community.

Private, Institutional, and Not for Profit Providers

The City recognizes the contribution of private, institutional and not-for-profit recreation providers such as universities, colleges, the YMCA, and many others; in many cases, the City has a working relationship with them. Strengthening such relationships toward a common end would assist in providing recreation services to a greater number of people and realizing the full potential of a broader system. Working together better addresses social issues in the community and facilitates increased understanding of participation in recreation of various age groups. This collective approach allows for shared resources and knowledge.



As one example, the City has a partnership with Life After Fifty that is an organization that provides programs and services to older adults. The group is provided with City facilities to offer recreation and other supports to residents over 50 years of age. While the City provides services that older adults participate in, staff do not market this age groups specifically.

The City of Windsor's recreation service delivery model has evolved over the years and is continually fine-tuned as changes arise. Staff and the community have been engaged, collectively offering an effective system that responds to residents' interests in active pursuits.

6.6 Recreation Service Review Goals

The goals for the Recreation Master Plan’s Service Review are aligned with the Framework for Recreation in Canada (FRC). The FRC outlines five key goals relating to recreation which are evidenced-based and benefit from research and input from all provinces and territories. The advantage of aligning the Recreation Master Plan with a national framework is that Canadian practitioners can begin to drive toward a joint vision and share a common language.

The FRC Goals are noted with more localized goal statements developed to reflect current recreation endeavours and needs within Windsor, while supporting national objectives. Table 48 consolidates the FRC Goals into three Service Review goal statements, one for each assessment-oriented sub-section of this report; within the respective sections, each goal statement guides what is to be achieved through the analysis and subsequent recommendations.

Table 48: Goals and Goal Statements for Recreation Delivery in Windsor

Recreation Service Goals	Goal Statements
Goal One: Active Living & Connecting People with Nature	Windsor aims to provide and enable a range of recreation activities to all age groups to ensure that residents can benefit from an active lifestyle and being active outdoors.
Goal Two: Inclusion & Access	Every citizen has an equal right to participate and benefit from recreation services. The City will work with community partners to enhance ways of including underrepresented populations.
Goal Three: Supportive Environments & Building Recreation Capacity	We strengthen our ability to provide services by working together and building a competent team of staff and volunteers, policies and practises, and community systems.

The FRC Goals, community, stakeholder and staff input as well as promising practices and current research collectively form the basis for subsequent analysis contained in this Service Review.



6.7 Active Living & Connecting People with Nature

This section of the Service Review places emphasis on actions and strategies to increase active living in Windsor and works to:

- Enable participation in a range of recreation experiences throughout the life course;
- Incorporate physical literacy to support lifelong participation and enjoyment of active opportunities and sport;
- Reduce sedentary behaviours;
- Understand participation / penetration rates in programs and services (evidence-based metrics);
- Address current trends and any pent-up demands; and
- Maintain high levels of customer satisfaction.

The following Goal Statement directs the analyses, observations and recommendations relating to Active Living in Windsor:

Windsor aims to provide and enable a choice of recreation activities to all age groups to ensure that residents can benefit from an active lifestyle and being active outdoors.

Selected Observations

Registration in Programs

Windsor has taken a thoughtful approach to providing a range of recreational opportunities to residents. Each age group is considered for age appropriate activities and times and program content is designed with their needs in mind. Staff pay specific attention to providing safe and quality experiences, new trends and participation rates. If a program has continuous low registration or attendance, changes will be made through participant input or by replacing it with a new, more popular program. It is a continuous cycle of understanding where there are pent up demands, and where programs may have run their course.

Table 49 demonstrates the registration levels in recreation courses designed for various age groups over the last three years. Program registrations have generally remained stable between 2016 and 2018. The three year average of 29,700 registrants was maintained. The types of programs demonstrating decreased registration include aquatics, gymnastics, martial arts, camps, dance and fitness. While 2018 program registrations are slightly lower than the three-year average; monitoring and marketing efforts will be required in the short term.

Table 49: Participation in Recreation Programs by Age Group (rounded to the first 100.)

Age Group	2018	2017	2016	3 Year Average
Parent & Tot	2,400	2,500	2,400	2,400
Pre-School	5,700	6,100	6,100	6,000
Children & Youth	14,400	15,000	13,800	14,400
Adult	6,500	7,400	6,900	6,900
Total	29,000	31,000	29,200	29,700

Notes: figures rounded to the nearest 100. Older adult specific recreation programs are not listed in this table since most are provided by the 'Life After Fifty' organization and are captured in Table 50.

Life After Fifty (LAF) is a charitable organization and a community partner with the City of Windsor whereby they provide older adult centred programs and supports while utilizing public spaces. Their work includes providing community centre based recreational opportunities and social supports to isolated, homebound and frail older adults in their homes. Through the work of the Age Friendly Community initiative led by the City, LAF accessed some alternate funding to provide services within 20 apartment buildings throughout Windsor. Many municipalities work toward providing intergenerational opportunities and LAF offers summer camps for children with intergenerational opportunities. With the aging population it will be necessary for

the City, LAF and other providers of older adult programs to understand their current participation rates and begin to plan for the potential increase in participation.

While Life After Fifty memberships have remained stable, registrations in program opportunities have declined by 1,500 participants, or by 19% compared to 2017. Given the increase in the older adult population, this is an area that requires focus to better understand the decline in participation and the need to include more of this market segment as the population ages.

Table 50: Participation Life After Fifty Recreation Opportunities

Program	2018	2017	2016
Membership Numbers (Average)	1,100	1,000	1,100
Program Registration Statistics			
Fitness	1,200	1,300	1,500
Social	2,000	2,200	2,500
Educational	1,600	1,800	2,100
Other	1,600	2,700	2,700
Total Participant Numbers	6,400	7,900	8,800
Drop-In – Guest Sign In	3,000	3,900	5,200
Day Pass	500	300	300
Free Week	200	200	100
Community Support Programs (Foot care, Friendly Visiting, Home Maintenance)	600 clients	500 clients	500 clients

It will be important for the Recreation and Culture Department to understand the types of recreation programs where attendance is increasing or in decline, as part of its ongoing planning and delivery of community programs. Tracking participant numbers and preferences allows staff to be nimble enough to adapt to change and offer an attractive program mix. Table 51 illustrates current registration numbers in relation to the three-year average (2016 to 2018).

Table 51: 2018 Recreation Registration Profile by Selected Program Type

Program Type	2018 Registration	2016 – 2018, 3 Year Average	2018 Registrations as Compared to the 3 Year Average
Aquatics Learn to Swim/ Leadership Courses	9,800	10,300	95%
Arts & Crafts	1,100	1,000	110%
Camps and Camp Flex	3,000	2,700	111%
Cooking	500	500	100%
Computers	50	100	50%
Dance	1,800	2,000	95%
Educational	500	400	125%
Fitness	3,400	3,500	97%
Gymnastics	3,100	3,300	94%
Martial Arts	1,200	1,300	92%
Music	50	100	50%
Play & Discover	1,300	1,500	87%
Private Lessons	1,100	1,100	100%
Special Events*	50	50	100%
Sports	3,100	2,900	107%
Total	30,100	30,800	98%

* refers to small events held at community centres – does not include City-wide special events.

Most program areas are maintaining registration levels as compared to a three-year average. For program areas affected by decreased registration numbers in 2018, a fuller analysis for the mid-term is required. In order to respond effectively, this would involve discussions with past registrants and non-registrants to

determine the satisfaction levels, as well as to test program duration, pricing, frequency and alternate program formats.

Based on this registration data, the following points are relevant to consider:

- The review of the program offerings demonstrates that staff are cognisant of the varying needs within the community. There is a full range of offerings for every age group including active, creative, science, technology, engineering, math, and general interest opportunities.
- Efforts to define new markets with population groups that are increasing such as older adults, persons with limited mobility, and capturing a greater percentage of the children, youth and adult markets.

Understanding Capacity and Fill Rates

The capacity and fill rate of programs is a measure to evaluate the effectiveness/efficiency of public resources being allocated to recreation and culture programs, and where there is adequate uptake in the programs being offered. The overall fill rate of programs in Windsor rested at 54% in 2018; this means that for every 100 program spaces that are offered, an average of 54 residents registered for these programs while conversely, 46 spaces go unattended. This indicates capacity exists to accommodate more residents into programs system-wide, or it could be an indication that too many programs are being offered and should be reviewed. It is understood that staff review these registration numbers and adjust program offerings in order to cover the direct cost of offering a program as a baseline requirement. Further staff review is required to determine which programs could be culled due to insufficient demand. A number of Ontario municipalities target an average program fill rate of 75% with some latitude when introducing new programs and accommodating subsidized registrants.

Children

Parent and tot, preschool, and children's program opportunities account for the majority of the registrations in recreation programs. Many parents and caregivers tend to engage children in varying introductory play and learning opportunities at a young age recognizing the early childhood development benefits of doing so. The City of Windsor provides a broad range of opportunities for children and is engaged in the High Five for Healthy Childhood Development certification, which is a quality assurance framework governed by Parks and Recreation Ontario.

Youth

Based on population projections, the number of youth living in Windsor is not expected to grow significantly over the next decade. The City makes a strong effort to keep youth engaged within the community and recreation pursuits, although such efforts along with youth empowerment are going to need greater emphasis. Windsor's designation as a Youth-Friendly Community through the Playworks Partnership means that it is aligned with a well-respected quality assurance framework; the accreditation acknowledges the importance that the City places upon youth engagement and leadership development by meeting the following criteria:

- Youth have options for play;
- Youth are formally connected community-wide;
- It is easy for youth to find information about activities in the community;
- The community recognizes and celebrates youth;
- The community formally commits funding for youth play;
- The community supports positive youth development;
- Youth feel valued by their community; and
- Schools and school boards support the youth friendly application.

It will be important to demonstrate the reach of these initiatives in terms of quantifying youth engagement as compared the overall youth population to ensure the continued engagement of this age cohort. Working collectively with other youth agencies will demonstrate the full reach of youth engagement in Windsor.

Older Adults

Windsor was accepted into the WHO Global Network of Age-friendly Cities and Communities (GNAFCC) in June 2012. While the membership includes over 200 other cities and communities worldwide, Windsor is only the sixth municipality to achieve this status in Ontario. The City of Windsor worked with a collective of organizations and agencies to complete a needs assessment, develop a plan and address 65 recommended actions.

The Seniors Advisory Committee, as a Committee of Council, provides ongoing advice to age-friendly and other initiatives. Through the work of Age-Friendly, City staff approach their departmental work with consideration for age-friendly principles. To date, the City's age-friendly recreation service provision has focused on efforts around:

- the design of public spaces;
- administration of special events;
- use of technology as a part of offering recreational opportunities to older adults;
- reaching out and including diverse older adult populations; and
- supporting a network of organizations offering lifelong learning opportunities.

From a service provision perspective, the Recreation and Culture Department includes older adults in their programs, membership-based fitness and within casual and drop in opportunities. There is a noticeable preference across Ontario toward older adult programming including pickleball and therapeutic programming for those with disabilities and mobility issues. With an aging population, the department needs to work with community partners to increase participation and address mobility and isolation issues as well as maximize positive health outcomes within this population.

Measure the Capacity and Utilization of Programs and Services

The City's Recreation and Culture Community Impact Report is presented to Council and offered for the public's information. The report tracks participation in various programs and activities and is aligned with the key goals of the Framework for Recreation in Canada. This impressive report outlines key deliverables of the Department and identifies if participation has increased, remained static or decreased. Disseminating such information to the public demonstrates the City's priorities and where emphasis may need to be placed in the future.

Future editions of the Community Impact Report or similar corporate reports should include the capacity of the Department and partners to deliver services, the utilization of these services, and the use of facilities. This will allow the community to see if there is growth in participation of certain age groups and if there are any decreases or gaps or unmet demands that need to be addressed. For example, if it is determined that the pools have a lesson capacity 15,000 registrants and 10,000 people registered for aquatic opportunities the community can easily understand that the pools are being used to 66% of their capacity; this could then indicate that there is a need to market or make changes to swim lessons so that the utilization is closer to at least 75% of the capacity. The same approach should be taken for the use of ice, sports fields, cultural programs and services, camps etc. 75% utilization demonstrates that a facility or program is meeting market demands with room to increase participation. It should be noted that the 75% fill rate is a target reflecting a well marketed and attended program and facility mix.

This annual report should also compare capacity and utilization rates year-over-year to demonstrate the use of public facilities and services, the value of partnerships and volunteerism, the use of funds for low-income residents to participate in recreation (comparing the number living at the Lower Income Cut Off to the

numbers taking part in recreation through Pathways to Potential). This year to year analysis will demonstrate successes, gaps and the intended growth in participation.

Understand the Participation/Penetration Numbers in Each Age Group

Capturing participation rates by age grouping is useful to demonstrate that residents are being included at various life stages. Knowing the participation rates by age group and comparing this to the number of residents at that age level prompts the Department to set participation targets that are thoughtful, achievable and work within the resources approved by City Council. For example, if there are 43,600 adult residents in Windsor and 4,000 adult registrants, then the City is penetrating approximately 9% of that age group in direct programming; this data may give an indication that there is room for growth and prompt a reasonable target for subsequent years. Measuring participation and setting targets holds staff accountable for the use of public assets and resources and further prompts intentional increases in participation.

Physical Activity

There is recognition in the community that overweight / obesity rates and physical activity levels require focused attention. The City was successful in obtaining funding through the Healthy Kids Community Challenge (HKCC) to complete a needs assessment of the issues to make recommendations surrounding improving these health outcomes. The needs assessment was completed in collaboration with the Windsor Essex County Health Unit. The City of Windsor supported a Physical Activity Working Group to implement the recommendations of the HKCC and worked with local partners to assist in this endeavour including school boards, the Windsor Essex County Health Unit, area municipalities, settlement agencies, Early Years Centres and the Downtown Windsor Community Collaborative. Sub-groups emphasized communications, provided active programs and interventions, developed support policies, healthy eating interventions and evaluated the work of the HKCC. The HKCC funding ended in 2018 and continued work would need to focus on education, interventions and collective supports.

The Windsor Essex County Health Unit has also played a strong role in coordinating community organizations, sharing the current health statistics, taking a population health approach and submitting proposals for additional funding. The Health Unit has authored the Active Living and Healthy Eating in Windsor and Essex County Report which indicates two key observations and recommendations impacting the Recreation Master Plan and the emphasis on Physical Activity which are that:

- Less than 30% of Windsor residents are active during their leisure time; and
- Active living and healthy eating initiatives should target populations with the greatest need - those from low income backgrounds and females.

In Motion

The South West Area Recreation Guild, which is an organization made up of recreation professionals in Chatham-Kent, Sarnia-Lambton and Windsor-Essex, has joined forces to purchase and promote "In Motion"; a series of resources developed to assist with increasing awareness with respect to physical activity frequency, duration and intensity by all residents. The website, which is under construction, will allow residents to become aware of opportunities within their community and receive ongoing updates on the work to increase physical activity and decrease sedentary behaviours.

In summary, Windsor is committed to addressing the reduction of sedentary behaviours and increasing the duration, frequency and intensity of physical activity in its residents. Windsor recognises that this change in behaviour will take decades and is not a short-term effort. The mechanisms and infrastructure are currently in place to address this national health issue over time.

Outdoor Activity is Important to Healthy Outcomes

The Importance of Outdoor Play

It is perceived that children today may be less likely to engage in outdoor and 'challenging' play compared to previous generations. Canadian author Drew Monkman in his book *The Big Book of Nature Activities* shares some surprising statistics:

- The average North American child sits in front of a screen 2,738 hours per year;
- The average child is spending 183 hours per year in outdoor unstructured play;
- The average child can recognise 300 corporate logos;
- Children can identify only 10 native plants and animals; and
- Children tend to spend less time outdoors and more time indoors engaged in sedentary behaviours (many times in front of screens)

While the municipal responsibility for outdoor play and experiences is shared with the Parks department; collective efforts must be made to extend residents' time outdoors, program outdoor spaces, include outdoor times in camps and after school programs, as well as educate parents that it is critical to their child's development.

ParticipACTION released a position statement on Outdoor Play aimed at increasing physical activity in children. The position centres on children being less active when they are indoors and engaged in sedentary behaviours. The key statement reads: "**Access to active play in nature and outdoors - with its risks - is essential for healthy child development. We recommend increasing children's opportunities for self-directed play outdoors in all settings - at home, at school, in childcare, in the community and in nature.**"

Play Friendly City Initiative

The Canadian Public Health Association's Play Friendly City Initiative supports its efforts to encourage outdoor play. This endeavour encourages communities to recognize the right of children to safe and challenging play environments by addressing the following four evidence-based criteria to demonstrate compliance:

- a) Participation of children in decision-making;
- b) Safe and active routes around the community;
- c) Safe and accessible informal play environments; and
- d) Evidence informed design of formal play spaces.

This relatively new initiative supports many other key objectives in serving a diverse population through education, engagement, physical activity, as well as safe, welcoming and challenging environments.

The Open Streets Movement

The concept to close a stretch of road for active and family related pursuits (walking, biking, rolling, etc.) originated in Bogota, Columbia in the 1970s. The Open Streets Movement promotes family activities outdoors and promotes walking, while reducing screen time. The movement is gaining in popularity in cities across North America such as Waterloo, Toronto, and over 100 cities organizing similar events. These events allow a barrier free opportunity for residents and visitors of all backgrounds to be active and promote community pride and cohesion.

Windsor initiated the Open Streets movement in 2016 covering an 8-kilometre track from Sandwich in the west, to Ford City in the east. Open Streets is Windsor's largest free recreation event held annually in September, with an average of 10,00 visitors, 300 volunteers and 150 community partners making this event a reality.

Recommendations

- Recommendation #30 Work with Life After Fifty to determine current and anticipated increased participation rates, organizational capacity, emerging needs of older adults, and determine the most appropriate service delivery model for the future.
- Recommendation #31 Monitor the impact of the Physical Activity Working Group and the Community In-Motion initiatives to increase physical activity and decrease sedentary behaviours.
- Recommendation #32 Determine the capacity and fill rates of programs and services as well as the participation by age groupings to enable the setting of participation targets for the future.
- Recommendation #33 Develop a communications strategy in concert with parks and community partners, to promote the benefits of being outdoors in natural spaces and promote outdoor experiences in Windsor.
- Recommendation #34 Incorporate challenging outdoor play experiences into camps and programs where possible and develop casual outdoor drop in experiences for residents in concert with Parks staff.
- Recommendation #35 Investigate the merits of becoming a Play-Friendly City to encourage outdoor play by engaging children in decision-making; creating safe and active routes in the community; and providing safe and accessible formal and informal play areas.

6.8 Inclusion & Access

This section of the Service Review emphasizes actions and strategies that increase participation by under-represented residents in Windsor. In doing so, the City is working towards:

- Identifying populations that may be under-represented in the community;
- Improving access to under-represented populations and increase participation;
- Identifying and reducing barriers for vulnerable populations;
- Nurturing relationships with diverse groups within the community;
- Developing opportunities to support Indigenous Peoples;
- Increasing participation for those identifying as female in recreational pursuits; and
- Creating welcoming and safe environments for the LGBTQ2S community.

The following Goal Statement directs the analysis, observations and recommendations relating to Inclusion & Access in Windsor:

Every citizen has an equal right to participate and benefit from recreation services. The City will work with community partners to enhance ways of including underrepresented populations.

Selected Observations

Increasing Access and Welcoming Diverse Cultures

The Recreation and Culture Department strives to identify marginalized populations in Windsor, with the hope of developing policies and practices to better include them. Research suggests that immigrants and minority populations are generally less likely to participate in recreation opportunities compared to non-immigrants due to a number of factors, such as focussing on settlement issues, a lack of skill/knowledge of the recreation activities, cultural or religious beliefs/traditions, income barriers, isolation, fear of discrimination, and community segregation. Furthermore, recent immigrants are less likely to participate in recreation due to more pressing life priorities such as seeking employment and financial stability. Immigrants to Windsor benefit from the work of many settlement agencies such as the Multi-Cultural Council of Windsor and Essex County, who work collectively to understand and advocate for the needs of newcomers. The coordination of settlement efforts is mandated for funding purposes and these efforts have resulted in increased communications and support for the needs of new residents.

Culturally Diverse Residents

Census Canada statistics indicate that in 2016, 28% of the residents in Windsor immigrated to Canada and immigration is expected to increase. 27% of immigrants in Windsor are from visible cultures and recreation plays a large role in assisting newcomers with their settlement efforts, although this is often not their first priority. The role that municipalities are playing is more intentional, including forming relationships with equity seeking groups and organizations that support them, introducing programs so that there is a comfort level in participating, developing meaningful policies, training staff, ensuring public spaces are safe, welcoming, offering inclusive supports and evaluating the effectiveness of these interventions.

Identifying Equity Seeking Groups

A single approach to recreation service provision does not fit all equity seeking groups. Some marginalized groups require assistance in gaining access to programs and services including, but not limited to, financial assistance, introduction to what is available, as well as safe and welcoming spaces. The first step is to begin conversations with stakeholder organizations that represent marginalized populations to understand the strengths and gaps of the current recreation provision system. This could be done in concert with other organizations that provide recreation services and supports in Windsor. The Recreation and Culture Department traditionally addressed access for persons with disabilities, females, residents from low income backgrounds, as well as newcomers to Canada; more recently, the LGBTQ2S community has been brought

into this grouping of diverse residents. The Department is becoming more cognizant and more intentional to reach out and include the members of under-represented communities; its efforts have been aimed at making public spaces safe and welcoming, while exploring meaningful programs. Each group may require different approaches, however, discussions with residents and resident groups will ensure that Windsor is responding to the needs of the community.

Promoting Inclusion within the Corporation

The City of Windsor supports inclusion and access to services and employment. A Council-appointed Diversity Committee advises the City on methods to reduce barriers to participation and gain full access to City services in compliance with the Human Rights Code and other relevant pieces of legislation. The Diversity and Accessibility Office is housed in the Human Resources Department and appointed to develop appropriate policies, programs, audits and plans to support a diverse workforce and address Human Rights complaints. The position supports the Diversity Committee and the Accessibility Committee, communicates plans and initiatives, and builds community relationships to enable residents to have full access to City services.

Each Department in the City of Windsor plays a role in welcoming diverse and under-represented persons. For the Recreation and Culture Department (and others), it is important to take different approaches to include all segments of the population in order to offer full access to all residents. Providing all services in the same manner eliminates those requiring specific considerations and accommodations and limits participation. Universal and barrier-free access must be intentional, thereby requiring thought and plan-based community engagement efforts.

Many municipalities are developing Diversity Plans – which include all marginalized populations - to ensure that services reflect the needs of all residents and that these voices are heard and valued. Actions must be grounded in an access and inclusion policy which outlines the goals of inclusion, the mandate of the municipality in providing services and the scope of the approaches that will be taken. A policy cannot be developed without the inclusion of residents who the policy will affect. Windsor is growing in population and the Recreation and Culture Department would be well served through the development of an Access and Inclusion Policy with strategies outlined specific to recreation services to identify future actions and the supports that are needed. Subsequent staff development and training will ensure that staff and volunteers display welcoming behaviours and the City provides safe spaces and relevant services.

Since 2009, the City of Windsor has been funded by Immigration, Citizenship and Refugee Canada (IRCC) to serve as the lead for the Windsor Essex Local Immigration Partnership (WE LIP). This is a community planning body that strives to reduce barriers and enhance access and social inclusion for newcomers. The Project Lead for the WE LIP is a Manager within the Community Development & Health Services department. This positioning creates opportunities to disseminate demographic and service delivery information throughout the Corporation on the current and emerging needs of newcomers to Windsor.

Persons with Disabilities

The 2012 Canadian Survey on Disability reported that approximately 3.8 million Canadians were living with a disability, representing 13.7% of Canadians and 15.4% of Ontarians.⁴⁸ Applying the Provincial rate to

⁴⁸ Statistics Canada. Canadian survey on disability, 2012. Retrieved from <http://www.statcan.gc.ca>.

Best Practice

All Saints Anglican Church in Windsor partners with the City to provide those without skates an opportunity to borrow a pair and try skating at the outdoor rink adjacent to the church. Parishioners volunteer to oversee the program and the City maintains the ice. The church hosts a meal of soup, fruits and vegetables in the church hall during these public skate times. This is an excellent neighbourhood partnership open to all visitors.

Windsor’s population leads to an estimate of over 33,000 residents with some form of disability in the City. Given these findings, the importance of ensuring Windsor’s recreation system and programs are inclusive of persons with disabilities is recognized.

Windsor offers advice and supports in including residents with disabilities in recreation and cultural spaces and services. The department has adopted an integrated approach to the provision of services in that they provide recreation participants under 13 years with a disability one on one support workers or Special Needs Integrators. Any needed accommodations are discussed in order to ensure full access to programs and services. Participants with limiting disabilities are asked to be assisted by a caregiver. There is a noted program in gymnastics for children with Autism Spectrum Disorder to enable learning in a specialized environment. The Accessibility Advisory Committee as required by the Accessibility for Ontarians Act provides advice and guidance on the ability of these residents to access public spaces.

With an increase in populations with limiting disabilities, recreation providers have identified a specific target market which could impact 20% of a given community by offering therapeutic programs in concert with third party agencies – mostly non-profit support organizations. Many municipalities offer supports such as Recreation Buddies – free access to caregivers of participants with disabilities, modified and inclusive programs, sensory gardens, therapeutic aquatic environments, warm pools, raised garden plots in community gardens and more. All of these community driven initiatives have been developed in concert with the persons who have disabilities and the organizations that support them by offering advice on meaningful services. This is a recommended approach to determine if there is a need for specialized programs to enable residents to access needed therapies through recreation.

Persons from Low Income Backgrounds

As of 2016, approximately 23% of the Windsor population live in low-income households. This represents approximately 51,000 persons who will likely experience limited access to community services. This number of residents, compared to the rest of the population with average to higher than average annual incomes, may be restricted from gaining equitable access to services. Persons with higher incomes can generally navigate systems and have their families engaged in active pursuits; the same may not be true for lower income residents. The Pathway to Potential Program (P2P) is an approach to offer subsidized recreation to those from lower income backgrounds through a 90% reduction in fees. Transportation has also been a barrier to low income residents. This has been recognized by the City of Windsor in that they offer a 49% public transit discount to residents from low income backgrounds. P2P also offer grants to community organizations who in turn offer affordable recreation to these residents. This is an excellent method to ensure equitable access to affordable recreation.



This is an excellent method to ensure equitable access to affordable recreation. The City also offers subsidized recreation to persons who are receiving Ontario Works by absorbing the costs within the class or program.

The need for recreation for residents living in low income households is critical to their wellbeing; additional efforts should be made to ensure residents know of the program and are encouraged to access them in a seamless fashion. It is a best practice to offer a range of free and low fee recreation opportunities as well

as to work with social and settlement agencies and workers to ensure that residents know of the importance of participating in recreation, and that they can be assisted in accessing programs.

Working with other agencies that offer subsidized recreation opportunities in Windsor is suggested to understand the full participation rate. The YMCA offers subsidized memberships, while funding through Canadian Tire Jumpstart is utilized as well as opportunities offered through other support organizations. Initiating these discussions will provide a better understanding of opportunities, open cross marketing considerations, begin to identify gaps that could be addressed jointly, and set the stage for working together more effectively together.

Indigenous Peoples

The Truth and Reconciliation Report (2015) and the Parks for All report (2017) speak to the role that Canadians have in reconciling with Indigenous Peoples over past history. The following excerpt from the Truth and Reconciliation Report denotes the call to action through sport.

Truth and Reconciliation Commission of Canada Calls to Action (2015)
Sports and Reconciliation (all levels of government):

87. *We call upon all levels of government, in collaboration with Aboriginal peoples, sports halls of fame, and other relevant organizations, to provide public education that tells the national story of Aboriginal athletes in history.*
88. *We call upon all levels of government to take action to ensure long-term Aboriginal athlete development and growth, and continued support for the North American Indigenous Games, including funding to host the games and for provincial and territorial team preparation and travel.*

All communities have a role to play in recognizing the land that Indigenous Peoples lived on, previous to land settlements, and in being inclusive of this population. A number of cities and organizations emphasize the contribution of Indigenous Peoples through education, arts, sports, parks amenities and interpretative efforts. The City of Windsor hosts links to Aboriginal programming on their website, along with links to related programs in the community and support organizations.

The Province of Ontario's Ministry of Indigenous Relations, in concert with the Ontario Federation of Indigenous Friendship Centres, the Métis Nation of Ontario and the Native Women's Association, developed the Urban Indigenous Action Plan which encourages partnerships, relationships, collaboration and co-development of service planning and delivery.

Gender Equity

Participation in recreation and sport provides encouragement and increases the confidence to females, and those who identify as female, that comes with mastering new skills and competencies. These benefits are immeasurable and transfer to other areas of life. Unfortunately, female participation in recreation pursuits begins to decline in adolescence. Every effort must be made to understand specific needs and ensure that females and those who identify as female have every opportunity to participate so that there is comfort in being active throughout one's life. Recreation providers have been instrumental in providing leadership opportunities, gender related sport leagues, and supporting local STEM (Science, Technology, Engineering, Mathematics) opportunities. Windsor has shown leadership in this area by offering STEM programs and camps, and offering female and male only learn to swim and public swim opportunities in Aquatics. Initial efforts to assess participation would include an audit of female participation and for those who identify as female, in recreation, sport and other activities. The true measure of success is to demonstrate that there is equitable participation between and amongst genders and those who identify as female/male at all ages.

LGBTQ2S Community

The Lesbian, Gay, Bisexual, Transgendered, Questioning and Two Spirited Community (LGBTQ2S) has endured isolation and bullying. Through proactive efforts by the LGBTQ2S community and those who support them, tremendous strides have been made to be more inclusive and active within community spaces. While there is no definitive percentage of the population who self-identifies within the LGBTQ2S community, various studies and polls suggest a range of 3.5% to 5%. Homelessness, suicide and harmful practices are reported in this community as a result of exclusion. The role of the municipality is to ensure that this community is welcomed into publicly funded spaces and that these spaces are safe and engaging.

Pride Windsor offers education and diversity training and is connected to a number of allied partners and organizations. The Ontario Council of Agencies Serving Immigrants developed the Positive Spaces Initiative through Immigration, Refugee and Citizenship Canada to denote public spaces that are safe for, and welcoming to the LGBTQ2S community. Signage including the Pride flag in the graphic denotes that the space is positive for the LGBTQ2S population.

Staff Require More Supports

To implement policies and practices aimed at inclusion, staff will need direction and support to guide their efforts. During the Recreation Master Plan's consultation process, frontline staff strongly supported the legislative and corporate expectations to include all residents within a diverse population. Many had received some training; some disciplines have made efforts to include varying populations by offering gender-specific opportunities, and all staff were proud that the P2P program includes residents from lower income backgrounds. Recreation staff also offer assistance to persons with disabilities, specific programming, and caregivers are offered free entrance to assist persons with disabilities in their care. Staff indicated that they would benefit from a departmental framework, understanding the needs of equity seeking groups, receiving training, and contributing to an overall departmental plan.

Recommendations

- Recommendation #36 Develop a network of representatives from diverse communities (and in consultation with the Diversity Committee) to intentionally include underrepresented people in recreation programs and services. The network would include newcomers, Indigenous Peoples, persons from low income backgrounds, persons with disabilities, females and those identifying as female, the LGBTQ2S community at a minimum and will serve to:
- Develop Inclusion and Access procedures specific to Recreation and Culture services;
 - Consult on program and service development;
 - Ensure public spaces and places for recreation are safe and welcoming to all diverse populations through community consultation - including the LGBTQ2S community specifically, through alignment with the Ontario Council of Agencies serving Immigrants or a like program;
 - Improve communication and promotions of various activities;
 - Ensure that staff reflect the community that they serve; and
 - Ensure that participation in recreation programs and services is reflective of the community it serves.
- Recommendation #37 Promote the full range of free and low fee services, along with the Canadian Tire Jumpstart, Kidsport and the P2P funding programs to offer universally accessible programs to all support networks and the general public.
- Recommendation #38 Expand the range of therapeutic programs (i.e. rehabilitative and body strengthening) in concert with community support organizations to respond to an aging population and an anticipated increase in those with mobility issues.

6.9 Supportive Environments & Building Recreation Capacity

This section of the Recreation Master Plan places emphasis on actions and strategies to strengthen the capacity of the full recreation system in Windsor and to increase staff’s ability to deliver meaningful services. The following Goal Statement directs the analysis, observations and recommendations relating to enhancing Supportive Environments and building Recreation capacity in Windsor:

We strengthen our ability to provide services by enhancing our relationships with stakeholders and building a competent team of staff and volunteers, policies and practises, and community systems.

Selected Observations

Windsor has been specific in their direction to address certain policies and practices in building capacity for this Master Plan.

Outward Facing Initiatives to Build System Capacity:

- Branding and marketing;
- Policy development;
- Ensure quality assurance mechanisms are evident in the provision of services;
- External communications;
- Technology in the delivery of services;
- Volunteerism; and
- Partnerships and sponsorships.



Inward Facing Initiatives to Build Internal Capacity (these are discussed under separate cover)

- Staff engagement, organizational culture, values and behaviours;
- Joint planning and organizational effectiveness;
- Service levels and resource allocation;
- Professional development and training; and
- Measuring performance.

Branding and Marketing

The City of Windsor has a visual identity policy and program in place that speaks to the use of Windsor branding and corporate marks. There are a few exceptions to the standard use where there are distinct and appropriate differences such as the Windsor International Aquatic Centre and the WFCU Centre, as well as Parks and Recreation’s identity. Comments were received during the consultation to rethink the branding and visual identity for recreation in terms of the message and image that the Department is presenting; this requires a review to ensure that residents are inspired and can relate with a refreshed branding and marketing. The process should involve focus groups of staff, volunteers and community stakeholders to determine what the brand purpose of recreation and culture is, and the value proposition of each service. A discussion as to the emotion that participating in recreation and cultural pursuits generates, and how to build a brand that depicts this/these emotions and reflects the core values of the department is warranted. Renewed departmental branding initiatives need to be supported by appropriate staffing and/or financial resources.

Policy Review and Development

It is important for the Recreation and Culture Department to review and revise policies on an on-going basis to ensure their relevancy and to maintain an effective recreation service delivery system. This approach assists a significantly sized full and part-time staff complement to consistently deliver services from facility to facility and within service areas. A review of best practices in similar-sized communities revealed that policies were developed distinctly and purposefully from procedures. Policies require Council approval and usually some form of public or stakeholder input in their development. Policies are usually common to all disciplines while procedures are specific to a discipline or a facility type.

Policies can either be generated corporately or within the Recreation and Culture Department itself. Specific efforts have been directed in refining the Parks & Recreation User Fee and Pricing Policy and the Sports Field Allocation Policy for this Master Plan.

Parks & Recreation User Fee and Pricing & Facility Allocation Policies

In settings where facility requests outweigh facility availability, policies that guide **how facilities are allocated** are gaining favour. Windsor's Ice Allocation Policy governs how much time is assigned to user groups within municipal arenas based on a given organization's age group/divisions that it serves, and the degree of prime and non-prime time that it is entitled to (based upon an established formula). Certain municipalities have expanded allocation policies to govern sports fields (i.e. rectangular fields and ball diamonds) and pools. Allocation policies are a way to maximize use of facilities in a fair and transparent manner, and tend to be most effective when there are multiple organizations seeking access to similar time slots throughout the operating season.

Allocation policies are a way for a municipality to organize users according to the type/quality of a facility based on game versus practice times and youth versus adult requirements. Such policies are typically developed in consultation with user groups and are established with common principles that recognize a continuum spanning services that meet the need of many residents (i.e. the "public good"), to services that are much more specialized in their clientele (i.e. the "individual good"). In this way, a municipality can assign a level of priority for organizations in a manner that reflects community values and desired municipal operating objectives.

User fee policies are another example of articulating municipal priorities in relation to user group mandates and facility expectations. User fees are a way of ensuring financial sustainability and proactive asset management so that facilities are available for future generations, but are borne out of fees charged to a person or organization that uses a facility (typically a rental rate or a program registration rate in the recreational context). Recreation facilities can be operated on a subsidized, cost-recovery or enterprise/profit-generating basis, depending upon a facility's place along the spectrum of public good-individual good. The prevailing thought is that facilities serving the most number of people (or sometimes persons facing barriers to participation) should be subsidized to a greater extent than facilities that serve a niche market with a few individuals (or persons that do not face barriers to participation, or who are using a facility to generate profits for business purposes). User fee policies are a way for a municipality to clearly identify the degree of cost-recovery it desires for a facility and articulate how it will meet its cost-recovery target through a combination of user fees, taxation and possibly sponsorship.

Partnerships

The City of Windsor works with partners to provide the highest level of service to the public while considering the sharing of resources and opportunities to promote business and partnership advantages. The goal is to maximize the community's assets and capabilities in broadening services at a shared cost. The commitment to working with community partners results in numerous arrangements being in place. Each existing partnership arrangement has been considered on its own merits and was approved by Council. There are existing relationships with St. Clair College and University of Windsor and there was input received through the Master Plan that these relationships could be improved to the benefit of the community that they serve. For example, future partnerships with post-secondary institutions could leverage a modernized Adie Knox Herman Recreation Complex, the WIATC, or other community centres.



Each partnership must be considered with the following guiding principles in mind:

- a) The outcome of the partnership is aligned with the municipal values, mandate and priorities;
- b) There is an articulated need for the proposed service in the community;
- c) The financial and liability risks to the municipality are shared or reduced;
- d) The partner is equipped and qualified to co-deliver the service through identified efficiencies, and the ability to reach an identified segment of the population;
- e) The quality of the program or service provided through the partnership meets municipal quality assurance and risk management requirements and complies with legislation;
- f) Unsolicited for-profit partnership proposals are dealt with transparently and through a competitive process as identified in the City of Windsor's Purchasing By-law;
- g) Accountabilities and responsibilities can be clearly defined and complied with; and
- h) Annual reporting requirements capture participation numbers, expenditure reduction or revenue enhancement, and are clearly aligned with departmental objectives.

In all partnership arrangements, specifications and requirements must ensure that the partner respects and aligns with the Recreation and Culture Department's key goals and objectives. The value in seeking out and formalizing partnerships provides a net benefit to both organizations and essentially reduce costs to the municipality. The most common partnership types and their characteristics in a recreation and culture setting are described in Table 52.

Table 52: Common Municipal Partnership Types

Partnership Types	Description	Formalized Relationship
Not-for-Profit Community Groups	Community groups exist to provide services, leagues, education, etc. using volunteers for the most part and are not-for-profit. They may require assistance in understanding how to form as a group and implement good governance and quality assurance measures. They most likely require space and consideration for a not-for-profit rate for rental fees.	Community groups are typically governed by an Affiliation Policy or a Community Development Policy and thrive more effectively through sharing of information, cross-marketing of opportunities and regular communications to enhance the delivery system.
Complementary Institutions & Agencies	Working more effectively with school boards, hospitals and other agencies such as the YMCA and Boys and Girls Clubs can benefit the community through the development of joint programs / initiatives and sharing of resources, including facilities. This will broaden the reach of needed programs and services and reduce duplication.	Requires a Service Level Agreement or a Reciprocal Agreement that outlines the rights, obligations and deliverables of each agency.
Private Service Providers	Private service providers have a for-profit mandate and may provide specialized programs and services not necessarily in the municipal mandate. Often profit sharing can provide an alternate form of revenue to the municipality.	A Contract or Purchase of Service Agreement will articulate the rights, obligations and deliverables of each party. Specific consideration must be given to ensuring that quality assurance, risk management and service levels are satisfactory to the municipality.
Commercial Entities	A relationship with commercial entities to sponsor certain programs or events including facility naming rights.	A Sponsorship Agreement that outlines the conditions and duration of the sponsorship is undertaken and agreed to by each party.

Alternate Revenue Sources – Sponsorships

Finding and sustaining alternate revenue sources has been a focus for the City of Windsor in a climate of increased expectation and declining resources. The City's Sponsorship Windsor program outlines opportunities for sponsorship within the City and is administered centrally for the Corporation through the Corporate Partnership and Sponsorship Department. These centre in recreation around naming rights, community events and programs, as well as advertising. A recent summary of sponsorship and grants indicates that the Recreation and Culture Department has accessed \$540,700 in alternate revenue sources in 2018 (including \$334,200 from the Canada 150 fund for Willistead Manor).

The WFCU Centre has successfully obtained sponsorships and partnerships through numerous corporations and organizations such as WFCU Credit Union, Windsor Essex County Sports Hall of Fame, Life After Fifty, Riverside Rangers and Riverside Skating Club as examples. This proactive approach has been successfully applied throughout Windsor and it is important that this program continue to provide alternate revenue sources for recreation to offset costs to the general public.

Volunteerism

The City of Windsor's Volunteer Policy delineates the roles and responsibilities of the volunteer and the staff support that is provided, and follows the best practices of Volunteer Canada. The City is responsible for maintaining a current database, discussing the needs of volunteers and the role that staff can play in recruitment, selection, supervision, retention and recognition. Staff discussions indicated that not all disciplines are contributing to the volunteer tracking that is required. It is understood that the City is undertaking the development of an on-line volunteer tool to assist in promoting opportunities and the recruitment of volunteers.

Workforce Windsor Essex hosts a website to support employment objectives and respond to volunteer opportunities. As per the Workforce Windsor Essex mandate, this opportunity supports experiential learning and skills enhancement to improve opportunities for future employment. Life After Fifty utilizes this program to recruit volunteers to assist with the delivery of recreation programs and reach out to isolated older adults. The United Ways WE Volunteer website also lists volunteer opportunities within Windsor and is a resource for organizations across the city to broadly draw upon.

The meetings with community groups to support the development of the Recreation Master Plan resulted in a strong indication that volunteers are difficult to find and that a Volunteer Plan and better coordination with the City would result in broader recruitment opportunities and hopefully an online program to support the attraction and retention of volunteers.

Technology

The City of Windsor seeks ways and means of increasing its internal efficiencies and effectiveness in the delivery of services and has explored how technology can assist with such objectives. Technology has been used to improve communications, register people in programs, book facilities and sports fields, and promote greater knowledge of available services. The changeover to Active Windsor from the CLASS registration and booking system was a recent development in late 2018. The application of this system is less than a year old and the capabilities of the system are still being explored.

There are many software and mobile applications that could be acquired – all with a cost - to enhance service provision, benefit the community and serve to increase awareness of opportunities in order to increase participation. These software applications must meet the needs of current and future service provision as the City's population grows; they must address service priorities and provide some return on the investment. A plan specific to addressing technology needs within the Recreation and Culture division should engage users and address issues facing the provision of current and future services. The ability of the software to engage residents, build and maintain a relationship, increase participation, create efficiencies, enhance communication and engagement all would need to be balanced with the other needs departmentally and corporately. Input into the development of the Recreation Master Plan included suggestions for an application that could provide residents with real time opportunities, reminders of what is coming up, and enable families to plan their activities that day. Another recurring suggestion centred on creating a mobile phone app that engaged residents to become more aware of daily opportunities, provided interpretive information on the opportunities of various sites and could build an account whereby residents could book and pay for drop in and casual activities. It is appropriate for staff to engage with stakeholders to determine if the current technology is effective and seek suggestions for improvements in developing an IT Strategy that is aligned with the corporate strategy and continues to meet the needs of residents.

Quality Assurance

Most of Ontario's municipalities offer or enable parks, recreation and sport opportunities through direct and indirect programming models. Citizens should be able to anticipate an emphasis on quality assurance in service delivery. Providing services to thousands of users requires standard policies and practices that not only ensure that legislative requirements are met, but also provides a level of assurance that customer service and quality standards are key service delivery drivers.

HIGHFIVE – Healthy Child Development - Parks and Recreation Ontario

The two key phases of the quality assurance framework in recreation centre on: HIGH FIVE Quest 1 (to train relevant staff and volunteers and test policies, procedures, communications and adherence to practices); and Quest 2 (a program assessment and improvement tool). Windsor is involved in the HIGHFIVE quality assurance program, which ensures that children’s programs are age-appropriate, meet safety and supervisory needs, are enjoyable and offer some skill mastery. Recreation is now accredited under this program which is a major accomplishment and has taken great effort in terms of training, auditing and service improvement. This quality assurance program has recently been extended to older adult programming (Active Aging).

Aquatic Safety Management – Lifesaving Society of Ontario

The Lifesaving Society Ontario Branch has developed a Safety Management Program to ensure that pool operators and aquatic service providers can comply with legislative requirements and industry standards. This is critical in aquatic settings due to the potential for water incidents. The Society offers an audit service to review all aspects of the pool operations, as well an Aquatic Safety Accreditation Program to demonstrate that pool operations meet these standards. Windsor pools are not accredited at this time and it is recommended that all pools become accredited in compliance with the Lifesaving Society – Ontario Branch Accreditation Program.

Performance Measures

The City participates in the Municipal Benchmarking Network Canada to share comparable data on municipal service areas to understand how Windsor measures up with other participating municipalities. Measuring performance allows organizations to quantify various elements of service delivery to demonstrate if progress is being made toward intended outcomes. In a municipal setting there is a need to demonstrate to the public that the investment of tax dollars is allocated toward worthwhile ends and that these investments are utilized efficiently and effectively. This data provides the information needed to ensure that program decisions are knowledge-based. For the Recreation and Culture Department, performance would be measured by collecting data on inputs, outputs, efficiencies and effectiveness. This data can be utilized to compare levels of service year-to-year and develop initiatives to demonstrate continued improvement. These performance measures compared year-over-year in the Community Impact Report and/or the corporate annual report would demonstrate more meaningful metrics in terms of recreation service delivery.



Table 53: Example Performance Measures for Recreation

Type of Measure	Description	Examples
Inputs	Measures the resources that are applied to the service	<ul style="list-style-type: none"> – Cost per capita per service type – Operating budget per service type – FTE’s per service type – Annual capital investments
Outputs	Measures performance against targets and emphasizes work on key strategies and directions	<ul style="list-style-type: none"> – Capacity and fill rates of programs – Capacity and fill rates of facilities – Special event attendees – Value of partnerships and sponsorships – Outcomes of directed initiatives
Efficiencies	Measures the cost of various service units to demonstrate where efficiencies have been made, maintained, or are under development	<ul style="list-style-type: none"> – Cost per hour of ice time – Cost per camp session – Cost per hour of pool time – Cost per swim lesson set – Cost per public swim, public skate
Effectiveness	Measures the ability to meet targets and improve user satisfaction levels	<ul style="list-style-type: none"> – Service achievements compared to annual targets – User and participant satisfaction levels

Recommendations

- Recommendation #39 Develop a Volunteer database to reflect the needs of the Recreation and Culture Department and assist community stakeholder groups that rely on volunteers for their sustainability.
- Recommendation #40 That Council consider the refined Parks and Recreation User Fee and Pricing Policy.
- Recommendation #41 In consultation with user groups and the public, review and finalize the draft Sports Field Allocation Policy including the principles, proposed fee recoveries, and outcomes.
- Recommendation #42 Expand strategic partnership opportunities to further the directions of the Recreation Master Plan including (but not limited to) increasing physical activity, enhancing access for under-represented and diverse populations, increasing outdoor challenging play opportunities, and increasing capacity in the recreation system.
- Recommendation #43 Continue to collaborate with the school boards and post-secondary institutions to identify opportunities to maximize community access to existing and future facilities. Encourage opportunities to work together on the research and evaluation of community-based approaches to prevailing issues in recreation and sport service delivery.
- Recommendation #44 Develop a Technology Plan that seeks greater efficiencies and effectiveness within the Recreation and Culture Department.
- Recommendation #45 All aquatic facilities should become accredited under the Lifesaving Society Aquatic Safety Accreditation program.
- Recommendation #46 Prepare meaningful performance measures based on the recreation system inputs, outputs, efficiencies and effectiveness measures.
- Recommendation #47 Refine the Branding Strategy for the Recreation and Culture Department to ensure that the visual identity and brand reflects the key value propositions of each discipline.

Section 7: Implementing & Monitoring the Master Plan



7.1 Implementing the Master Plan

How to Implement the Master Plan

The Recreation Master Plan is a comprehensive document projecting facility and service needs in the City of Windsor until the year 2039. The data and recommendations contained herein will be used to inform corporate, departmental, and unit plans into the foreseeable future. City of Windsor staff will be required to establish a strategic implementation approach with Council based on available resources and funding. The recommendations can then be prioritized over the life of the Master Plan and should be used for reference during capital planning, Community Benefit Charge studies, and other related planning exercises conducted by the municipality. City staff can refer to the prioritized recommendations as part of regular progress reports to Council and the community.

The Recreation Master Plan broadly assigns a 'High', 'Medium' or 'Low' priority to each recommendation that considers inputs such as:

- community feedback received through the Recreation Master Plan's consultation program;
- alignment with the City's Strategic Plan and other corporate documents;
- community demographics and best practices in facility/service provision;
- high level capital and operating cost impact; and
- the anticipated level of community benefit that is expected to be attained through implementation.

City staff will also weight such factors to determine their highest priority pursuits in a given year. Priorities may also be accelerated or adjusted based on opportunities such as grants or infrastructure funding provided by senior levels of government and other agencies.

Monitoring & Updating the Master Plan

It is important that the information contained in the Recreation Master Plan continues to be relevant, timely and aligned with evolving trends, future directions and other strategic initiatives. Keeping the public and stakeholders updated on the status of the Master Plan and noting any changing conditions that may impact the Master Plan's Recommendations can be achieved through continued emphasis on communications, utilizing the document to inform plans, and noting any changing conditions that may impact facility development.

The City should regularly review and assess the Master Plan's Recommendations in order to ensure that they remain relevant over the planning period. This will require monitoring of local recreation activity patterns, conducting annual reviews of the achievements relating to the Plan, tracking satisfaction levels, monitoring trends and participation levels. Through annual implementation plans prepared in support of the Recreation Master Plan, City staff should refine estimated capital and operating costs associated with each Recommendation (e.g. through annual budgeting processes) prior to bringing them forward to City Council.

The Recreation Master Plan informs multi-year and annual planning, and evaluation of capital, fiscal and operational priorities. The document reflects current conditions with respect to facility use, trends, demographics, development and projects for the future using the information and research available now. Certain recommendations reflect a significant capital investment, which will have annual budgetary implications, and must be an actual reflection of the current state as much as is possible. Conditions may change such as development, demographics and facility usage and it will be important to schedule a thorough review of the Recreation Master Plan in five years' time. In this way, the five-year update of the Master Plan can be used to inform the review of other critical planning documents such as the City's Official Plan, Strategic Plan, Community Benefit Charge By-laws, etc.

Further, the first year of the Master Plan's implementation will occur in 2020 which is one year prior to the next cycle of the Census of Canada. The 2021 Census will provide solid baseline demographic information that will provide a more up-to-date picture of the community profile (this Master Plan has relied, in part, upon 2016 Census data).

Recommendation

Recommendation #48 Prepare an update to the Recreation Master Plan after five years has elapsed.

7.2 Administering the Master Plan

It is important to engage staff and stakeholders in the implementation of the Recreation Master Plan. This approach continues to ensure meaningful community conversations and reinforces the need to work collectively so that all residents have equitable access to quality opportunities. As a result, stakeholders and staff will take greater ownership of the strategic actions that are needed. The Master Plan speaks repeatedly about working stronger together and this is a way that community groups have suggested to share the responsibility where appropriate and to strengthen communications. The Recreation Master Plan's implementation and tracking is optimally assigned to a staff lead that has the time to coordinate and ensure continued communications, capture positive changes, and to articulate if/where an approach requires adjustment. It should be noted that not all Recommendations require community engagement, as some are administrative in nature. The following annual process is suggested:

- a) Map out recommendations that should be initiated over the course of the following five years. This should be completed as a collective by staff from all levels to ensure that there is agreement with priorities and that staff have ownership over the Master Plan. This is also an opportunity to develop an understanding of staff priorities with their input.
- b) Choose a reasonable number of recommendations per year that can be addressed given the current city-wide set of priorities, available funding and staff/resource allocations. It is important to note that certain Recommendations will take more than one year to address and thus continuous efforts could be required over multiple years/budgets.
- c) Develop clear objectives and an action plan for each Recommendation whereby the City articulates appropriate targets that should be achieved, what actions need to be taken, by whom and with realistic timelines. Project management software can help to reduce the intensity of reporting.
- d) Identify and address the potential risks, liability issues, financial and other implications.
- e) Decide whether community input and stakeholder engagement would prove effective in the implementation of the recommendation(s).
- f) Ensure that City Council discusses and approves the work plan/implementation plan as part of the annual budget process;
- g) Assign a lead staff person(s) to see the objective through, and assign adequate resources (human, fiscal and any other supports). Lead staff will keep the Recreation Master Plan Implementation Lead informed of progress and the status of achieving key targets.
- h) Articulate quarterly reporting timelines to capture the achievements to date and to report against the initial work plan.

- i) Results and achievements should be communicated to all interested stakeholders, City Council and staff.
- j) An annual planning session with City staff should be held to review the implementation results to date and prioritize the following year’s work plan. Budgetary requirements would be identified as part of the capital and operating budget cycle.

7.3 Funding the Master Plan

Capital Considerations

High level capital cost estimates illustrated in the Tables that follow are identified in 2019 dollars; these costs should be considered as **preliminary and provided for illustrative purposes** since they are subject to change given future market conditions. It would be appropriate to apply an annual escalation to these costs to reflect inflationary factors associated with construction. The timing for each item will need to be considered by City staff as part of the annual capital budgeting process in order to achieve fiscally responsible implementation of the proposed facilities (which may result in timing adjustments).

Table 54: Indoor Recreation Facilities – Proposed Capital Phasing Plan

Proposed Facilities	Estimated Capital Cost	Proposed Timing
Adie Knox Herman Redevelopment		
Adie Knox Herman Recreation Centre Redevelopment	TBD through future study	2022
Forest Glade Arena & Capri Pizzeria Recreation Complex Arena		
Various Aesthetic, Functional & Accessibility Improvements	TBD through future study	2025-2026
Ward 9 Community Hub		
Facility construction (assumes 10,000 square feet @ \$375 per square foot, shared among hub partners)	\$3,750,000	TBD
Community Centres (General)		
Various Aesthetic, Functional, Accessibility & Age-Friendly Improvements	TBD through further study	2020-2039
Total Identified Costs	\$3,750,000	

Note: all capital costs listed above are considered to be preliminary estimates and are provided for budgetary planning purposes. Costs will vary according to facility size and design features, site conditions, etc.; therefore capital costs should be confirmed through detailed assessments including, but not limited to, architectural, landscape architectural, engineering, and site works.

Table 55: Outdoor Recreation Facilities – Proposed Capital Phasing Plan

Proposed Facilities	Estimated Capital Cost	Proposed Timing
Sports Fields		
Construct a cricket pitch	\$400,000	2023
Construct 2 diamonds at a park east of Walker Road	\$1,000,000	2024
Conversion of an existing rectangular field to lit artificial turf	\$200,000	2027
Functional improvements to various rectangular fields and ball diamonds (resizing, resurfacing, lighting, irrigation/drainage, parking, etc.)	TBD through future study	2021-2031
Tennis Courts		
Construct 2 courts in Sandwich, University or South Cameron (Ward 2 or 10)	\$150,000	2021
Construct 2 courts in Roseland (Ward 1 or 9)	\$150,000	2022
Construct 2 courts in Fontainebleau (Ward 5 or 8)	\$150,000	2023
Pickleball lining on existing tennis courts (assumes no asphalt or concrete resurfacing works are required)	\$10,000	2020-2024

Proposed Facilities	Estimated Capital Cost	Proposed Timing
Existing tennis court rehabilitation strategy (assumes \$50,000 annual allocation over a 10 year period)	\$500,000	2020-2030
Basketball Courts		
Construct a basketball court in University (Ward 2)	\$125,000	2020
Construct a basketball court in Roseland (Ward 1 or 9)	\$125,000	2022
Construct a basketball court in Devonshire (Ward 9)	\$125,000	2024
Construct a basketball court in East Windsor (Ward 5 or 8)	\$125,000	2026
Existing basketball court rehabilitation strategy (assumes \$25,000 annual allocation over a 10 year period)	\$250,000	2020-2030
Skateboard Parks		
Construct a skateboard park at Captain John Wilson Park or suitable alternative	\$400,000	2021
Construct a skateboard park at AKO Park or suitable alternative	\$400,000	2025
Construct a skateboard park at Remington Booster Park or suitable alternative	\$400,000	2029
Construct small-scale skate spots or skate zones (assumes \$5,000 annual allocation over a 10 year period)	\$50,000	2024-2034
Outdoor Fitness & Play		
Install outdoor fitness equipment (assumes three locations at \$100,000 each)	\$300,000	2021, 2028, 2038
Playground development and redevelopment projects	TBD through future study	2020-2039
Outdoor Aquatics		
Construct splash pad at Forest Glade Park	\$400,000	2020
Construct splash pad at Fontainebleau Park, Alexander Park, Elizabeth Kishkon Park, or Sandpoint Beach	\$400,000	2025
Decommission Central Park outdoor pool and replace with a new splash pad	\$400,000	2029
Decommission Mic Mac Park outdoor pool	\$50,000	2031
Total Identified Costs	\$6,110,000	

Note: all capital costs listed above are considered to be preliminary estimates and are provided for budgetary planning purposes. Costs will vary according to facility size and design features, site conditions, etc.; therefore, capital costs should be confirmed through detailed assessments including, but not limited to, architectural, landscape architectural, geotechnical and engineering works.

Table 56: Other Required Studies – Proposed Capital Phasing Plan

Proposed Study	Estimated Capital Cost	Proposed Timing
Adie Knox Herman Recreation Complex Architectural & Engineering Assessments	\$100,000	2020
Technology Plan	\$50,000	2021
Recreation Master Plan Update	\$175,000	2024
Recreation & Culture Department Branding Strategy	\$50,000	2026
Total Identified Costs	\$375,000	

Estimated capital costs generally reflect base construction of facilities but exclude land acquisition, site servicing and design fees. Potential sources of funding for Recreation Master Plan Recommendations include, but are not necessarily limited to:

- Community Benefit Charges (formerly Development Charges)
- Municipal Reserves
- Parkland Cash-in-lieu Reserves
- Partnerships and Sponsorships
- Grants
- Fundraising and Donations
- User Fees and Surcharges
- Debt Financing
- Tax Base

Community Benefit Charges

Community Benefit Charges (formerly known as Development Charges prior to Provincial Bill 108) articulate a fixed dollar value per lot or area levied on property developers to fund municipal infrastructure in the area to be developed. These fees are passed on to buyers of new homes and are based on specific legislation. The basis for development charges is that new growth should pay for itself and not burden existing taxpayers.

Municipal Reserves and Reserve Funds

On occasion, municipalities may decide to set aside monies accrued from tax dollars or other revenue sources for special projects, such as the development or expansion of a specific facility or park. Lifecycle or maintenance reserves are primarily contributions from the municipality, proactively enabling it to fund the maintenance and state-of-good-repair of existing facilities, and have a contingency should unexpected maintenance be required for a facility. For the latter, an added benefit is that a major repair does not significantly impact any one annual budget since a municipality is putting away small contributions for many years prior. Through capital forecasting, the City can plan and submit funding plans for lifecycle and maintenance needs and is thus in a position to estimate renewal costs over time.

Utilization of, and continued contributions to, reserves and reserve funds represents sound and sustainable fiscal planning, while allowing the City to efficiently allocate capital costs over asset lifecycles. Reserves are typically comprised of a compilation of tax and user fee revenue whereby the funding is collected and subsequently put in a reserve fund before capital projects are undertaken. Ideally, the City of Windsor would create a Capital Reserve Fund for Recreation Capital Repairs and Replacements with preliminary funds generated through allocating 2% of annual Recreation revenues.

Parkland Cash-in-Lieu Reserves

Section 42 of the Planning Act permits the dedication of parkland as a condition of approving land development projects; up to 2% of developable commercial/industrial lands and up to 5% of residential and all other lands is permitted under the Act. Section 42 also permits the City to collect cash-in-lieu of parkland should it deem the conveyance of monies is more advantageous than the physical parkland.

Ontario Bill 108 has amended the Planning Act in a way that removes the ability of the City to collect cash-in-lieu of parkland under Section 42. This – and the ability to allow increased density and height in a zoning bylaw in exchange for community benefits (Section 37) – are being consolidated within the new Community Benefits Charge. The regulations associated with Bill 108 are expected to be released in the Fall of 2019 and will clarify the overall magnitude of this impact.

Partnerships and Sponsorships

This funding source refers to partnering with private, non-profit and community stakeholders for the provision, maintenance, and renewal of municipal assets. Many municipalities employ staff with expertise to seek out alternate sources of revenue to offset both capital and operating costs to maintain recreation facilities while reducing the fiscal impacts on residents. A number of municipalities partner with not-for-profit corporations such as the YMCA, Boys & Girls Clubs, etc. to offset some capital impacts and often ongoing operational costs.

The private sector can also contribute to funding portions of the capital works through sponsorships and naming rights. This type of funding provides the private sector access to asset branding with parks, recreation facilities, meeting spaces, etc. Sponsorships can be applied to capital expenses, operating expenses, or a combination of both. Windsor's WFCU Centre is an example where naming rights assisted in helping the facility come to fruition from a capital funding standpoint.

Grants

The City may seek to obtain grant funding to help fund portions of the capital costs for developing recreation facilities. One funding source available to the City is the Gas Tax Fund, which allows for sport and recreation infrastructure. Other sources of potential grant funding may be attainable through the Green Municipal Fund, where a municipality's capital project includes a combination of energy efficient measures that together target net zero energy performance in a new municipal facility (such as recreation centres and arenas).

As grant funding applications have time limits and change from time to time, municipalities must regularly monitor new initiatives provided by the Federal and Provincial governments. Presently, selected streams within the Investing in Canada Infrastructure Program – a Federally-initiated grant program with contributions from provincial and local interests – are active, with a recent funding stream for community, culture and recreation having opened in the Fall of 2019 (the City has submitted an application at time of writing and future intakes are anticipated over the next 10 years).

Fundraising and Donations

Fundraising and donations are a common tool that municipalities have employed to fund portions of facility development and redevelopment projects, as well as recreation programs and services. Fundraising is most successful when the community and/or stakeholders see high value, strong potential or a significant increase in their quality of life through a project. Fundraising efforts can be informally structured or guided by a comprehensive fundraising plan (the latter can also consider sponsorship opportunities), and can be led by the City, non-profit organizations, or contributions from professionals willing to assist. Oftentimes stakeholder organizations that benefit most from a given project are able to leverage their memberships for donations or to lead fundraising efforts (e.g. sports teams for recreation facilities and parks, service clubs whose mandate is to improve opportunities for youth or other age groups, etc.). Fundraising events can vary from auctions, fairs, tournaments, barbeques, etc.

User Fees and Surcharges

User fees and surcharges are a way to direct some of the operating and capital costs of the facility away from the general taxpayer and onto the users who directly benefit from them. User and rental fees vary considerably based on the type of activity / facility in question. For example, rentals by far comprise the bulk of the operating revenue stream for an arena, but are much less consequential for lower use spaces such as meeting rooms. Nevertheless, increases in user fees can be used to offset costs associated with operating budget pressures. This important source of revenue, however, is often difficult to increase (beyond inflationary levels), and over time has been a decreasing source of revenue when compared to the total operating costs of the facilities.

Debt Financing

Long-term borrowing is restricted to the financing of long-term capital expenditures and is a common element of municipal capital budgets. In the case where alternate sources of funding are unavailable at the time of construction, major capital expenditures can be financed through long term debt. In the long run this is a more expensive funding alternative due to interest charges and could impact the City's borrowing rate and capacity; however, debt can be a beneficial financing alternative as it lessens the immediate impact to the taxpayer and municipal reserves. Long term debt spreads the initially large capital costs over a number of years, allowing future users who benefit from the facility to contribute to these costs.

Under the authority of the Municipal Act, debt financing mechanisms have been utilized to the greatest extent to fund parks, recreation and cultural infrastructure throughout Ontario. Ontario Regulation 403/02 provides the current rules respecting municipal debt and financial obligations, including capping a municipality’s debt capacity to up to 25% of municipal revenues that are able to service the debt. Accordingly, the City’s debt servicing capacity and ability to take on new debentures will vary on a year-by-year basis, thereby requiring major capital requirements associated with the Recreation Master Plan to be regularly evaluated in relation to the City’s debt-servicing capacity to fund these requirements.

Tax Base

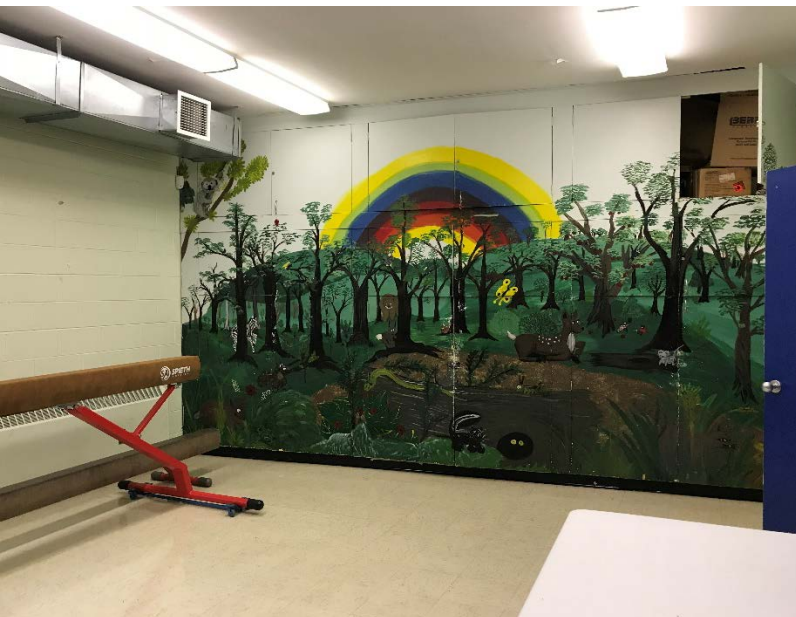
The property tax levy allows for the funding of capital assets directly in the year that the capital work is initiated and/or completed. The use of the property tax levy is not commonly utilized in Ontario to avoid fluctuation of taxes due to a levy for specific capital projects, but are used to offset a portion of annual operating and/or debt servicing charges.

Operating Considerations

The operating cost implications of implementing the Recreation Master Plan’s recommendations will be determined by City Staff through annual budgeting, detailed design work, business planning, staffing and resource reviews, and any other activities that support the implementation of individual recommendations.

The City of Windsor has specific processes in place to develop operating and capital budgets. These processes consider a summary of the activities that will be undertaken and the operating cost implications; the budgeting process is the primary means through which the Recreation Master Plan will be implemented. Annual operating plans and results of the current year are all presented to City Council for consideration as the annual capital and operating budgets are approved. Full departmental plans and annual service plans for each discipline will be reflected in the budget requests of Council.

The Recreation Master Plan recommends that staff review and implement a set of performance measures that would indicate that efforts to increase participation, provide effective services, and demonstrate efficiencies in the delivery of service are undertaken. This measure will assist in setting performance targets and demonstrating to City Council, the public, and staff that progress is being made.



7.4 Prioritization and Phasing of Recommendations

The Implementation Schedule is comprised of a number of parts that will assist the City of Windsor to carry out the Recreation Master Plan’s Recommendations including:

- The recommendation itself;
- The estimated timing;
- The estimated capital cost (see Section 7.3); and
- Identification of whether additional departmental operating costs are required.

The Implementation Schedule is presented in the following format, describing the intent of each component.

Recommendation	Priority	Timeframe	Additional Operating Costs
Recommendation Number and Text	High, Medium or Low	Short, Medium or Long-Term	Whether the Recommendation may require an increase to the Departmental Operating Budget

Timing is often, but not always, synonymous with priority – the sooner the Recommendation should be implemented, the higher the priority. The timing of recommendations is organized into the following categories reflecting the Recreation Master Plan’s 20 year planning horizon:

- Short-Term (2020 to 2024)
- Medium-Term (2025 to 2031)
- Long-Term (2032 to 2039)
- Ongoing (2020 to 2039)

Attention to medium and long-term recommendations is generally required when short-term actions have been initiated/completed, or when suitable partners have been identified for funding. Timing, however, is also contingent upon a number of other factors and should be revisited annually prior to the City’s capital and operating budget development exercises. In addition to funding availability, factors that might change timing or priority from year to year may include:

- capital lifecycle and considerations of safety;
- legislation and mandated requirements;
- changes to service standards;
- public input and community interests;
- emerging trends and changes in usage;
- participation of partners; and
- socio-demographic changes and growth forecasts, including attaining the population thresholds as assumed in this document.

Table 57: Recreation Master Plan Implementation Schedule

Recommendation	Priority	Timeframe	Additional Operating Costs
<p>1. Continue to reinforce the City’s community centres and halls as community hubs through aesthetic and accessibility-related improvements, developing social spaces in the lobbies and common areas that are comfortable and welcoming, integrating space for agency and community partners through rentals or other agreements (e.g. with the public library, EarlyON Centre, or other providers), and continued commitment to delivering community-focused programs and services.</p>	High	Ongoing	Depends on actions taken
<p>2. Reorient the Adie Knox Herman Recreation Complex as a modernized, high quality neighbourhood hub that serves the unique characteristics of the surrounding community and the needs of residents across Windsor. At a minimum, a gymnasium, fitness centre, indoor walking track, and other space conducive for use by community partners should be added to Adie Knox Herman Recreation Complex to replace ice sport and aquatics programming (per Recommendation #5 and Recommendation #6 of the Master Plan). An architectural and engineering study of the Adie Knox Herman Recreation Complex and the broader Wilson Park site is required to determine the feasibility of this action.</p>	Removed by Council Resolution #CR630/2019		
<p>3. Engage the Windsor-Essex Catholic District School Board and Greater Essex County District School Board to determine their interest in formalizing a reciprocal agreement to facilitate consistent community access to schools (e.g. gymnasiums and other school space, as required) in exchange for access to City of Windsor recreation facilities and/or other agreed-upon supports.</p>	High	Short-Term	No
<p>4. Undertake an analysis of potential opportunities to bolster community use at the City’s indoor aquatic centres through a coordinated strategy of program delivery, pricing for community-oriented programs consistent with other indoor aquatic centres, providing parking passes or discounts, and pursuing agreements with institutions (including school boards, post-secondary institutions, Windsor Regional Hospital and other local health providers).</p>	High	Short-Term	No
<p>5. In line with Recommendation #2 and Recommendation #4 of the Recreation Master Plan, transition indoor aquatic programming from Adie Knox Herman Recreation Centre to the Windsor International Aquatic & Training Centre and Gino & Liz Marcus Community Complex. In doing so, redirect a portion of the capital and operational savings towards funding the recommended re-imagination of the Adie Knox Herman Recreation Complex so that it delivers a broader range of community-focused programs compared to present time.</p>	Removed by Council Resolution #CR630/2019		

Recommendation	Priority	Timeframe	Additional Operating Costs
<p>6. Operate the Adie Knox Herman Recreation Complex arena as a year-round dry-floor venue for lacrosse, ball hockey, pickleball and other appropriate activities, thereby decommissioning the arena’s ice-making equipment. The feasibility and costs involved with permanently converting the arena to an accessible, warm activity space should first be determined through an engineering study of the arena building prior to its conversion (to be aligned with the architectural study identified in Recommendation #2 of the Recreation Master Plan).</p>	<p>Removed by Council Resolution #CR630/2019</p>		
<p>7. Undertake improvements to Forest Glade Arena and Capri Pizzeria Recreation Complex arena to improve the user experience and accessibility, funded in part through reallocated operational savings associated with the decommissioning of Adie Knox Herman Arena. It is recognized that the recent addition of community space to the Capri Pizzeria Recreation Complex has provided significant community opportunities beyond the ice pads.</p>	<p>Removed by Council Resolution #CR630/2019</p>		
<p>8. Engage prospective agency and institutional partners to gauge interest to establish a community hub in the City’s south end (Ward 9) to provide convenient, accessible, and affordable gymnasium space (and other complementary spaces such as multi-purpose space). Establishing a community hub in Windsor’s south end should only be pursued if the City can identify a suitable partner that can assume a portion of capital and operating costs.</p>	<p>High</p>	<p>Short-Term</p>	<p>To be determined</p>
<p>9. Explore opportunities to establish a designated walking route through circulation areas and/or major facility components (e.g., gymnasium or arena pad) at the WFCU Centre, along with consideration of an indoor walking track as part of the architectural study proposed for the Adie Knox Herman Recreation Complex (see Recommendation #2 of the Master Plan).</p>	<p>Medium</p>	<p>Short-Term</p>	<p>To be determined</p>
<p>10. Multi-purpose program rooms in existing community centres, halls and libraries should be evaluated for their ability to be improved through expansion, flooring, lighting, storage or other functional enhancements that allow a greater range of programs to be delivered within them. Specific locations that should be considered include Adie Knox Herman Recreation Complex, Mackenzie Hall, and other locations identified by City staff.</p>	<p>Medium</p>	<p>Ongoing</p>	<p>To be determined</p>
<p>11. The design and redesign of recreation centres and parks, along with the associated services delivered within them, should consider age-friendly principles in a manner that is consistent with Windsor’s Age-Friendly Action Plan and ongoing feedback received from the City of Windsor Seniors Advisory Committee.</p>	<p>High</p>	<p>Ongoing</p>	<p>To be determined</p>

Recommendation	Priority	Timeframe	Additional Operating Costs
12. The City should explore ways to extend its outreach of youth-oriented programs and activities using a community hub and local community development model. Potential partnerships include the Windsor-Essex Catholic District School Board and Greater Essex County District School Board to gain access to selected schools (potentially aligned with any agreement that is secured per Recommendation #3), the YMCA of Southwestern Ontario, faith-based institutions/places of worship, and other local youth-based service providers.	High	Ongoing	No
13. Convert an existing sports field and/or amenity space to a lit outdoor artificial turf field. The field should be designed in a manner that allows the City to house an air-supported structure (bubble) in the event a third-party partnership opportunity arises the future.	Medium	Medium-Term	No
14. Examine and work with Asset Management staff to come up with level of service standards for the design and maintenance of each classification of rectangular field and ball diamond, and communicate these standards to field sport organizations.	Medium	Short-Term	No
15. The City should work with rectangular field and ball diamond users to prioritize locations for sports field improvements, as well as determine which fields can be consolidated in order to fund such improvements elsewhere through the reallocation of ongoing capital and maintenance costs.	Medium	Ongoing	To be determined
16. Initiate an analysis of all park sites containing at least one ball diamond to determine candidates that are ideal for conversion to adult-size facilities, as well as candidates that are ideal for replacement and relocation to an existing or prospective multi-diamond park. At a minimum, consideration should be given to the ability to enlarge infields and outfields, the potential to add lighting, property setbacks, and other functional areas. This process should be supported by consultation with the community and ball diamond users.	Medium	Short-Term	To be determined
17. Construct two adult-size ball diamonds (suitably sized for fastball or hardball, depending on registration rates and ball trends), preferably within one park, located east of Walker Road and south of the airport lands (Ward 9). The development of two new diamonds should be offset by removing two undersized/underutilized diamonds from the existing supply.	High	Short to Medium-Term	Yes
18. Construct a full-size cricket pitch after engaging the local cricket-playing community to discuss location and design specifications.	Medium	Short-Term	Yes

Recommendation	Priority	Timeframe	Additional Operating Costs
<p>19. Six new tennis courts should be developed at three existing or future parks (with two courts in each) in the following manner:</p> <ul style="list-style-type: none"> • Construct one two-court pod in the City's west end in the neighbourhoods of Sandwich (Ward 2), South Cameron (Ward 10), or University (Ward 2). Potential parks may include Wilson Park (Adie Knox Recreation Complex), Bridgeview Park, or another location identified by City staff. • Construct one two-court pod at a park in the Roseland neighbourhood (Wards 1 and 9), potentially at Goldenwood Park, North Talbot Park or another location identified by City staff. • Construct one two-court pod in the Fontainebleau neighbourhood (Wards 5 and 8) at Rivard Park or at another location identified by City staff. 	Medium	Short-Term	Yes
<p>20. Formalize a sport court replacement strategy and associated funding plan for existing hard surface courts (e.g. tennis courts, pickleball courts, and basketball courts) so that the City can offer a safe and desirable playing experience in a fiscally sustainable manner. Resurfacing projects should evaluate the use of Flex Court sports tiling, or other alternative court surfaces that offer a longer warranty of 7 to 10 years, to determine if these are more cost-effective options compared to replacing the traditional and/or asphalt concrete. A sport court replacement strategy should be developed to identify and prioritize the replacement of hard surface sport courts.</p>	Medium	Short-Term	To be determined
<p>21. Investigate opportunities to create multi-use courts by adding pickleball court lining to existing tennis courts. Potential locations include Garry Dugal Park, Remington Booster Park, or other locations to be determined by City staff.</p>	Medium	Short-Term	No
<p>22. Investigate opportunities to construct five outdoor basketball courts to resolve gap areas in the neighbourhoods of University (Ward 2), Devonshire (Ward 9), Roseland (Wards 1 and 9), and East Windsor (Wards 5 and 8). Potential parks include Walker Homesite Park, North Talbot Park, Wilson Park, Westcott Park, or other locations determined by the City.</p>	Medium	Medium to Long-Term	Yes
<p>23. Where space permits, new (or replacement) basketball courts should be constructed to be full size with two posts and nets. Half courts may be permitted in smaller park sites. Consideration should also be given to the use of Flex Court sports tiling as a surface material, pending observations of performance for current courts using this material.</p>	Low	Ongoing	To be determined

Recommendation	Priority	Timeframe	Additional Operating Costs
<p>24. Construct three major skateboard parks to serve gap areas with consideration given to the areas of East Windsor (Ward 5), South Walkerville (Ward 4), Remington Park (Ward 10), Devonshire (Ward 9), South Windsor (Ward 1), and Roseland (Wards 1 and 9). Potential locations may include Captain John Wilson Park, AKO Park, Remington Booster Park, a future park, or another site(s) identified by the City. Future major skateboard parks should be a minimum of 1,250 square metres in size with a similar level of design as Windsor’s existing skateboard parks. Consultation with the skateboard (and other action sports) community is encouraged.</p>	Medium	Medium to Long-Term	Yes
<p>25. Investigate opportunities to construct small scale skate spots or “skate zones” within parks to enhance the geographic distribution of skate opportunities. Skate spots or zones may consist of one or two basic skate features such as a rail or curb.</p>	Low	Ongoing	Yes
<p>26. Consistent with the Parks Master Plan, target a provision of one playground structure to be located within neighbourhood parks (at a minimum) or within 800 metres of residential areas, without intersecting major barriers such as major arterial roads, railways, or other physical barriers. Any new or redeveloped playgrounds will be accessible and could include natural play components, and challenging/adventure play features as appropriate.</p>	Medium	Ongoing	Yes
<p>27. On a case-by-case basis, install outdoor fitness equipment along major trail routes such as the Riverfront Trail, West Windsor Trail, and South Windsor Trail, or at parks near areas with high concentrations of older adults and seniors, including any regional or community parks, community centres, or other locations identified by the City.</p>	Medium	Short to Medium-Term	Yes
<p>28. Remove the outdoor pools at Central Park and Mic Mac Park upon reaching the end of their respective lifecycles. At that future time, convert the Central Park outdoor pool and wading pool to a splash pad.</p>	High	Medium to Long-Term	No
<p>29. Proceed with the splash pad approved for Forest Glade Optimist Park. Other splash pad locations that should be considered include Fontainebleau Park, Alexander Park, Elizabeth Kishkon Park, or Sandpoint Beach.</p>	Medium	Short to Medium-Term	Yes
<p>30. Work with Life After Fifty to determine current and anticipated increased participation rates, organizational capacity, emerging needs of older adults, and determine the most appropriate service delivery model for the future.</p>	High	Medium-Term	To be determined
<p>31. Monitor the impact of the Physical Activity Working Group and the Community In-Motion initiatives to increase physical activity and decrease sedentary behaviours.</p>	Medium	Ongoing	No

Recommendation	Priority	Timeframe	Additional Operating Costs
32. Determine the capacity and fill rates of programs and services as well as the participation by age groupings to enable the setting of participation targets for the future.	High	Ongoing	No
33. Develop a communications strategy in concert with parks and community partners, to promote the benefits of being outdoors in natural spaces and promote outdoor experiences in Windsor.	Medium	Medium-Term	No
34. Incorporate challenging outdoor play experiences into camps and programs where possible and develop casual outdoor drop in experiences for residents in concert with Parks staff.	Medium	Ongoing	No
35. Investigate the merits of becoming a Play-Friendly City to encourage outdoor play by engaging children in decision-making; creating safe and active routes in the community; and providing safe and accessible formal and informal play areas.	High	Medium-Term	No
36. Develop a network of representatives from diverse communities (and in consultation with the Diversity Committee) to intentionally include underrepresented people in recreation programs and services. The network would include newcomers, Indigenous Peoples, persons from low income backgrounds, persons with disabilities, females and those identifying as female, the LGBTQ2S community at a minimum and will serve to: <ul style="list-style-type: none"> a. Develop Inclusion and Access procedures specific to Recreation and Culture services; b. Consult on program and service development; c. Ensure public spaces and places for recreation are safe and welcoming to all diverse populations through community consultation - including the LGBTQ2S community specifically, through alignment with the Ontario Council of Agencies serving Immigrants or a like program; d. Improve communication and promotions of various activities; e. Ensure that staff reflect the community that they serve; and f. Ensure that participation in recreation programs and services is reflective of the community it serves. 	High	Medium-Term	No
37. Promote the full range of free and low fee services, along with the Canadian Tire Jumpstart, Kidsport and the P2P funding programs to offer universally accessible programs to all support networks and the general public.	High	Ongoing	No
38. Expand the range of therapeutic programs (i.e. rehabilitative and body strengthening) in concert with community support organizations to respond to an aging population and an anticipated increase in those with mobility issues.	Medium	Short to Medium-Term	Yes

Recommendation	Priority	Timeframe	Additional Operating Costs
39. Develop a Volunteer database to reflect the needs of the Recreation and Culture Department and assist community stakeholder groups that rely on volunteers for their sustainability.	Medium	Short-Term	No
40. That Council consider the refined Parks and Recreation User Fee and Pricing Policy.	High	Short-Term	No
41. In consultation with user groups and the public, review and finalize the draft Sports Field Allocation Policy including the principles, proposed fee recoveries, and outcomes.	High	Short-Term	No
42. Expand strategic partnership opportunities to further the directions of the Recreation Master Plan including (but not limited to) increasing physical activity, enhancing access for under-represented and diverse populations, increasing outdoor challenging play opportunities, and increasing capacity in the recreation system.	High	Medium-Term	No
43. Continue to collaborate with the school boards and post-secondary institutions to identify opportunities to maximize community access to existing and future facilities. Encourage opportunities to work together on the research and evaluation of community-based approaches to prevailing issues in recreation and sport service delivery.	High	Ongoing	No
44. Develop a Technology Plan that seeks greater efficiencies and effectiveness within the Recreation and Culture Department.	Low	Short to Medium-Term	No
45. All aquatic facilities should become accredited under the Lifesaving Society Aquatic Safety Accreditation program.	High	Ongoing	No
46. Prepare meaningful performance measures based on the recreation system inputs, outputs, efficiencies and effectiveness measures.	High	Short-Term	No
47. Refine the Branding Strategy for the Recreation and Culture Department to ensure that the visual identity and brand reflects the key value propositions of each discipline.	Medium	Medium-Term	No
48. Prepare an update to the Recreation Master Plan after five years has elapsed.	High	Medium-Term	No

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