



STAFF REPORT
Recreation & Facility Services

Title: Waterloo Memorial Recreation Centre and Older Adult Centres Facility Integration and Development Study Phase 1: Needs Assessment

Report Number: COM2017-013

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Meeting Type: Committee of the Whole Meeting

Council/Committee Date: May 8, 2017

File: N/A

Attachments: Appendix A: Needs Assessment report prepared by consultants from Perkins & Will, and Sierra Planning and Management

Ward No.: All

Recommendation:

1. That Council approve COM2017-013.
2. That Council approve the advancement of a feasibility study to explore general community recreation components of a proposed Waterloo Memorial Recreation Complex expansion based on the findings and proposed functional program description contained in the needs assessment study.
3. That Council approve the advancement of a feasibility study to explore a potential new older adult center to be located at the Waterloo Memorial Recreation Complex, and to potentially replace both the Adult Recreation Centre and the Wing 404 RCAFA Rotary Adult Centre, based on the findings and proposed functional program description contained in the needs assessment study.
4. That Council approve the release of the remaining capital funding in the amount \$272,000 (\$244,000 DC, \$28,000 CRF), budgeted in the year 2017 (ref#358), to support ongoing requirements of the feasibility study.
5. That Council direct the City's Active Transportation team to prioritize planning for pedestrian access improvements, in collaboration with the Region of Waterloo,

from Erb Street, along Roslin Avenue N. and/or Avondale Avenue N., to the WMRC during 2017/2018.

A. Executive Summary

In August 2016, Council approved the advancement of a needs assessment and feasibility study to explore:

1. The recreation needs of older adults through the consideration of a new older adult centre to replace the Adult Recreation Centre (ARC) and/or the Wing 404 RCAFA Rotary Adult Centre (Wing 404).
2. Addressing the more general recreation needs of the growing local population through the consideration of an addition/expansion to the Waterloo Memorial Recreation Complex (WMRC) for indoor facility space.

The need to explore opportunities for a new older adult recreation centres was a recommendation in the Older Adult Recreation Strategy, approved by Council in June 2015.

The needs assessment study has been completed and is attached to this report as Appendix A.

The needs assessment provides a picture of the following:

- Community need for new recreation space within the context of city growth planning;
- Input gathered from residents, including a focus on input from older adults and staff, through multiple means of engagement;
- Recreation trends, including a focus on the recreation needs of older adults, and how needs are changing;
- Proposed functional building program intended to define the core elements of an expanded WMRC to inform the feasibility study.

Staff is seeking approval to advance to the feasibility stage of the study. The feasibility study will include:

- Detailed site evaluation
- Conceptual design
- Schematic design
- Public engagement
- Management plan addressing operating requirements
- Construction cost estimates
- Future capital expenditures related to new system life cycles
- Cost/benefit implications from an economic, environmental, and social perspective

The feasibility study will provide Council with the information needed to inform future considerations related to budget implications and advancing to any site plan approval process, final design/construction, and potential disposition.

B. Financial Implications

In 2016, Council advanced \$175,000 from the \$447,000 in the 2017 capital budget, and \$100,000 from the Capital Reserve Fund, to support the Waterloo Recreation Facility Study.

Staff is requesting the release of the remaining capital funding in the amount \$272,000 (\$244,000 DC, \$28,000 CRF), budgeted in the year 2017 (ref#358). This funding will support ongoing requirements of the feasibility study including, but not limited to, anticipated ancillary costs associated with public consultation, site testing and GRCA reviews. Remaining funding, pending Council endorsement could support future detailed design costs or alternatively, could be returned to the appropriate capital reserve.

The feasibility study will provide detailed analysis on synergies and any capital and/or operational implications. The feasibility study will be based on maximizing that opportunities related to the funding allocated through the long term Capital Budget forecast (\$10.67 million in 2020 – 90% DC funding and 10% CRF funding) and estimated ARC and Wing 404 disposition values.

C. Technology Implications

The feasibility study will consider opportunities to integrate new technology into the facility to respond to community needs.

D. Legal Considerations

Staff did not seek legal advice.

E. Link to Strategic Plan

(Strategic Priorities: Multi-modal Transportation, Infrastructure Renewal, Strong Community, Environmental Leadership, Corporate Excellence, Economic Development)

A key objective of the Infrastructure Renewal priority area is to “plan, build and upgrade infrastructure to support growth and urban intensification ensuring core needs are met.”

This study will help the city plan to meet the current and future indoor recreation facility needs of a growing community.

This study also supports the corporate excellence priority by exploring opportunities to maximize operational efficiencies by integrating facilities, and supports the strong community priority as recreation facilities contribute to a sense of belonging and vibrancy.

F. Previous Reports on this Topic

COM2016-017 - Waterloo Memorial Recreation Centres and Older Adult Centres Facility Integration and Development Study

COM2015-015 – Older Adult Recreation Strategy

G. Approvals

Name	Signature	Date
Author: Beth Rajnovich		April 25, 2017
Author: Steve Heldman		April 25, 2017
Author: Jim Bowman		
Director: Steve Heldman		April 25, 2017
Commissioner: Mark Dykstra		
Finance: Keshwer Patel		

CAO



**Waterloo Memorial Recreation Centre and Older Adult Centres Facility Integration
and Development Study Phase 1: Needs Assessment
COM2017-013**

In August 2016, Council approved the advancement of a needs assessment and feasibility study to explore:

- 1) The recreation needs of older adults through the consideration of a new older adult centre to replace the Adult Recreation Centre and/or the Wing 404 RCAFA Rotary Adult Centre.

The need to replace the ARC and/or Wing 404 was identified in the Older Adult Recreation Strategy approved by Council in May 2015. This strategy identified the WMRC as the preferred location for a new older adult centre based on input from older adults indicating that an uptown location was desired and staff input on the benefits of co-locating a new older adult recreation centre alongside other recreation space to allow for multi-generational opportunities and operational efficiencies.

- 2) Addressing the more general recreation needs of the growing local population through the consideration of an addition/expansion to the Waterloo Memorial Recreation Complex for indoor facility space.

During the 2016-2018 Capital Budget and 2019-2025 Capital Forecast process, Council endorsed funding that may realize an addition/expansion to the WMRC.

The needs assessment study has been completed and is attached as Appendix A.

The needs assessment provides a picture of the following:

- Community need for new recreation space within the context of city growth planning.
- Input gathered from residents, including a focus on input from older adults and staff, through multiple means of engagement.
- Recreation trends, including a focus on the recreation needs of older adults, and how needs are changing.
- Proposed functional building program intended to define the core elements of an expanded WMRC to inform the feasibility study.

Staff are seeking approval to advance to the feasibility stage of the study. The feasibility study will include:

- Detailed site evaluation
- Conceptual design
- Schematic design
- Public engagement

- Management plan addressing operating requirements
- Construction cost estimates
- Future capital expenditures related to new system life cycles
- Cost/benefit implications from an economic, environmental, and social perspective

The feasibility study will provide Council with the information needed to inform future considerations on advancing to any site plan approval process, final design/construction and potential disposition.

Community Engagement

Community engagement to inform the needs assessment work included:

- 1) Two Community Workshops held January 25, 2017
 - These were initial listening sessions
 - More than 300+ attendees of all ages, mainly seniors
 - Feedback was provided via presentation boards and comment forms
- 2) Public Online Survey via engageWaterloo
 - 173 individuals accessed the survey online
 - 55% of respondents were 60 years of age or older.

These consultation opportunities were promoted to WMRC, ARC and Wing 404 customers, affiliated groups, and rental groups, as well as to the general community via social media, email invitations, posters, and newspapers.

Additional input was received by staff via phone, email and meetings with individuals and groups.

There were also a number of sessions held with staff, including 2 visioning sessions, 7 focus groups, and a guiding principles workshop.

The following is a summary of what was heard through the consultation process:

- General support for older adult facilities to be relocated to WMRC
- Support for an inter-generational facility – shared programs and spaces
- Some concern expressed related to moving the existing facilities due to:
 - Convenience of ARC location;
 - Access to transit (ARC) and ease of parking (Wing 404);
 - Appreciation of building intimacy at ARC and WING

Space program interests for general recreation at WMRC:

- Fitness, yoga, individual exercising;
- Recreational space for pickle ball, badminton, volleyball, basketball;
- Crafts, singing, music rehearsal;
- Computers;
- Kitchen;
- Café
- Patio
- Community garden

Space program interests for an Older Adult Centre:

- Better spaces for active living programs, arts and crafts;
- Social spaces, conversation areas;
- Variety of room sizes for a variety of groups (with technology);
- Larger billiards / cards / games room;
- Kitchen.

Recommended Functional Space Program

The table below outlines the recommended functional space program for a replacement Older Adult Centre and an expansion to the WMRC to provide additional space for general community use. It should be noted that while there is dedicated space for older adults included in these recommendations, there are also spaces that could be used for older adult programming could also be accessible for general community use when available. With Council approval, this recommended functional space program will serve as the basis of the feasibility study. The number of spaces, sizes, amenities and layout will be explored during the feasibility study.

Item	Space	Qty.	Space Description	Potential Uses	Rationale
1	Multi-Purpose Activity Court	1	Mid-size activity court with appropriate sports flooring, high ceilings, sports lines and amenities.	Community and City offered programs, drop-in recreation activities, special events, City events.	Municipally owned gym spaces within City are consistently booked for competitive sport activities. Will allow for multiple uses.
2	Walking Track	1	Secondary track for walkers.	Primarily for adult use dedicated for walking only.	Increasing club usage of existing track, and existing conflicts between runners and walkers.
3	Activity Rooms	2 or more	Specifically designed rooms to support fitness classes and dry land training.	Community and City offered group exercise classes (yoga, tai chi, fit pac, etc.)	Identified in Older Adult Recreation Strategy and through consultation as a need now and in the future.
4	Flexible Program Space	1 or more	Allocation of space for arts and crafts, WWLHIN-funded programs or other non-fitness related activities.	WWLHIN-funded programs. Community and City offered programs leisure programs	Space for Seniors Day Program and for broader range of leisure activities.
5	Flexible Dining Space	1	Space for Lunch Program that can be used for other programs when available	WWLHIN-funded programs. Community and City offered programs	Identified need through consultation.

Item	Space	Qty.	Space Description	Potential Uses	Rationale
6	Flexible Community Hall	1	Divisible space to allow for a variety of function sizes. Maximum capacity of 100 persons.	Community and City offered programs, performances, group rentals, and special events.	Relocation of ARC to WMRC requires a flexible space for large group meetings, performance rehearsal space, etc.
7	Renovated Entrance / Gathering Space	1	Renovation to existing building entrance to create a more welcoming atmosphere for all users with comfortable furniture.	Gathering, socializing, resting.	Core function of building.
8	Storage	-	Variety of storage spaces throughout the building.	Community and City storage for general equipment.	Core function of building.
9	Kitchen	1	Commercial grade kitchen.	WWLHIN-funded Seniors Day and Lunch Programs. Potential for community/city use.	Core function for WWLHIN-funded programs; popular through consultation.
10	Separate Entrance / Reception for Older Adult Component	1	Welcoming entry and reception area for older adults to rest, get oriented, and connect with staff.	Gathering, socializing, resting.	Important in consultation; core function of building.
11	Gathering Lounge for Older Adults	1	Dedicated space. Welcoming gathering space with comfortable furniture, quiet.	Gathering, socializing, resting.	Identified in Older Adult Recreation Strategy and consultation.
12	Games Room for Older Adults	1	Dedicated space for older adults.	Drop-in uses.	Popular through consultation.
14	Older Adult Washroom	1	AODA compliant washroom facilities dedicated for use by older adults with appropriate storage.	n/a	Core function of building; best practice; identified as required in consultation.
15	Admin. Space / Offices	1	Offices for use by City staff; designed as per City standards. Private client consultation space.	Program delivery staff space and customers.	Core function of building.

Parking Access at WMRC

Some residents expressed concern about potential access to parking at an expanded WMRC. The project consultants have completed a parking study at ARC and WMRC to understand the potential increase in parking demand if a co-located older adult centre is pursued at WMRC. The study indicates that there will be sufficient surface parking on a day-to-day basis to accommodate the increased number of visitors to WMRC. The study recommends improvements to parking lot layout and an increase in accessible parking spots. This will be further explored during the feasibility study.

It should be noted, however, that major events can impact parking at WMRC. The proposal for the Festival Heart in Waterloo Park may potentially impact WMRC parking when a larger festival is taking place. Collaborative programming and parking strategies may be required to ensure WMRC customer parking needs can be met during these and other peak demand periods.

Transit and Pedestrian Access at WMRC

Some residents raised concerns about the lack of transit access to WMRC along Father David Bauer Drive. Staff has met with Grand River Transit (GRT) to discuss possibilities for improving transit access. GRT does not have plans for a bus route along Father David Bauer Drive. With the pending start of the ION service, GRT is implementing a new service delivery model with the goal of creating more direct bus routes along major arteries and aiming to provide transit access within a walking distance of 450 m. The nearest bus stop to WMRC is on Erb Street, approximately 360 m from the front doors of WMRC. GRT is willing to collaborate with the City to improve pedestrian access from Erb Street via Roslin Avenue N. and/or Avondale Avenue N. With Council approval, active transportation staff will prioritise planning for these improvements over 2017/2018. For those residents with mobility challenges, other services will be an option such as Mobility Plus and the City's own senior's transportation program.

Programming Continuity at ARC and Wing 404

Should disposition of ARC and/or Wing 404 be pursued, it is critical that existing programs and customers using these facilities be able to continue in these spaces until the expansion to WMRC is completed and operational. Many of the programs, such as the Seniors Day program at ARC, have unique needs and could not be relocated to other existing city facilities on a temporary basis. For this reason, any disposition process will need to provide for continued use of ARC and Wing 404 until any possible future construction at WMRC is completed.

Limitations of ARC and Wing 404 Facilities and Relocation Value Proposition

During the consultation process for both the Older Adult Recreation Strategy and the Needs Assessment Study, many challenges with the existing older adult facilities were noted. For example, parking is a challenge at ARC and these challenges have increased as parking spots have been reduced to accommodate LRT. The hallways are narrow, washrooms are not well designed for those with mobility challenges, and the elevator is small. Storage is also limited. Both ARC and Wing 404 are older buildings

that are not designed to accommodate the programming of interest to older adults of today and the future. Neither facility has program rooms designed for active programs or for arts and crafts. Both buildings would require significant changes to meet AODA standards, as well as significant investment for general maintenance.

A new older adult centre would be designed to AODA standards and would have the type of programming spaces needed for programs of interest to older adults. A new facility would allow for an expanded range of programs. Additionally, there is adequate surface lot parking at WMRC to meet longer term day to day customer needs.

WMRC Site Constraints

Building on the WMRC site will require acknowledgement of flood plain restrictions and storm water management needs. These will be key engineering considerations for any WMRC expansion and research in this regard will be included as part of the feasibility study. GRCA approval will be required for some areas of the site.

Alternative Sites in Uptown

Through the consultation process, some residents expressed an interest in seeing a new Older Adult Centre constructed on the existing ARC site as part of a new development. Others suggested finding a location elsewhere in the Uptown closer to King Street.

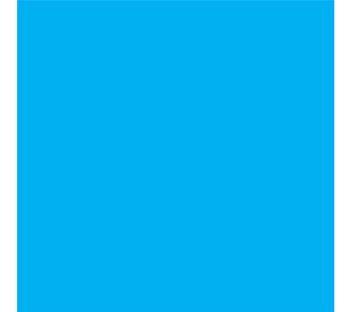
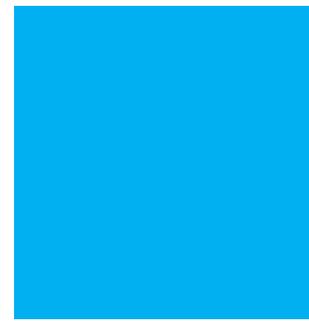
Staff did a preliminary exploration of the option of rebuilding on the ARC site as part of a larger project. Given site constraints this option is not recommended. To allow for a new Older Adult Centre on the site, a parking structure would be required as part of the project. Due to the high water table, underground parking would be limited to one level and a few levels of parking above ground would likely be required. This means that an older adult centre would be accessible only by elevators or stairs as it could not be located on the ground floor. This may present logistical or safety issues for users and staff.

Given Council's strategic direction to focus on creating employment opportunities within the Uptown and the scarcity of developable land, consideration of others sites in the Uptown is not advisable. Other sites would not offer the opportunities for integration and efficiency provided by the WMRC site, and locating a recreation centre on other Uptown sites would not represent the best use of land, and would also result in lost future tax revenue.

Waterloo Recreation Facility Study:

To explore WMRC expansion and Older Adult Centre replacement, Phase 1: Needs Assessment

DRAFT Final Report
April 2017



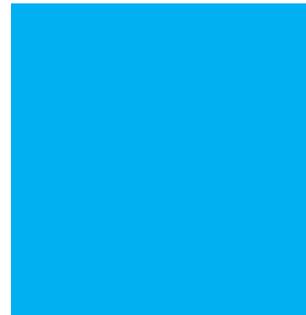
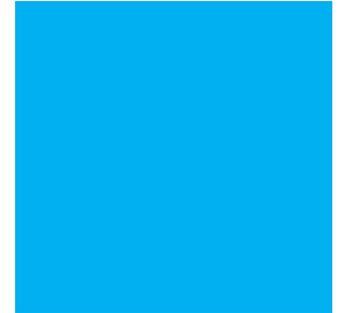
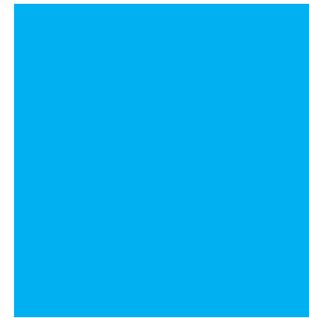
Acknowledgements

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Executive Summary

Study Scope and Purpose

The Waterloo Recreation Facility Study: To explore WMRC expansion and Older Adult Centre replacement, Phase 1: Needs Assessment has two key areas of focus:

1. Specifically addressing the recreation facility needs of older adults through the consideration of a new older adult recreation centre (OAC) to replace the Adult Recreation Centre (ARC) and / or the Wing 404 RCAFA Rotary Adult Centre (Wing 404); and
2. Addressing the more general recreation needs of the growing local population through the consideration of an addition / expansion to the Waterloo Memorial Recreation Complex (WRMC).

This study also considers the budget limitations of \$10.67M, as identified in the 2020 capital forecast for an expansion of the WMRC to support general community recreation needs, and proceeds from the possible disposition of ARC and/or Wing 404 to fund a replacement OAC.

This report provides a picture of the following elements:

- Community need for new recreation spaces – critical due diligence to allow the consultation to date (including that as part of this process) to be placed in the context of broader analysis of city growth planning;

- Recreation trends related to general recreation as well as a focus on how the types of spaces and programs that Older Adults wish to participate in are changing; and,
- Proposed functional building program intended to define the core elements of an expanded WMRC building and guide the design process.

The purpose of this document is to provide greater science around the perception of need, which to date has been based solely on a range of consultation exercises, including the Older Adult Recreation Strategy. The intent of this planning exercise is to separate out “need” from “want,” so that City decision-makers have a full understanding of the impacts of their decisions regarding the potential expansion of the WMRC to satisfy the recreation needs of the general community and older adults today and well into the future, as well as the future of the Older Adult Recreation Centres.

Process

The Phase 1: Needs Assessment is the first stage of a two stage work plan. It included initial project start-up tasks, a review of background materials, as well as the first stage of public and stakeholder consultations. Using this information, a needs assessment was undertaken. This included a demographics analysis, analysis of existing utilization data, recreation trends, and review of existing planning work. This work then informed consideration of the appropriateness of WMRC as the site for a replacement OAC, and the identification of basic needs for an addition / expansion at the Waterloo Memorial Recreation Complex to support a growing community and a replacement Older Adult Recreation Centre, complete with a proposed functional program.

Community and Staff Engagement Process

The Phase 1 consultation and engagement process involved events and activities for municipal staff, service clubs, and the general public (including local residents, young adults, families, and older adults).

The process included the following elements:

- Two Visioning Sessions with Key Staff and Stakeholders (November 15 + 17, 2016);
- Guiding Principles Workshop with Project Committee (December 5, 2016);
- Seven Staff Focus Groups (December 12 + 13, 2016);
- Two Community Workshops (January 25, 2017); and
- Online Survey – via engage Waterloo (January 26 – February 1, 2017).

Summary of Results

Based on the demographic analysis (presented in Section 3), a number of key conclusions were identified, including:

- Ensuring access to a broad range of social, recreation, and community services is required to improve the overall quality of life for local residents.
- Providing a variety of programming opportunities to appeal to the city's demographic profile will be important in the future.
- Planning for a broad range of uses and users within the realm of community recreation is important, as users of the facility will be a mix of local residents / groups and groups serving a city-wide or region-wide mandate.

Based on the analysis of the existing in-scope facilities (see Section 4), key conclusions and potential opportunities began to emerge related to future programming and spaces. These are summarized as follows:

- 1. Gap in General Adult Programming:** Provide opportunities for general adult programs and activities that support the inclusion of all community members.
- 2. Lack of Program Variety:** Provide opportunities for non-activity related programs such as health and wellness, hobbies, arts and crafts, travel, etc.
- 3. Lack of Appropriate Spaces for Active Programs:** Provide properly equipped spaces appropriate for a range of active programs and uses.
- 4. Flexibility of Key Spaces is Currently Limited at ARC:** Provide a variety of flexible recreation program spaces for use by a range of users and user groups.
- 5. WMRC Currently Lacks Multi-Functional Dynamic:** There is the opportunity to compliment the pool use with other older adult and general recreation programs. Moving forward, there is a key opportunity to provide these programs in an integrated multi-generational facility with properly equipped and flexible spaces.

The opportunity also exists to renovate existing under-utilized spaces into better equipped and flexible program / meeting spaces to accommodate a variety of general community recreation and older adult programs and needs.

Planning for Recreation Facilities

The need for recreation facilities has been established by looking at a range of measures including the Recreation and Leisure Services Master Plan (see Section 2), population growth (see Section 3.4), standards of provision, existing facility conditions, and current utilization (see Section 4).

While the purpose of this exercise is not to undertake a complete recreation master planning process, it is important to look at the broad range of possible future uses for an expanded WMRC facility that potentially includes the relocation of programs from the ARC and/or Wing 404 facilities. The range of possible uses is discussed in detail in Section 7.

The City has recognized the importance of shifting the focus of the WMRC towards more of a community recreation centred model (rather than an event centred model) in the future. This shift will enable the facility to operate on a more consistent basis. For example, at present, when large events are held at the WMRC regular programming often gets cancelled and there are challenges related to parking. These issues can largely be avoided by shifting the focus to more general, community-focused recreational uses.

Recommended Functional Program

The key program spaces (new or renovated) emerging for inclusion in an expanded WMRC combined with a relocated ARC and / or Wing 404 are identified below (see Section 8 for details related to spaces, rationale, potential uses and users, etc.). The ice arena is proposed to remain unchanged at this time and therefore is not identified.

- Swimplex (expanded alternate needs change room)
- Multi-Purpose Activity Court
- Dedicated Walking Track
- Activity Rooms
- Flexible Program Space(s)
- Flexible Dining Space
- Flexible Community Hall
- Renovated WMRC Entrance / General Gathering Space
- Kitchen
- Games Room
- Computer Room
- Administrative Space / Offices
- Storage
- Separate Entrance / Reception Area for Older Adult Component
- Dedicated Gathering Lounge for Older Adults
- Dedicated Washroom Facility for Older Adult Component

Recommended Next Steps

1. Based on a balance of factors (see Section 10 for details), it is recommended that the City of Waterloo actively consider the relocation and enhancement of the ARC and Wing 404 facilities and their operations, and further, that this involve colocation at the WMRC. While recognizing the benefit of geographically decentralized facilities, namely two older adult recreation centre locations within the city, there is likely a greater benefit by centralizing the functions.
2. Looking at needs and opportunities, define which recommended functional program elements are growth related in order to

determine a finalized functional program for an expanded WMRC. Further, the applicability of Development Charges funding to specific elements of the project shall be confirmed.

3. Further investigate the potential room adjacencies and layout options required to successfully incorporate a separate, yet connected older adult component, including WWLHIN-funded programs, into the WMRC through an expansion.
4. Undertake a feasibility assessment to gain an understanding of the financial feasibility of the capital and operating requirements. This will also provide an understanding of the potential operational efficiencies that could occur in the development of a multi-generational facility through an expansion of the WMRC to accommodate older adult programs and services.
5. Preliminary planning for transition of programming from ARC and Wing 404 to the WMRC. It is recommended that the City plan to continue programming at ARC and Wing 404 until a new WMRC expansion becomes operational so as to avoid impact and disruption to older adult programming.
6. Continue discussions with Grand River Transit related to improving transit and pedestrian access to the WMRC.
7. Continue to explore parking strategies to ensure adequate parking is available at the WMRC for customers considering not only increased number of WMRC customers, but also increasing parking demands in the broader area surrounding the WMRC.

1 Introduction

1.1. Purpose and Scope

The Waterloo Recreation Facility Study: To explore WMRC expansion and Older Adult Centre replacement, Phase 1: Needs Assessment has two distinct aims:

1. Specifically addressing the recreation facility needs of older adults through the consideration of a new older adult recreation centre (OAC) to replace the Adult Recreation Centre (ARC) and / or the Wing 404 RCAFA Rotary Adult Centre (Wing 404); and
2. Addressing the more general recreation needs of the growing local population through the consideration of an addition / expansion to the Waterloo Memorial Recreation Complex (WRMC).

This study also considers the budget limitations of \$10.67M, as identified in the 2020 capital forecast for an expansion of the WMRC to support general community recreation needs, and proceeds from the possible disposition of ARC and / or Wing 404 to fund a replacement OAC.

The purpose of this report is to provide a picture of the following elements:

- Community need for new recreation spaces – critical due diligence to allow the consultation to date (including that as part of this process) to be placed in the context of broader analysis of city growth planning;

- Recreation trends related to general recreation as well as a focus on how the types of spaces and programs that Older Adults wish to participate in are changing; and,
- Proposed functional building program intended to define the core elements of an expanded WMRC building and guide the design process.

1.2. Project Process

The Waterloo Recreation Facility Study project will be undertaken in a two (2) phase approach. This report includes the deliverables of Phase 1: Needs Assessment, once finalized and pending approval by Council to proceed, the project will move into Phase 2: Feasibility Study.

Phase 1: Needs Assessment

The first stage of the work plan included initial project start-up tasks, a review of background materials, as well as the first stage of public and stakeholder consultations. Using this information, a needs assessment was undertaken. This included a demographics analysis, analysis of existing utilization data, recreation trends, and review of existing planning work. This work then informed consideration of the appropriateness of WMRC as the site for a replacement OAC, and the identification of basic needs for an addition / expansion at the Waterloo Memorial Recreation Complex to support a growing community and a replacement Older Adult Recreation Centre, complete with a proposed functional program.

Phase 2: Feasibility Study

Pending Council approval to proceed, the second phase will include a detailed site evaluation, conceptual design and schematic design process for the two integrated projects:

1. Possible future construction of an expansion to the WMRC.
2. Possible new OAC on the same site, to replace ARC and / or Wing 404.

Phase 2 will also include a management plan addressing operating income requirements, future capital expenditures related to new system life cycles, construction cost estimates, and cost / benefit implications from an economic, environmental, social viability and sustainability perspective. The outcomes of Phase 2 will help the City to proceed with site plan approval and the final design / construction of the project from 2018-2020. During this phase, staff will also begin planning for transition of programming from ARC and / or Wing 404 to the new space at the WMRC to minimize any impact on current and future customers.

1.3.Context of Recreation Facilities

1.3.1.Regional Context

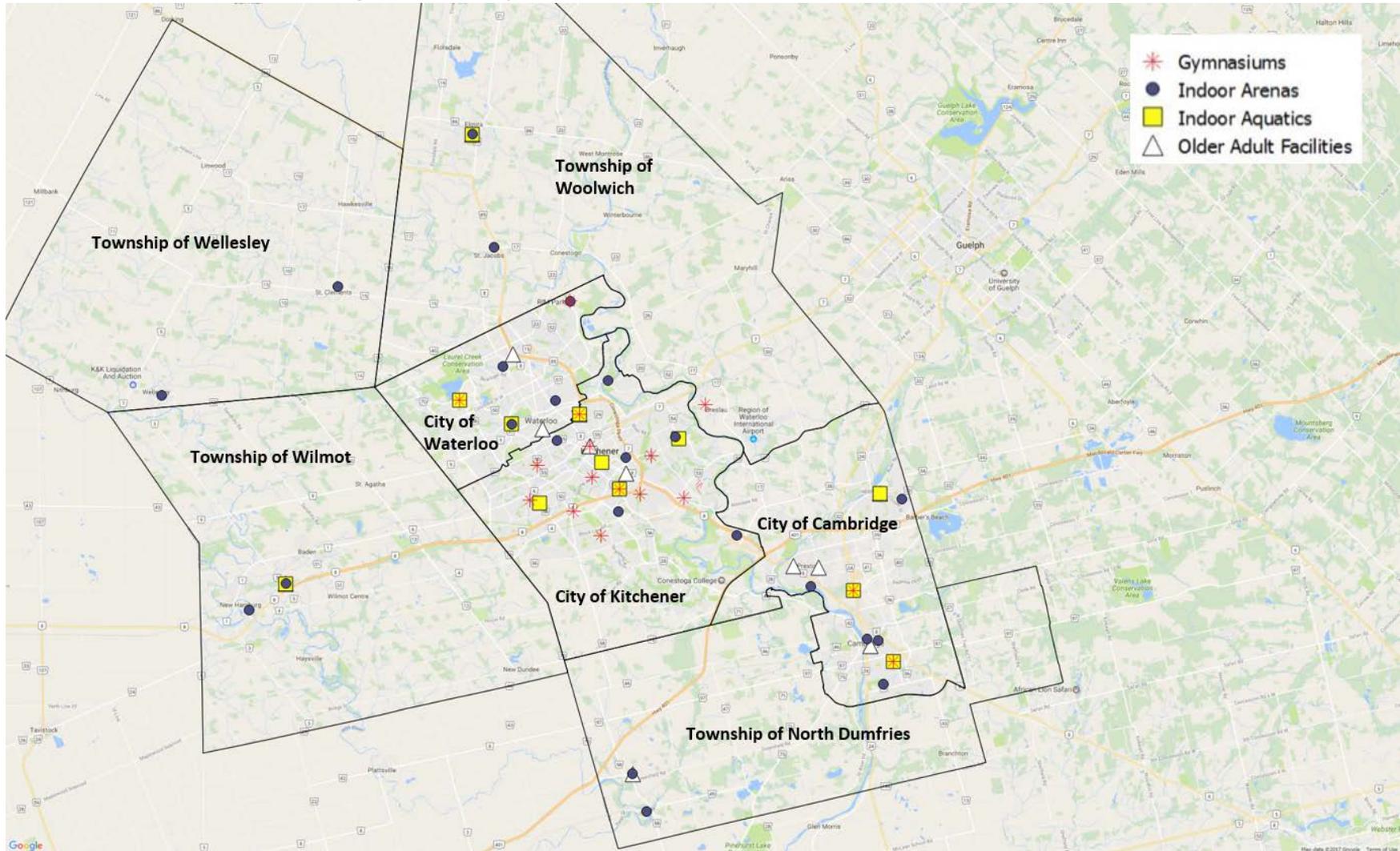
The Region of Waterloo is comprised of seven lower tier municipalities, with recreation facilities mostly focused in the urban centres of Waterloo, Kitchener and Cambridge.

While there are numerous community recreation facilities across the region offering a variety of amenities, the following map identifies only those facilities within the region that include an ice pad, an indoor aquatics facility, and / or a gymnasium. Older adult facilities are also identified, including both standalone facilities and those

integrated within a larger community facility. Schools and private facilities are not included.

As can be seen (Exhibit 1), there is a concentration of recreation facilities focused in the cities of Waterloo, Kitchener, and Cambridge. In addition, there are 3 YMCA facilities, one located within each city, that provide additional recreation services to those residents who are members. The Stork Family YMCA, located in the City of Waterloo, opened in 2011.

Exhibit 1: Select Recreation Facilities – Regional Location Map



1.3.2. Local Context

The City of Waterloo provides recreation facilities on a city-wide basis intended for use by all residents. The City owns and operates five (5) indoor recreation facilities for general community use:

1. Waterloo Memorial Recreation Complex (WMRC);
2. Manulife Financial Sportsplex and Healthy Living Centre at RIM Park (RIM Park);
3. Albert McCormick Community Centre;
4. Moses Springer Community Centre; and
5. Bechtel Park (field house).

The City also operates two (2) facilities geared towards older adults:

6. Adult Recreation Centre (ARC); and
7. Wing 404 RCAFA Rotary Adult Centre (Wing 404).

Both of these facilities are recognized by the Older Adult Centres' Association of Ontario (OACAO). Each facility currently receives an annual Elderly Persons Centre grant of \$32,000 from the Ministry of Health and Long Term Care (for a total of \$64,000). The future of the City receiving these grants is uncertain at this time if one or both of the older adult recreation centres are relocated to the WMRC.

The WMRC and RIM Park are the City's two major recreation facilities, providing a broad range of indoor recreation opportunities for residents in centralized locations. The selection of the WMRC as the preferred location for expansion supports the City's centralized approach to facility planning, coupled with the intensification of the Uptown and surrounding area.

It should be noted that the City of Waterloo's centralized approach to recreation facility provision differs from that of the City of Kitchener and City of Cambridge. Kitchener and Cambridge provide recreation opportunities on more of a neighbourhood scale. This results in a larger number of smaller facilities located throughout the cities.

While residents within the region often cross city boundaries to use recreation facilities, the City of Waterloo should provide a wide array of recreation facilities for its own residents to contribute to a high quality of life.

1.4. Framework of Analysis

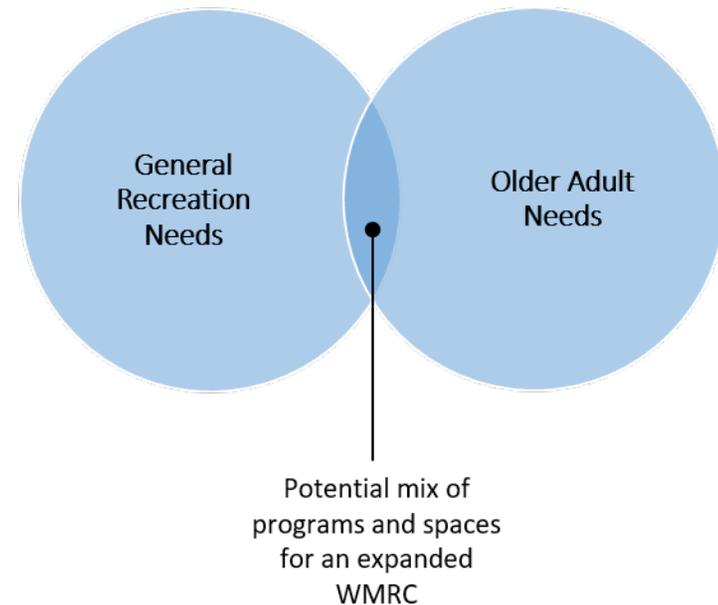
This document reflects the framework underlying the project. The needs assessment, and the concept design process that will follow, pending Council approval, will ensure a current assessment of needs and opportunities.

The information outlined in this document is rooted in the following framework:

- Evidence of need now and in the long-term, based on a detailed community profile, policy review and asset scan of existing facilities;
- Best practice and trends;
- Consultation – engaged and wide ranging;
- Potential capital investment required and cost avoidance of relocating the Older Adult Recreation Centres to the WMRC and considering synergies; and
- The experience of the consulting team in estimating both need and harnessing opportunity for innovative solutions to community facilities planning that reflect the interests of those who will use the facility.

The purpose of this document is to provide greater science around the perception of need, which to date has been based solely on a range of consultation exercises, including the Older Adult Recreation Strategy. The intent of this planning exercise is to separate out “need” from “want,” so that City decision-makers have a full understanding of the impacts of their decisions regarding the potential expansion of the WMRC to satisfy the recreation needs of the general community and older adults today and well into the future, as well as the future of the Older Adult Recreation Centres.

Exhibit 2: Potential Mix of Programs and Spaces



2 Policy Review

The development of the Recreation Facility Study: To explore WMRC expansion and Older Adult Centre replacement, Phase 1: Needs Assessment for the City of Waterloo is situated within a supportive landscape of national, provincial, and municipal policies and priorities for the development of sustainable and accessible

Exhibit 3: Summary Matrix of Policy and Supporting Documents

community recreation facilities and programming. These policies and priorities further fosters leisure opportunities in a manner which limits potential social and economic barriers to participation.

Policy	General Overview	Link to Waterloo Recreation Facility Study: To explore WMRC expansion and Older Adult Centre replacement Phase 1: Needs Assessment
National		
Pathways to Wellbeing: A Framework for Recreation in Canada (2014)	The purpose of this document is to ultimately coordinate policies and practices in jurisdictions across Canada aiming to “improve the wellbeing of individuals, communities, and the built and natural environments.” Key goals and priorities include (1) foster active living through physical recreation; (2) increase inclusion and access to recreation for populations that face constraints to participation; (3) help people connect with nature through recreation; (4) ensure the provision of supportive physical and social environments that encourage participation in recreation and build strong, caring communities; and (5) grow and sustain the capacity of the recreation field.	<p>The City can continue to fulfill the overall goals and objectives identified within the document by providing additional high-quality, accessible recreation opportunities; and ensuring equitable access to recreational experiences that are accessible and welcoming to all. This can be done through the addition to / renovation of the WMRC building, the expanded range of programs that will occur there, and through site design and providing connections to Waterloo Park. This could include expanding program opportunities from the building into the park.</p> <p>According to Pathways to Wellbeing, providing spaces for all types of recreation can have positive benefits for the community. It can enhance mental, social and physical wellbeing; help build strong families and communities; help people connect with nature; and, provide economic benefits by investing in recreation.</p>

Policy	General Overview	Link to Waterloo Recreation Facility Study: To explore WMRC expansion and Older Adult Centre replacement Phase 1: Needs Assessment
Provincial		
Provincial Policy Statements	<p>Issued under the Planning Act, the Provincial Policy Statement (PPS, 2015) contains overarching policy directions on matters of provincial interest related to land use planning and development. Policy 1.5.1(b) of the PPS identifies that healthy, active communities should be promoted by <i>“planning and providing for a full range and equitable distribution of publicly-accessible built and natural settings for recreation, including facilities, parklands, public spaces, open space areas, trails and linkages, and, where practical, water-based resources.”</i></p>	<p>Providing a broad range of publicly-accessible spaces within the WMRC expansion / addition by the City will help to further promote Waterloo as a healthy and active community.</p>
Places to Grow – Proposed Growth Plan for the Greater Golden Horseshoe (2016)	<p>Places to Grow is Ontario’s initiative to plan for growth and development to support economic prosperity, protect the environment and help communities to achieve a high quality of life. It establishes the long-term framework for where and how the region will grow while recognizing the realities facing cities. Urban centres will be characterized by vibrant and more compact settlement and development patterns, providing diverse opportunities for living, working and enjoying culture. A key guiding principle of the plan is to design complete communities that meet people’s needs for daily living through an entire lifetime, and support healthy and active lifestyles.</p> <p>Within the Plan, Waterloo’s Uptown area is identified as an Urban Growth Centre, which are to be planned as focal areas for investment in regional public service facilities, as well as commercial, recreational, cultural and entertainment uses.</p>	<p>The planning of key recreational assets within or in proximity to the Uptown Waterloo Urban Growth Centre (as defined in the Plan) will work towards fulfilling the planning mandate established in the Places to Grow Plan, by supporting a healthy and active lifestyle for residents.</p>

Policy	General Overview	Link to Waterloo Recreation Facility Study: To explore WMRC expansion and Older Adult Centre replacement Phase 1: Needs Assessment
Parks and Recreation Ontario (PRO) Affordable Access to Recreation for Ontarians Policy Framework (2009)	In 2005, PRO endorsed the national policy statement “Access to Recreation for Low-Income Families” and established the Ontario Task Group on Affordable Access to Recreation for Low-Income Families. In 2009, the Task Group released Affordable Access to Recreation for Ontarians Policy Framework, which provides a structure to coordinate community, private sector and government efforts related to the provision of affordable recreation. Priority policy strategies include maximizing community access to community space; developing community-based partnerships; and building awareness among marginalized populations.	The City has the opportunity to incorporate a broad range of spaces and programs, related to affordability, age, interests, etc., into an expanded WMRC to reflect the socio-economic characteristics of the community.
Accessibility for Ontarians with Disabilities (AODA) Act (2005)	The Act includes mandatory accessibility standards aimed at identifying, removing, and preventing barriers for people with disabilities, with the goal of making Ontario fully accessible by 2025. The AODA applies to all levels of government, non-profits, and private sector businesses across Ontario, and consists of five regulatory standards. The area that is most pertinent to built infrastructure is the Design of Public Spaces Standard, which is contained within the Integrated Accessibility Standards Regulation. The Design of Public Spaces Standard establishes a minimum set of technical design requirements that apply to: accessible parking; service elements; and maintaining accessible public spaces; among other items. These standards apply to both new development and redevelopment, but are not retroactive for elements that existed prior to the phase-in period (now in full effect).	<p>Technical building standards relating to the accessibility of the recreation facilities considered within the Feasibility Study is largely governed by the Ontario Building Code and the City’s Accessibility Plan. Issues of accessibility will be looked at in more detail during future design phases on the project.</p> <p>The City’s accessibility plan identifies that an accessibility audit was completed on all municipal facilities in 2013. During the future design phases, the information related to WMRC (and ARC and Wing 404 to some degree) will be taken into consideration.</p>

Policy	General Overview	Link to Waterloo Recreation Facility Study: To explore WMRC expansion and Older Adult Centre replacement Phase 1: Needs Assessment
Municipal		
City of Waterloo Strategic Plan 2015-2018	<p>The Strategic Plan identifies the needs, goals, values and aspirations of the community for the future. The vision reads: Waterloo is world-recognized for discovery, built on the strengths of our people and centred on entrepreneurship and opportunity, creating a vibrant, sustainable, welcoming and prosperous community. The plan is centered on 6 key priorities: multi-modal transportation, infrastructure renewal, strong community, environmental leadership, corporate excellence, and economic development. A key objective of the Infrastructure Renewal Goal is to “Plan, build and upgrade infrastructure to support growth and urban intensification, ensuring core needs are met.”</p>	<p>With the potential development of the WMRC addition and relocation of older adult programming, the City is working towards the goals and objectives set out in the Strategic Plan, particularly related to infrastructure renewal. Upgrading and replacing recreation infrastructure for a growing and intensified population, in the Uptown area in particular, is important to the future success of the City and Region as a whole.</p>
City of Waterloo Official Plan (2014)	<p>The Official Plan is a framework document used by the City for land use decision-making. The plan recognizes the importance of “planning for a wide range of arts, culture, recreation and leisure opportunities” to meet the needs of the broad community and contribute to the resident’s quality of life.</p> <p>Due to the fact that the Uptown area has been designated as an Urban Growth Centre and Primary Node in the Growth Plan, the City’s Official Plan recognizes that Uptown Waterloo needs to be planned to serve as a major focal point for strategic investment, including in recreation uses.</p>	<p>One of the relevant objectives within the plan speaks to encouraging the development of facilities and programs that incorporate a mix of uses as a way of providing recreation and leisure opportunities to residents. By co-locating an Older Adult Centre at the WMRC, the City would be helping to achieve this objective, and this would likely contribute to the overall vibrancy of the centre by encouraging intergenerational interactions.</p>

Policy	General Overview	Link to Waterloo Recreation Facility Study: To explore WMRC expansion and Older Adult Centre replacement Phase 1: Needs Assessment
Recreation and Leisure Services Master Plan (2008)	<p>This plan is centered on a vision statement which reads “Waterloo residents will have access to a diverse and balanced array of recreation and leisure opportunities that respond to evolving resident interests, improve resident health and well-being, and facilitate individual and community participation, development and leadership.”</p> <p>A key recommendation identified in this plan relates to Multi-Use / Multi-Partner Approaches. It reads “that the City of Waterloo, for all major recreation and leisure facility renewal and new facility development initiatives, investigate in depth the potential for a wide range of multiple use opportunities within a single facility venue, as well as multi-partner participation.”</p>	<p>The City has the opportunity to contribute to enriching the quality of life for Waterloo residents through the development of a new Older Adult Centre and WMRC addition by providing inclusive services and further encouraging broad-based and active lifestyles contributing to improved health, well-being and personal development.</p> <p>By developing a new Older Adult Centre at the existing WMRC site and expanding the existing building to accommodate additional space for general recreation programs, the City would be focusing new recreation opportunities towards key venues already existing within the City (in this case the WMRC), providing residents with a wide range of uses in one centralized location.</p> <p>Partnership opportunities will also be an important consideration moving forward. For example, staff indicated that the YMCA has expressed interest in running wellness programs for those with low mobility, chronic disease, etc. These types of programs align well with Older Adult Centres and were recommended for further development as an outcome of the Older Adult Recreation Strategy.</p>
Older Adult Recreation Strategy (2015)	<p>The Older Adult Recreation Strategy (OARS) was completed by the City in 2015 through extensive consultation with the community. The strategy focuses on five goal areas: program delivery, volunteers, fees and charges, recreation facilities, and WWLHIN-funded programs. Key recommendations include expanding the spectrum of recreation opportunities to meet the varied interests of</p>	<p>Potential future opportunities related to key spaces were identified within the strategy, including informal socialization and gathering space, flexible programming spaces, spaces appropriate for active living programs (with mirrors, etc.), welcoming reception area, and sufficient storage space. These will be important considerations for the building program of a new older adult facility and for potentially</p>

Policy	General Overview	Link to Waterloo Recreation Facility Study: To explore WMRC expansion and Older Adult Centre replacement Phase 1: Needs Assessment
	<p>adults of all ages (i.e. lifelong learning, educational sessions, art, cooking, unique activities, flexibility for drop-in, etc.) and exploring the opportunity to build a new older adult recreation facility.</p> <p>A key outcome of the OARS identified the preference of older adults for a separate, yet co-located facility as part of a larger recreation centre (WMRC was identified as the preferred location due to its proximity to Uptown).</p>	<p>leveraging other internal recreation spaces within the city.</p>
Age Friendly Cities Report (2013)	<p>In September 2011, the City of Waterloo was designated as a member of the World Health Organization (WHO) Global Network of Age-Friendly Cities. This report defines an Age-Friendly city as one that “encourages active aging by optimizing opportunities for health, participation and security in order to enhance quality of life as people age”.</p> <p>The outcomes of community engagement activities identified five key findings related to the city: (1) Waterloo is highly valued by its older residents; (2) Waterloo needs to address its stock of Age-Friendly housing; (3) Waterloo needs to improve opportunities for social participation and engagement; (4) Personal mobility is critical to maintaining senior independence; and, (5) Walkability is a behavioural rather than a physical issue.</p> <p>One of the key recommendations related to Finding 3 was “that access to multi-use senior centres is increased and unused facilities are retrofitted”.</p>	<p>As the report articulates, inter-generational interaction and learning can be an essential component to maintaining mental fitness later in life. The City has the potential to provide further opportunities for older residents to mix with others who may not be in their usual social networks and interact with other generations through the development of a multi-generational recreation facility at the WMRC site. Providing spaces and programs where socialization of all kinds can occur, including inter-generational, will only help to strengthen the city’s “Age-Friendliness”.</p>

3 Community Profile + Growth Planning

For the analysis contained in this section, Statistics Canada Census Data, Statistics Canada National Household Survey Data¹, and estimates from the Region of Waterloo were utilized to provide a full picture of how the city and region have grown over the past 15 years. While the figures may differ, the sources provide a similar picture of growth.

3.1. The City within the Region

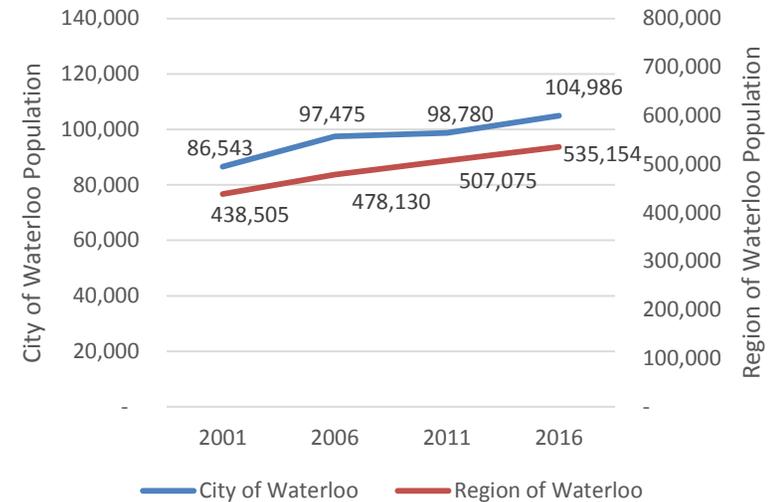
Understanding the City of Waterloo's profile and growth dynamics as compared to the region (and the province as a whole), provides a clear picture of the unique attributes of the city, how it is changing, and what this means related to planning for the population now and into the future.

3.1.1. Historical Population Growth

The new census data for 2016 (released by Statistics Canada on February 8, 2017), indicates that the city's population is nearly 105,000. This represents an increase of 6.3% from a population of 98,780 in 2011. This number excludes non-resident students², as they are not part of the permanent resident base for the city, but

does include resident students³. From this data, it is apparent that the city as a whole has grown at a slightly faster rate than both the region (5.5%) and the province (4.6%) over the past five years.

Exhibit 4: Population Growth Rate Comparison, 2001-2016



Source: Statistics Canada Census Data, 2006, 2011, 2016.

¹ It should be noted that Statistics Canada (NHS Data) reported the Global Non-Response Rate for the City of Waterloo in 2011 at 22.4%.

² For the purposes of this analysis, the term non-resident students is used to refer to non-resident post-secondary students and other foreign or temporary residents.

³ Resident students are those students who are permanent residents, or international students with a student visa, for example.

3.1.2. Age Distribution

Compared to the region, the city has a slightly younger profile, with a spike in those 20-24 years old. While this number does include resident students, it may also indicate that students are studying here, then graduating and staying to live and / or work in Waterloo or. The region’s age breakdown shows a higher proportion of children (0-14) and those in the 30-39 age bracket.

Exhibit 6: City of Waterloo Age Breakdown, 2011

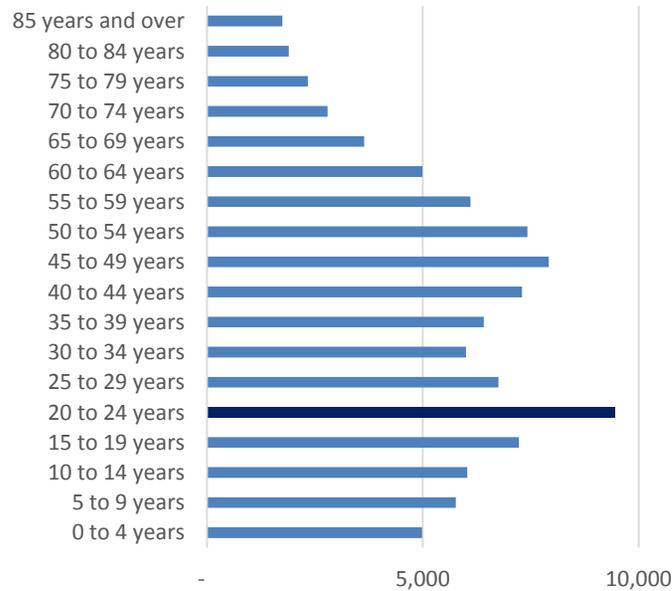
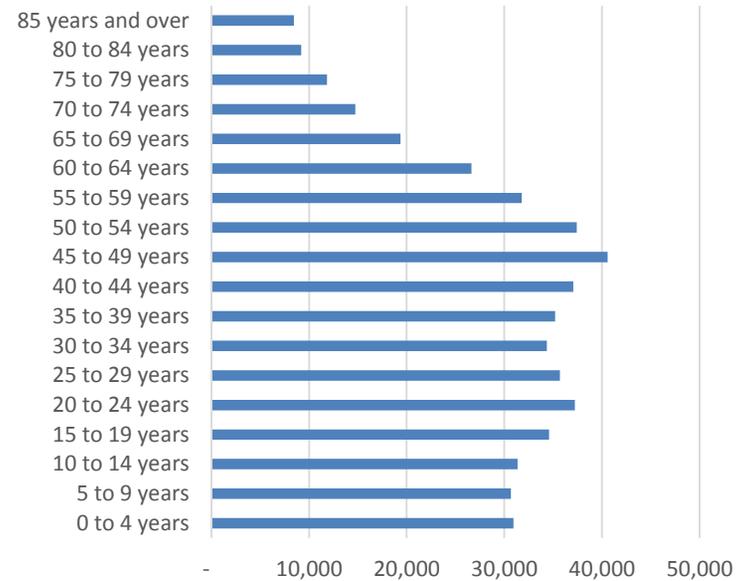
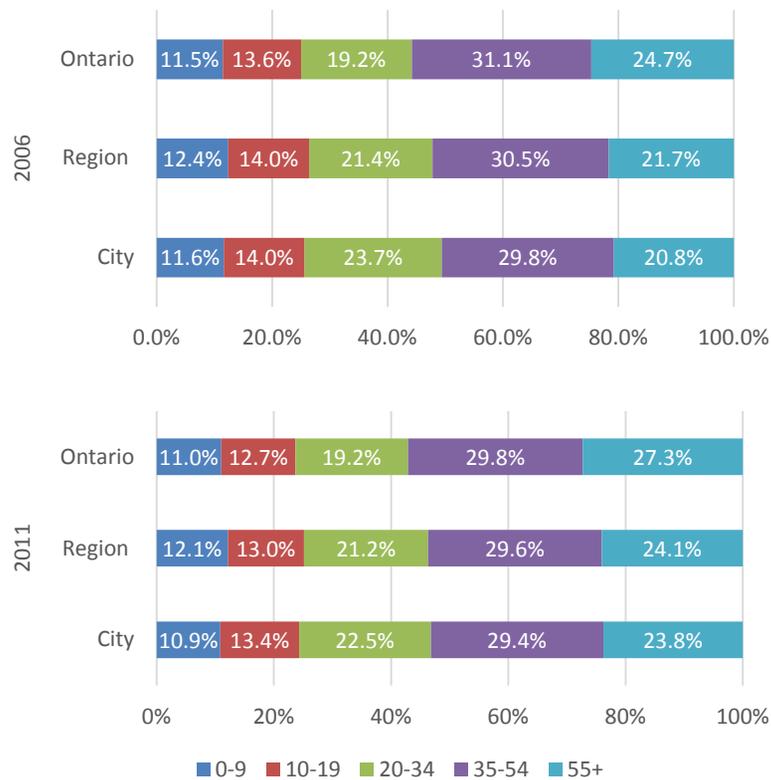


Exhibit 5: Region of Waterloo Age Breakdown, 2011



The number of older adults (55+), as a percentage of the overall population, is lower in the city than in the region and province. However, the city’s share of older adults is growing (increased by 3% between 2006 and 2011) at a slightly faster rate than the Region (2.4%) and the province (2.6%). This is the only age cohort that experienced growth during this period (based on the age cohorts defined below, and not on 5 year age cohorts), increasing its share from 20.8% of the population in 2006 to 23.8% in 2011.

Exhibit 7: Age Distribution Comparison between City, Region and Province

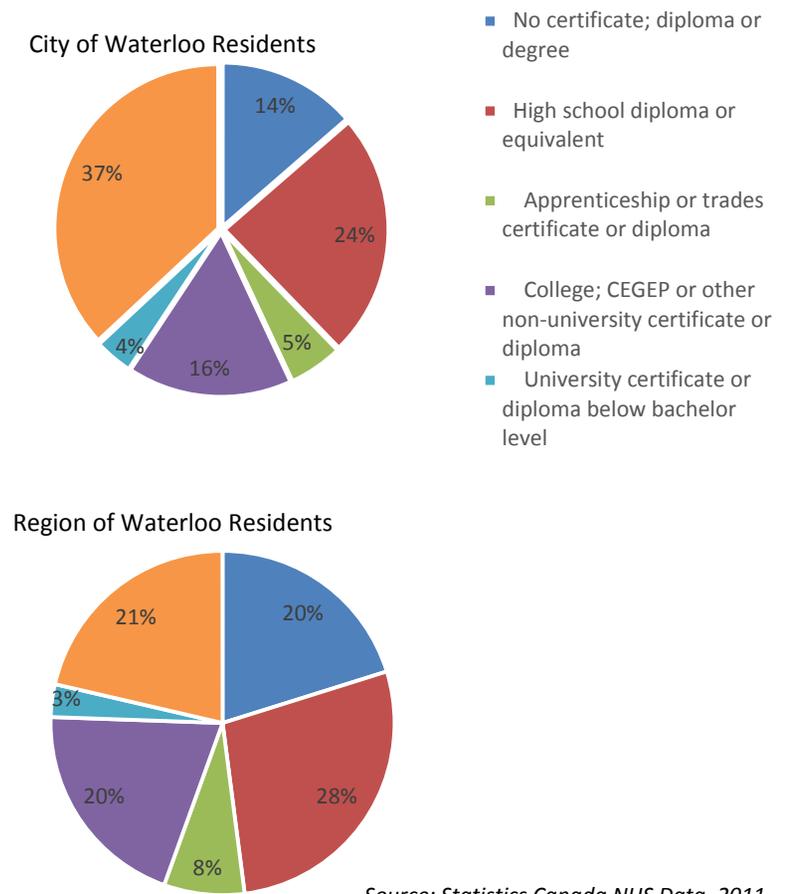


Source: Statistics Canada Census Data, 2011.

3.1.3. Education

When looking at the city as whole, a large proportion (37%) of the population aged 15 years or over hold a Bachelor’s Degree or higher. This is higher than the region’s residents (21%). The region has a more even split among those residents with Bachelor’s degrees, college diplomas (20%) and high school diplomas (28%).

Exhibit 8: Total Population Aged 15 Years and Over by Highest Certificate (2011)

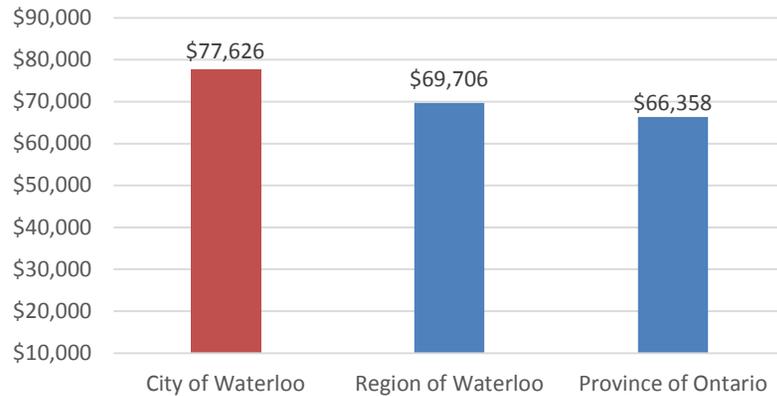


Source: Statistics Canada NHS Data, 2011.

3.1.4. Income

The median household income in the City of Waterloo is approximately \$8,000 higher than the regional median and over \$10,000 higher than the provincial median household income.

Exhibit 9: Median Household Income in 2010



Source: Statistics Canada NHS Data, 2011.

KEY FACTS:

- ✓ Smaller geography than other municipalities in the region
- ✓ A growing city within a growing region
- ✓ City is growing - specifically young adults and older adults
- ✓ Higher levels of education than the region (and province)
- ✓ Higher median income than region and province

3.2. City Profile

Utilizing data provided by the city related to recent population growth and census tract data from Statistics Canada, this section provides a more focused lens on how the various areas of the city differ, related to age, income and education.

3.2.1. Population

The Region indicates that in 2015 the city had an estimated population of 133,700 up from 127,600 in 2012, a total increase of 4.7%. It should be noted that the City data figures include a non-resident student population of approximately 25,000. This indicates that the city's population growth has remained steady over the period, with a 1.06% increase from 2014 to 2015.

Exhibit 10: City of Waterloo Population Estimates, 2012-2015

	2012	2013	2014	2015
Estimated Population⁴	127,600	130,700	132,300	133,700

Source: City of Waterloo IPPW Fact Sheet, 2016 (based on Region of Waterloo "Year-End Population and Household Estimates for the Region of Waterloo").

⁴ Includes students and other foreign / temporary residents.

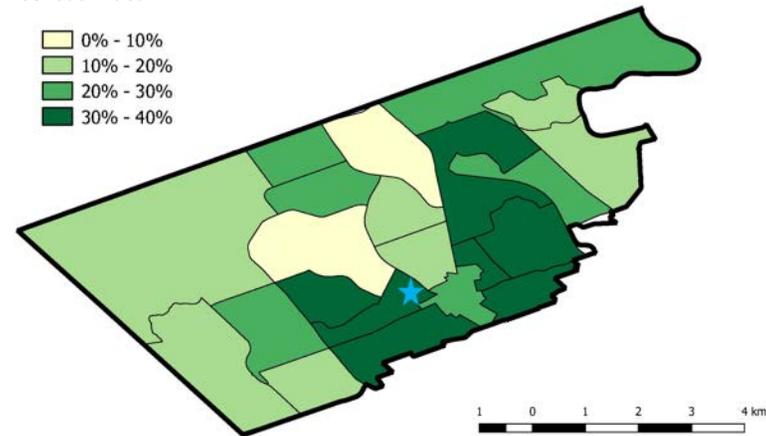
3.2.2. Age Distribution

As identified above, for the city as a whole, the proportion of older adults (55+) within the city has increased marginally (3%) between 2006 and 2011.

Taking a closer look at where residents lived based on their age it becomes apparent that there is a higher concentration of those over the age of 55 residing in the Uptown and surrounding areas. While the areas further from the core area show lower concentrations of older adults (see Exhibit 11).

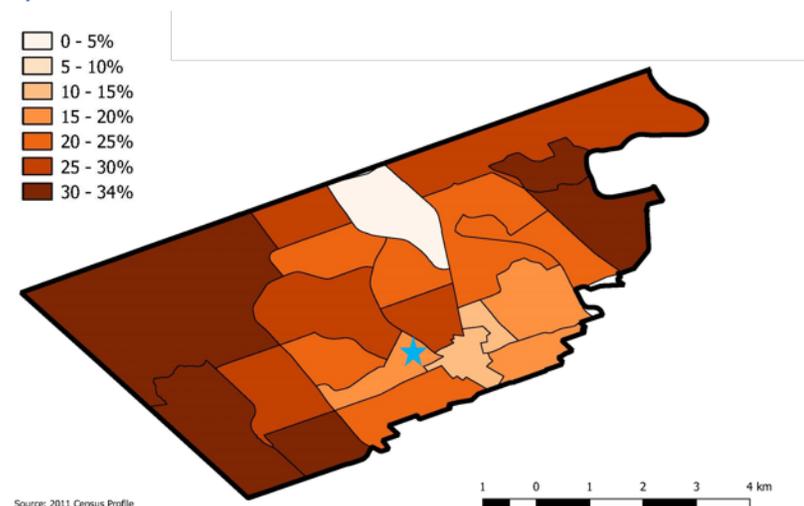
Those under the age of 19 have the highest concentrations in the more suburban areas of the city (refer to Exhibit 12). This indicates that more families with children are living in the more suburban areas and not within the Uptown and surrounding area.

Exhibit 11: Percentage of Total Population Age 55 Years or Older, by Census Tract



Source: Statistics Canada Census Profile, 2011.

Exhibit 12: Percentage of Total Population Age 19 Years or Younger, by Census Tract



Source: 2011 Census Profile

Source: Statistics Canada Census Profile, 2011.

★ WMRC (Approximate location)

3.2.3. Education

Looking at the distribution of residents aged 15 years and over with a University's Bachelor degree or higher, it is apparent that the Uptown area is one area with the highest concentration of these residents (between 50-60%), as identified in Exhibit 13.

3.2.4. Income

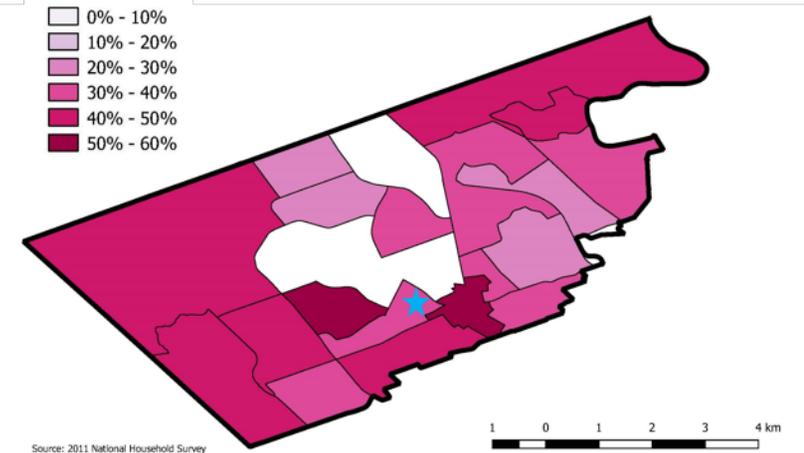
While the city's overall median household income is higher than the region and province, there are areas within the city that have a sizable portion of residents that have low incomes (based on after-tax low income measures). The NHS data⁵ indicates that 15-20% of the residents within the Uptown area are considered to be low income (see Exhibit 14).

KEY FACTS:

- ✓ Highest levels of education found within the Uptown area.
- ✓ Higher incomes in suburban areas, lower incomes in core areas.

⁵ Global Non-Response Rate for the City of Waterloo in 2011 was 22.4%.

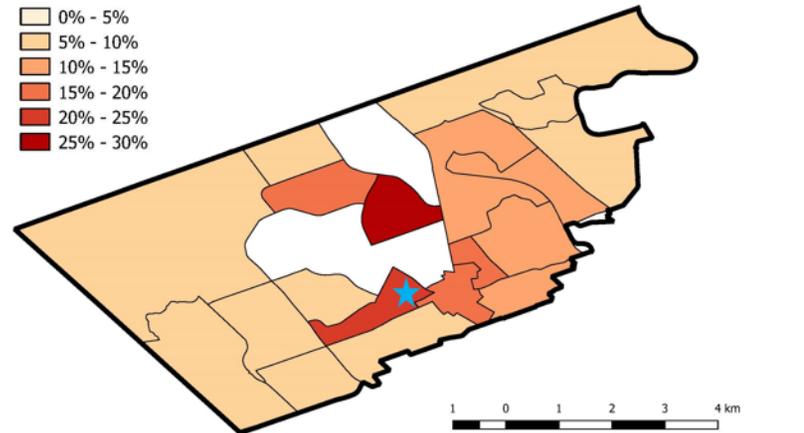
Exhibit 13: Percentage of Population with University Bachelor's Degree or Higher, by Census Tract



Source: 2011 National Household Survey

Source: Statistics Canada NHS Data, 2011.

Exhibit 14: Prevalence of low income in 2010 based on after-tax low income measures, by Census Tract



★ WMRC (Approximate location)

Source: Statistics Canada NHS Data, 2011.

3.3. Focus on the Uptown and Surrounding Area

For the purposes of this study, the Uptown and surrounding area is defined as the area including the Central and Westmount Planning Districts, as identified in Exhibit 15.

Exhibit 15: Uptown and Surrounding Area



LEGEND

- Uptown Waterloo Urban Growth Centre
- Central and Westmount Planning Districts ("Uptown and Surrounding Area")
- ★ WMRC

3.3.1.A Changing Core

Within the last ten years, the Uptown and surrounding area has seen many changes. According to data received from the City, since 2007 there has been a total of 1,390 new residential units (or 1,967 new bedrooms) issued for building permit. The majority of these dwelling types are multi-unit (rather than single family homes), many of which are already built.

Exhibit 16: Residential Units Issued for Building Permit

YEAR	Single / Semi-Detached Dwelling		Multi-Unit Dwelling		Mixed-Use Building	
	# New Units	# New Bedrooms	# New Units	# New Bedrooms	# New Units	# New Bedrooms
2007			157	-		
2008	2	4			55	89
2009			874	1350	3	4
2010	1	4				
2011			163	303		
2012	2	6				
2013	2	6			49	70
2014	1	2			44	76
2015	1	2	33	44		
2016	3	7				
Total	12	31	1227	1697	151	239

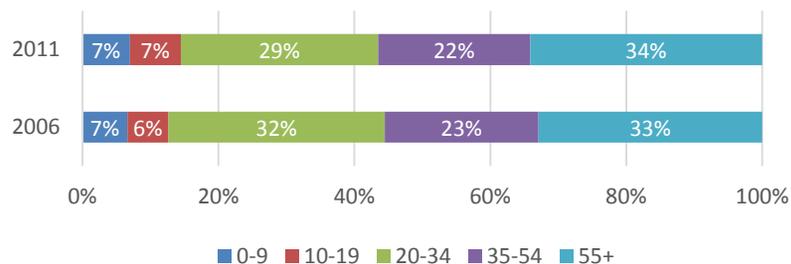
Source: City of Waterloo Building Permit Data, adapted by Sierra Planning and Management

As of February 2017, there were 800 new units in the application or pre-application stage that are to be located in this core area.

3.3.2. Age Profile

When looking at the age distribution of the Uptown and surrounding area, it becomes apparent that there is a higher percentage of both young adults aged 20-34 (29% in 2011) and older adults over 55 years of age (34% in 2011) within this area compared to the City as whole (22% and 24% respectively). The proportion of older adults within Uptown Waterloo has increased slightly (2%) between 2006 and 2011. This is expected to continue to increase as the population grows.

Exhibit 17: Uptown and Surrounding Area Population Distribution, 2006-2011



Source: City of Waterloo Planning District Profiles for Central and Westmount Districts, 2006, 2011.

The age profile indicates that it is not typically families residing in multi-unit dwellings, as are being built in the Uptown and surrounding area, but rather is likely young adults, empty nesters and older adults. It is important to note that the Uptown and surrounding area is not comprised of only multi-residential, but a mixture of dwelling types, including single family homes.

It should also be noted that there are 3 retirement homes and / or assisted living facilities within the core area. This may contribute to the higher percentage of older adults residing in the Uptown and surrounding area. These facilities include Chartwell Terrace on the Square, Luther Village on the Park (located directly adjacent to the WMRC), and Waterloo Heights. Two additional facilities are located just beyond the planning district boundaries (across University Avenue West), namely Beechwood Manor and Woodland Terrace Retirement Home.

KEY FACTS:

- ✓ Growth is being accommodated mainly in multi-unit residential buildings within the core area.
- ✓ Higher percentages of young adults and older adults in Uptown and surrounding area.
- ✓ There are a number of seniors' residences located within or in proximity to Uptown and surrounding area and the WMRC.

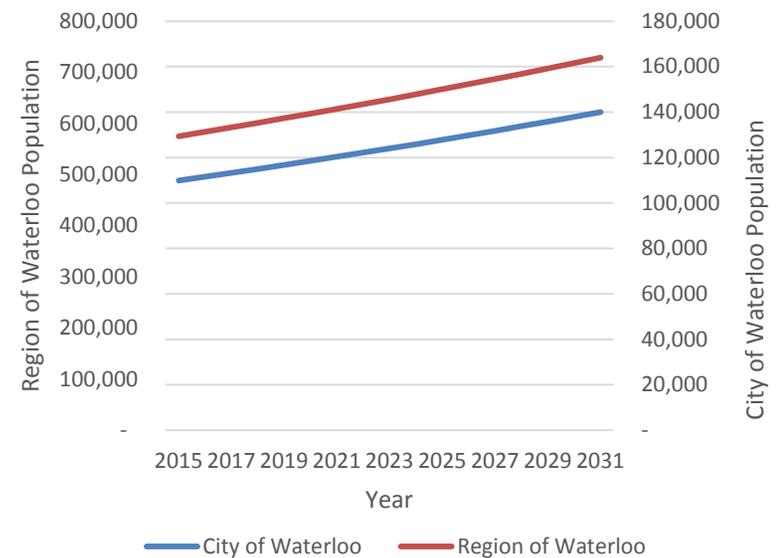
3.4.Planned Growth and Dynamics of Change

3.4.1. Population

For planning purposes, the City currently relies on the population projections contained within the Region of Waterloo’s Official Plan. The Regional Official Plan (ROP) indicates that the city is forecasted to grow to 140,000 by 2031⁶. This is an increase of 33% from the 2016 population (Statistics Canada Census Data, 2016). The forecast to 2031 indicates that there will be continued growth in the city’s population, however it is projected to increase at a declining rate.

Due to the land supply limitations of the city, future growth will increasingly need to be accommodated through infill and intensification of the already established areas. The city’s nodes, corridors, and station areas, including Uptown Waterloo (identified in Places to Grow as an Urban Growth Centre for the city), are expected to accommodate a significant amount of the projected population growth over the next two decades, indicating that there will be an increased need for recreation facilities in the core area in the future.

Exhibit 18: City of Waterloo and Region of Waterloo Population Projections, 2015-2031



KEY FACTS:

- ✓ Population is forecasted to continue to grow, but at a declining rate.
- ✓ A portion of the future growth is to be accommodated within the Uptown area.

⁶ 1: Population figures show “census-based” population plus 4% under coverage”. As such, it does not include university and college students who temporarily reside in the Region (either in student residences or other accommodation) to study at post-secondary institutions.

2: All population and employment data represents mid-year figures.

3.5. Conclusions

Much of the analysis of growth reflects dynamics which are already well understood by the City of Waterloo. The growth of Waterloo, in particular growth of the Uptown and surrounding areas, will support important changes in the provision of recreation facilities and services by the City.

Based on the analysis presented in Section 3, a number of key conclusions are presented that connect demographics to the provision of recreation facilities, including:

1. While the population is growing as a whole, it is also growing young and growing old.
2. The city's median household income and education levels are higher than those for the region and province. This often means there is an increased interest in health and wellness among this group. Providing a variety of educational and lifelong learning opportunities to appeal to this demographic will be important in the future.
3. The Uptown and surrounding areas have a higher proportion of lower income residents than outlying suburban areas. This typically means that the low income residents have more restricted access to market-based services / financial pressures. Ensuring access to a broad range of social, recreation, community services is required to improve the overall quality of life for local residents.
4. The Uptown and surrounding areas have a higher proportion of older adults. Older adults typically have more limited mobility and incomes, and often benefit from services provided within the community.
5. The Uptown is anticipated to continue to densify. These areas often lack in more informal gathering spaces. Planning now for expanded community infrastructure to accommodate future growth is important.
6. Planning for a broad range of uses and users within the realm of community recreation is important, as use of the facility will be a mix of local residents / groups as well as use by groups serving a city-wide or region-wide mandate.

4 Dynamics of Current Facilities

The analysis provided in this section focuses on the three facilities within the city that are the subject of this study:

- Waterloo Memorial Recreation Complex,
- Adult Recreation Centre, and
- Wing 404.

At each of these facilities (and others within the City), the City employs a number of methods to deliver programming to residents:

- Directly by the City;
- Through affiliated community organizations;
- Through partnerships; and,
- Through private rentals.

In order to gain an understanding of the types of programs currently offered by the City, programs have been categorized as follows:

Sports and Fitness Programs – This category includes programs that are typically “activity” based or fitness related (i.e. Fit Pac, yoga, Zumba, martial arts, etc.).

Arts and Culture Programs – This includes programs that are not fitness focused (i.e. dance programs, Art Saturdays, and music related programs).

Other Leisure Programs – This includes programs that are neither fitness related nor arts and culture focused (i.e. meditation, tai chi, cards, etc.)

Life Safety Programs– This includes CPR and first aid training and lifeguarding classes. Of the three facilities within the scope of this study, these programs are only offered at the WMRC.

Day Camps - This includes summer adventure day camp, evolve skateboarding camp, and day camps offered over March break. These programs are only offered at the WMRC (of the three in-scope facilities).

For the purposes of this study, the utilization of spaces within the three facilities has been analyzed. When looking at the utilization rates it is important to consider that 100% room utilization is not a realistic target, as there must be time allowed for cleaning and set-up / take-down. It is often the case that if a space is booked for a period of time in the evening, say from 7:00 to 9:00 pm, the ability to book the same space before and / or after (i.e. 5:00 to 6:00 pm or 9:30 pm to 11:00 pm) would be unlikely. Therefore, even though the space is booked regularly it does not have a high utilization rate.

4.1. Waterloo Memorial Recreation Complex

4.1.1. Facility Description

The WMRC is located in proximity to Uptown Waterloo, directly adjacent to Waterloo Park. The facility, opened in 1993, has a total floor area of 106,291 square feet within 3 floors.

The building typically operates seven days a week from 6:00 am to midnight. For the purposes of this study, prime time hours (related to ice use) and core hours (for the other building amenities) of the WMRC are defined as 4:00 pm to 12:00 am on weekdays, and all day on weekends.

4.1.2. Ice Arena

The arena is 50,000 square feet, with a single 100' x 200' ice pad. There is a seating capacity of 3,400 fixed seats and standing room for 913 people. The arena / ice pad has associated dressing rooms, referee rooms, concession area, and media spaces.

The WMRC was originally built under the premise that events would be a primary function of the facility, with resident tenants calling the ice at the WMRC home. However, as trends have changed, the seating capacity has become too small for major events, which are better accommodated in other facilities in the region. It is estimated by City staff that approximately 6 larger events take place at the WMRC on an annual basis. Over time, use of the facility has shifted more toward broad community use for recreation.

Program Offer

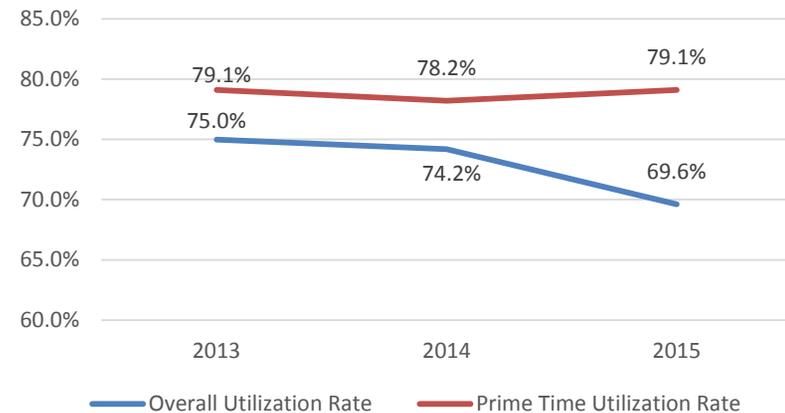
The ice is typically operational from early September to the end of April, but highest use occurs from October 1 to March 31. During this time a variety of community users and affiliated groups use the ice including Waterloo Junior B Hockey Club, Waterloo Minor Hockey and Waterloo Girls Minor Hockey, and Wilfrid Laurier University Athletics. In addition, programming is offered by the City including drop-in public skates.

Ice Utilization

Based on booking data provided by the City, overall ice utilization has declined between 2013 and 2015, while use of the ice during prime time (4:00 pm to 12:00 am weekdays, 6:00 am to 12:00 pm weekends) has remained steady over the same period. It should be noted that 100% ice utilization is not achievable, as a proportion of

available hours are required for maintenance and flooding, etc. According to staff, the decline of overall ice utilization in 2015 could be attributed to a number of factors including, but not limited to, changes in ice user needs, relocating ice users to different rinks, special events, etc.

Exhibit 19: WMRC Annual Ice Utilization Rates, October 1 – March 31



Source: Sierra Planning and Management, based on data from City of Waterloo.

4.1.3. Track

The existing multi-lane indoor track circles the upper level of the arena. The track is open year round for community use, however between November 1st and April 30th track clubs are provided with priority for rental bookings, most of which occur in the evening during the week. This results in exclusive youth club training on weekday evenings (Monday to Thursday) between 5:00 pm and 8:30 pm and mixed use (paid public use with youth / adult track club use)

occurring between 8:30 pm and 10:00 pm Monday to Thursday. Free use is offered to the public between 6:00 am and 5:00 pm on these days, and all day on Fridays. From May 1st to October 31st the track is open for free public use. There are some rental bookings during this time, but these are less frequent in nature than in the winter months. It should be noted that there are often times throughout the year when the track is closed because of a game or event taking place in the arena.

Throughout the day, and especially during the mixed use hours in the evenings and weekends, there are safety concerns with the mixing of different users (walkers, joggers, runners, etc.). The City often has marshals on the track during these times to ensure all users are following the rules and are safe.

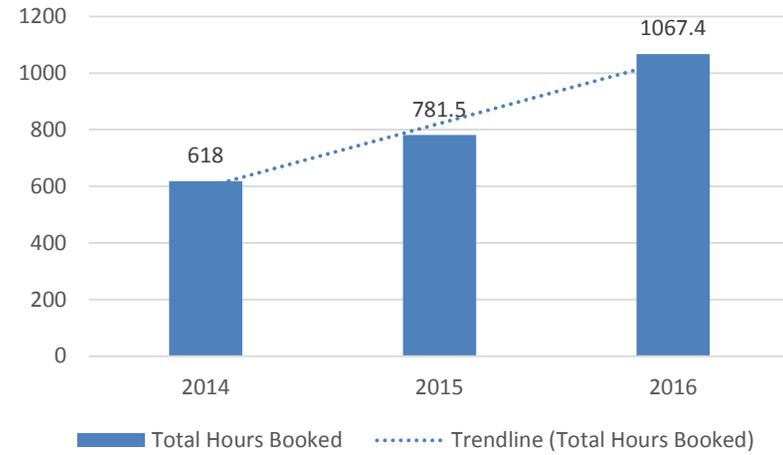
Track Utilization

Currently, there are 11 local and regional track clubs using the track at the WMRC. Approximately 18 hours per week are dedicated to track club rental bookings.

With the recent closure of an outdoor track in the City of Kitchener the City has seen an increase in demand for general community use as well as dedicated use of the track by clubs. This has been a continuous trend over time, since 2014 the rental bookings for track usage has increased by 73% (see Exhibit 20).

As mentioned, there is also free community use of the track. Because it is free, the City does not currently have data on the number of community users, however, based on discussions with City staff and community members it is understood that the track is very well used at all times of the day (7 days a week).

Exhibit 20: WMRC Annual Track Utilization (Rental Bookings Only, 2014-2016)



Source: Sierra Planning and Management, based on data from City of Waterloo.

4.1.4. Swimplex

The Waterloo Swimplex is a 15,000 square feet facility, comprised of a main pool area, dressing rooms (1 men, 1 women, 1 alternate needs), administrative offices located directly off of the pool deck, and a 275 seat viewing gallery accessed from the second floor.

The main pool area includes an 8-lane, 30m competitive pool with adjustable lap lanes, changeable depth floor (a portion of the pool), high diving area, and separate wading and swirl pools.

The value of the pool from a service perspective is apparent in community use and programming of the facility. Community

demand for aquatics was further satisfied with the 2011 opening of the Stork Family YMCA in Waterloo.

Program Offer and Participation

A majority (approximately 75%) of the City run programs offered at the Swimplex are focused on children and youth (under 18 years of age). Programs include tot and parent classes, swimming lessons, lifeguarding, aqua fit, in-water exercise classes for adults, as well as many drop-in programs for all ages.

The overall fill rates of programs offered at the Swimplex have remained fairly consistent since 2013 with 9,264 registered participants increasing to 9,428 registered participants in 2015. However, registrations in the Fall and Spring sessions have experienced a general decline over this period.

Programs for children (aged 5-12) have the highest program fill rates at an average of 52% in 2015, followed by those geared towards Older Adults (aged 55+) with an average of 47% in 2015.

Growing interest in diverse or specialized pool programming, related to societal trends (including aging population, ethnically diverse population, etc.) is a potential opportunity to build on through an expanded program suite at the Swimplex (i.e. arthritis focused programs, women's only swim times, etc.).

Pool Utilization

While it is understood through discussion with City staff that the pool is busy and well-used on a regular basis, it is difficult to calculate a specific utilization rate for such a facility, as the current

configuration provides the opportunity for multiple programs / activities to occur at one time.

Based on data provided by the City, the Swimplex had over 70,000 annual swims in 2015, a slight decrease from 72,000+ annual swims in 2014. There seems to be a general trend of decreasing use of the pool since 2013 by registered and drop-in program participants (including those using Fitpass), which can in part be attributed to the opening of the Stork Family YMCA. However, rental bookings, which account for approximately 18% of the total available hours the pool is open, have increased slightly since 2013 (17%). This is a result of intentional changes by the City to increase access for affiliated groups. It is important to note that there are often many users of the pool at one time, as it can be split and used for different activities (i.e. lane swim can occur at the same time as aqua fit, etc.).

4.1.5. Other Spaces

Additional spaces that round-out the current building program at the WMRC include:

- Economical Room 101 – Only “dedicated” program space in the building; located on the 1st floor.
- Meeting Rooms (200, 201, 202) – located on the 2nd floor.
- Hauser Haus – Banquet hall facility divisible into 3 sections; overlooks the pool and the arena; located on 3rd floor.

Program Offer and Participation

The analysis provided in this section is based on a sample of programs and does not represent all programs offered at the WMRC.

The City’s Active Living Team has historically been focused on providing children’s programming at the WMRC, in addition to providing aquatics programming. Therefore, it is not surprising that 81% of the programs offered at the WMRC in 2015 were for children (ages 5-12) including day camps, dance classes, art programs, and martial arts. The remainder (19%) of the program offered were for youth and / or adults, which were focused on life safety (CPR, lifeguarding).

There are no programs specifically designed for older adults offered at the WMRC (other than aquatics), as these are currently provided at the dedicated Older Adult Recreation Centres. It should be noted that as per the recommendations of the Older Adult Recreation Strategy, City staff are looking for opportunities to expand programming for older adults into other facilities. Older adult programs have recently been expanded to RIM Park successfully.

Day camps, offered in the summer and over March break, have the highest fill rates (an average of 81% in 2015) of any of the programs at the WMRC, and often have a waiting list. Arts and culture programs have very good fill rates and have generally increased in 2013, while sports and fitness programs have a slightly lower average fill rate and have declined slightly since 2013 (see Exhibit 21).

When looking at the overall program fill rates for the sample programs, the number of registered participants has more than doubled since 2013 (1,097 registered participants in 2013 to 2,318 registered participants in 2015), for an increase of 111%. The number of programs offered has increased also, likely providing more flexibility in the timing of these programs (see Exhibit 22).

Exhibit 21: WMRC Program Fill Rates by Type, 2013-2015

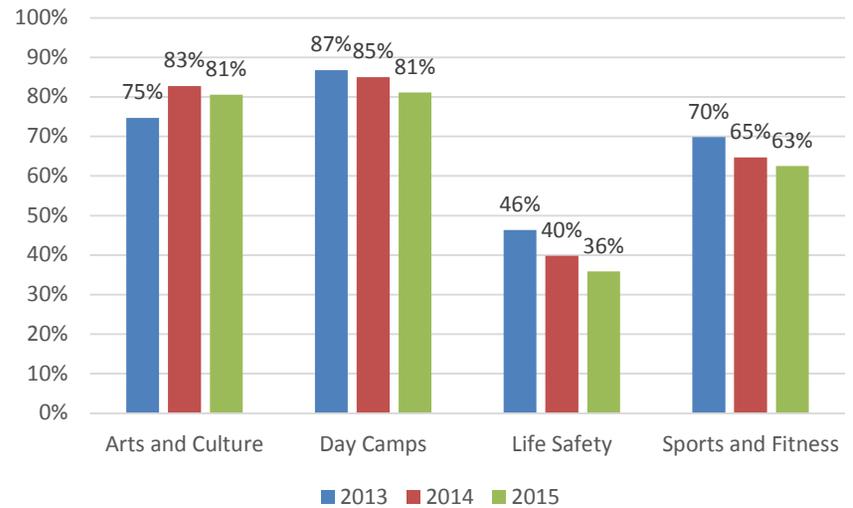
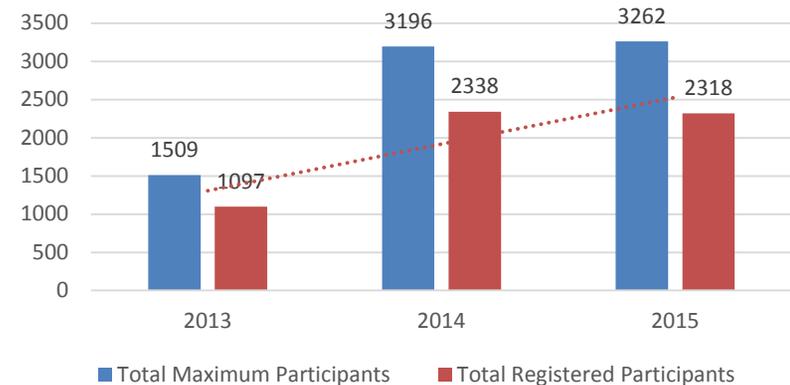


Exhibit 22: WMRC Overall Program Fill Rates, 2013-2015

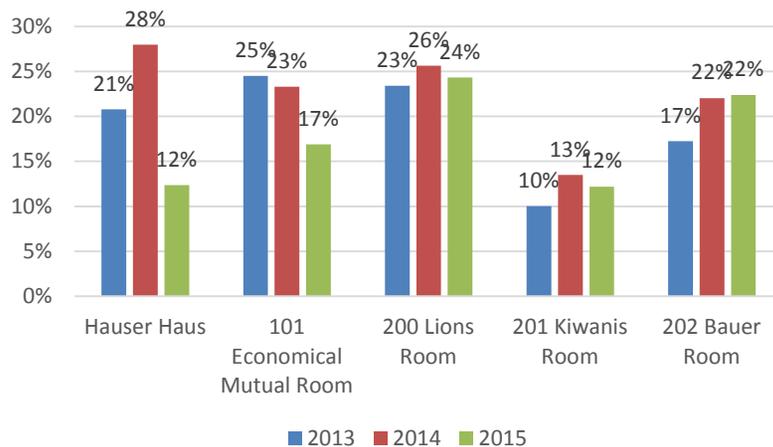


Space Utilization

Note: When analyzing the utilization rates it is important to consider that 100% room utilization is not a realistic target, as there must be time allowed for cleaning and set-up / take-down. Therefore, even though the space is booked regularly it does not have a high utilization rate.

Core hours of the WMRC are defined as 4:00 pm to 12:00 am on weekdays, and all day on weekends, while overall room utilization takes into account all hours the Complex is open (6:00 am to 12:00 am, 7 days a week).

Exhibit 23: WMRC Core Hours Room Utilization Rates, 2013-2015



Source: Sierra Planning and Management, based on data from City of Waterloo.

Many of these auxiliary spaces have consistently low utilization rates overall, often less than 30% of the total available hours are booked for programs or rentals (see Exhibit 23). Hauser Haus has the highest overall utilization rate at 35% in 2015, however this can largely be attributed to the Landlord and Tenant Board hearings that take place in the space on a consistent basis (during the week, during the day).

The City acknowledges that they receive a lot of feedback related to room rental rates being too high (even for those groups that receive the facility rental discount), which creates a barrier for use, and potentially contributes to the low utilization rates of certain spaces. This is applicable to all of the in-scope facilities (including ARC and Wing 404) and is not limited to the WMRC. The Phase 2: Feasibility Study can address impacts of varying rental rates, recognizing that decisions on future use rates is beyond the scope of the study.

Exhibit 24 provides a summary of the existing spaces at the WMRC, including what the space is currently used for, any identified limitations or inefficiencies, and how well the space is used.

Exhibit 24: WMRC - Existing Spaces and Utilization Summary

Space	Current Uses	Current Limitations / Inefficiencies	Current Utilization* (2015 data unless otherwise indicated)
Ice Arena	City programs; Affiliated group / community rentals.	Arena seating capacity is difficult to market for events.	Overall Use: 69.6% (October 1 – March 31) Prime Time Use: 79.1% (October 1 – March 31)
Aquatics (Swimplex)	City programs; Affiliated group / community rentals.	Alternate needs change room space limitations. Swirl pool is far from change rooms and lacks a ramp for ease of access.	Rental bookings by swim clubs: 18% of total available pool hours. Pool had an estimated 70,000+ annual swims. City programs account for a total of 15,235 hours annually, with multiple programs occurring at same time.
Track	Community use; Track club rentals.	Safety concerns between community users, track club users, and ice spectators.	Rental bookings by track clubs increased from 29% of total available hours booked in 2014 to 50% of total available hours booked in 2016. Very well used by community members during free track use and mixed paid use times.
Hauser Haus	Landlord and Tenant Board Hearings; Meetings; Special Events.	Poor soundproofing when space is divided; poor wayfinding and accessibility, lack of natural light.	Overall Use: 35% Core Hours Use: 12%
Economical Room 101	Meetings; City programs; parties; rentals by sports organization during tournaments / meets.	Space could be better equipped for group exercise, dance and other programs. When required to support special events or tournaments, City program gets “bumped” from space.	Overall Use: 26% Core Hours Use: 17%
Meeting Room 200 (Lions)	Meetings (City, Community Groups, Minor Sports Groups).	Lack of technology (projector, smartboard, etc.). Not appropriate for sport / fitness related programs.	Overall Use: 22% Core Hours Use: 24%
Meeting Room 201 (Kiwanis)	Meetings (City, Community Groups, Minor Sports Groups).	Lack of technology (projector, smartboard, etc.). Not appropriate for sport / fitness related programs.	Overall Use: 19% Core Hours Use: 12%
Meeting Room 202 (Bauer)	Meetings (City, Community Groups, Minor Sports Groups).	Lack of technology (projector, smartboard, etc.). Not appropriate for sport / fitness related programs.	Overall Use: 31% Core Hours Use: 22%

*Prime time hours (related to ice use only) and core hours (for the other building amenities) of the WMRC are defined as 4:00 pm to 12:00 am on weekdays, and all day on weekends. Overall hours include all hours the facility is open (6:00 am to 12:00 am, 7 days a week).

4.2. Adult Recreation Centre (ARC)

4.2.1. Facility Description

The Adult Recreation Centre is a seniors' centre located within Waterloo's Uptown area. The building was originally constructed in 1975 and renovated in 1989. It is open Monday to Friday from 8:30 am to 4:30 pm (identified as the core hours for this study), as well as additional times as required to support programs and rentals.

The ARC is a 2 storey facility with approximately two-thirds basement (used for storage) that has a total floor area of 16,926 square feet. The main floor is home to administrative offices, 4 meeting rooms (largest holding 75 people) and a full-service kitchen facility. The second floor has a large community room with a capacity of approximately 160 people theatre style (125 people banquet style), and a second kitchen area. The basement houses the electrical and mechanical equipment as well as storage space for the entire facility (basement space is not included in building square footage).

Existing Challenges

Through discussion with ARC staff, it became clear that there were many challenges related to accessibility within the building that are faced on a daily basis, including but not limited to:

- Hallway and doorway widths unable to appropriately accommodate mobility devices (walkers, wheelchairs, scooters, etc.);

- Washroom facilities are not properly equipped for those requiring additional amenities (grab bars, space for mobility devices, etc.);
- Elevator to access the community room (2nd floor) is very small and does not meet the current AODA standards.

The ARC building currently has two entrances, one off of King Street and one off of the parking lot at the rear of the building. Neither entrance provides a real sense of arrival. Having two main access points was identified as a security concern, especially for those users who require more attention from staff. One point of access is preferred for future consideration.

The parking lot has recently been down-sized due to the implementation of the LRT infrastructure, and currently has 43 parking stalls. With parking space requirements for staff, volunteers, and transportation vehicles used for WWLHIN programs, in addition to ARC users, space constraints become apparent.

A lack of storage within the ARC building was also identified as a challenge. Storage in all program spaces could be improved, and the inclusion of storage space within washrooms facilities will be important in the future.

4.2.2. Existing Building Function

The primary function of the ARC is to provide meeting and activity space for various older adult activities for Waterloo residents. These programs and activities are provided through the City's Seniors Services Team.

The ARC is also home to a suite of programs funded by Waterloo Wellington Local Health Integration Network (WWLHIN), including:

- Seniors Day Program;
- Lunch Program;
- Transportation Services;
- Telephone Reassurance Program;
- Home Maintenance Services (outside the home); and
- Homemaking Services (inside the home).

The Seniors Day Program and Lunch Program use space within the ARC while the other WWLHIN-funded programs do not require facility space other than for staff that coordinate the programs.

It should be noted that the WWLHIN-funded programs are not open to everyone, and participants must be referred for these services. The number of people who are referred and then actually use the programs often fluctuates year to year. Program fill rates therefore do not necessarily provide an accurate picture of program success.

4.2.3. User Profile

The City's Seniors Services Team is focused on providing drop-in and registered recreation programs for older adults (55+) at the ARC. However, in recent years they are finding that other demographics (young adults) are attending programs here (i.e. Zumba, yoga, etc.)

due to the convenient class times and location. The average age of recreation program participants is estimated to be mid-70s.

The WWLHIN-funded programs have a different user profile. Seniors Day Program participants are generally between 60 and 100 years old (often with high needs), while the Lunch Program participants are slightly younger, with an estimated average of 75 years old.

Based on the user age and abilities profile, the ARC could be considered "multi-use" in terms of the users that currently attend programs there, ranging from fully-abled young adults to the old older adults with limited mobility, dementia, or other supportive needs.

4.2.4. Active Living Program Offer and Participation

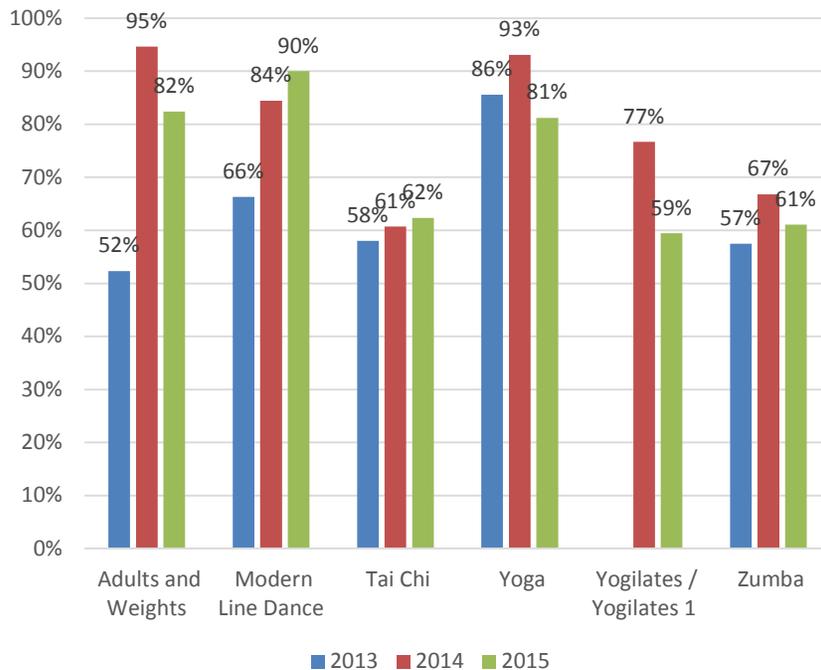
The analysis provided in this section is based on a sample of programs and does not represent all programs offered at the ARC.

Overall, the programs offered at the ARC are fairly diverse with registered programs focused on sports and fitness (28% of total program offer). While other leisure programs account for 50% of the total offer (primarily drop-in programs), and arts and culture programs account for the balance (22%).

Since 2013, the registered programs offered at the ARC have seen the number of participants increase by 71% as well as increased fill rates (increasing from 66% in 2013 to 74% in 2015). In 2015, there were 1,254 participants registered for active living programs at the ARC; this is in addition to over 4,300 participants in the drop-in programs.

Participation in these programs is fairly high, with Modern Line Dancing having the highest fill rate at 90% in 2015 (see Exhibit 25). The sports and fitness related programs also have good fill rates, which have been consistent or increased since 2013. There are often waiting lists for many of the programs offered at the ARC, including Adults and Weights, Modern Line Dancing, and Yoga in 2015.

Exhibit 25: ARC Select Program Fill Rates, 2013-2015



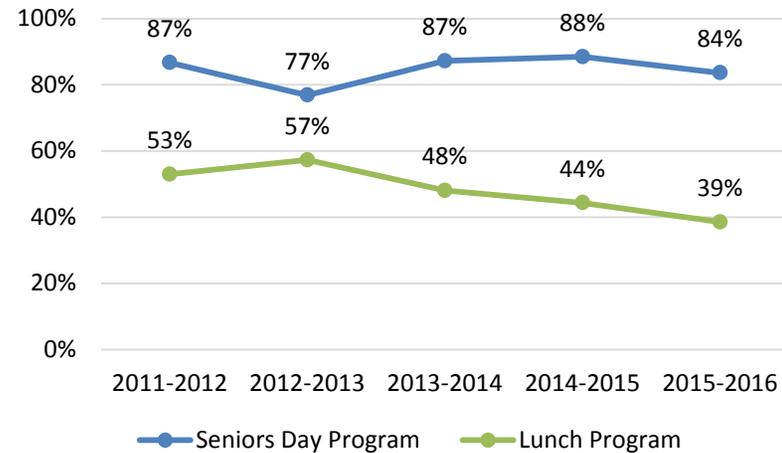
Source: Sierra Planning and Management, based on data provided by City of Waterloo.

4.2.5. WWLHIN-funded Program Offer and Participation

As described above, WWLHIN-funded programs that occur at the ARC include the Seniors Day Program and the Lunch Program.

The attendance in the Seniors Day Program has remained fairly consistent, while attendance in the Lunch Program has fluctuated, but generally decreased, over the past five years (refer to Exhibit 26 for details).

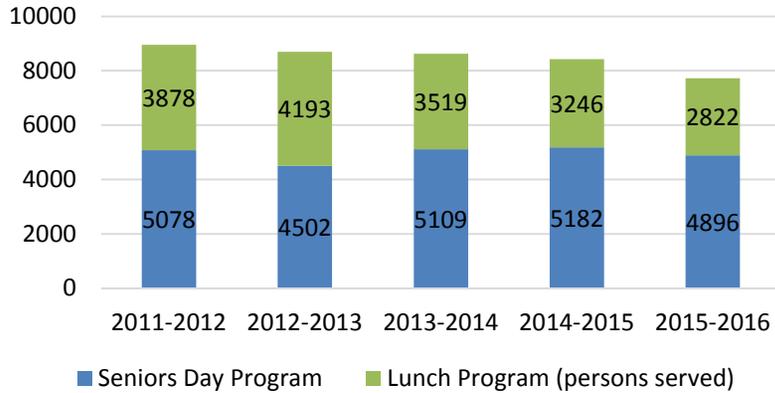
Exhibit 26: WWLHIN-funded Program Fill Rates, 2011-2016



Source: Sierra Planning and Management, based on data provided by City of Waterloo.

In 2015-2016 there were an average of 20 Seniors Day Program participants, and 12 non-Seniors Day Program participants, taking part in the Lunch Program, for a total of 32 people per day. Participation in the Seniors Day Program has remained relatively consistent over the last 5 years, while participation in the Lunch Program by those not involved in the Seniors Day Program has been declining since 2011-2012 when there was an average of 16 participants per day.

Exhibit 28: Annual Attendance for Seniors Day Program and Lunch Program, 2011-2016



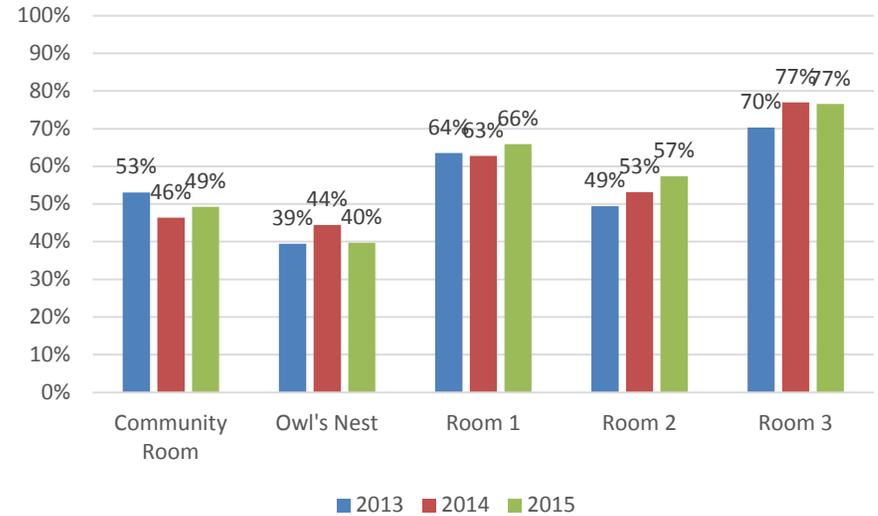
Source: Sierra Planning and Management, based on data provided by City of Waterloo.

4.2.6. Existing Spaces and Utilization

The ARC has five main spaces that are generally used by both recreation programs for older adults and the WWLHIN-funded programs, as well as community groups and other rentals in the

evenings and on weekends (for the most part). These spaces generally have overall utilization rates between 21% and 38%. Use of the community room has marginally decreased (from 41% overall utilization in 2013 to 38% utilization in 2015), while the other spaces are being used at a generally consistent rate over the same period. Refer to Exhibit 28 for details.

Exhibit 27: ARC Core Hour Room Utilization Rates, 2013-2015



Source: Sierra Planning and Management, based on data provided by City of Waterloo.

Exhibit 29 provides a summary of the existing spaces at the ARC, including what the space is currently used for, any identified limitations or inefficiencies, and how well the space is used.

Exhibit 29: ARC - Existing Spaces and Utilization Summary

Space	Current Uses	Current Limitations / Inefficiencies	Current Utilization (2015 data unless otherwise indicated)
Community Room	City programs (cards groups, group exercise); Community group rentals (orchestra, band).	Accessibility issues related to 2 nd floor location. Not properly equipped for current uses (lack of mirrors, soundproofing, proper flooring, etc.).	Overall Use: 38% Core Hours Use: 49%
Owl's Nest	City programs (knitting, woodworking, etc.).	This space could be used by WWLHIN-funded programs, however staffing limitations restrict this to the use of 2 rooms only. General space limitations and deficient storage.	Overall Use: 21% Core Hours Use: 40%
Room 1	Seniors Day Program and Lunch Program; special functions.	Seniors Day Program schedule limits access to this space for other programs. Not properly equipped for active programs (no mirrors, poor flooring, etc.)	Overall Use: 31% Core Hours Use: 66%
Room 2	Seniors Day Program; social events; break area for drivers / volunteers.	The room size is not adequate for some programming (limited to approximately 20 people).	Overall Use: 23% Core Hours Use: 57%
Room 3	City (mostly cards) and Seniors Day Program; Private programs (Aphasia).	Space limitations (in particular when used by those with mobility devices). Set-up and take-down (between Aphasia and card programs) is disruptive and takes time.	Overall Use: 33% Core Hours Use: 77%
Kitchen	Meal preparation for Lunch Programs; some rentals.	Kitchen is the hub and central to all activities – its current location limits some key adjacencies.	Well used between 8:30am – 1:30pm weekdays for Lunch Program preparation.
First Aid Room	Clinic uses; Client consultations.	It is one of the only private spaces for client consultations within ARC.	Only used bi-weekly for foot clinic or on occasional basis.

Space	Current Uses	Current Limitations / Inefficiencies	Current Utilization (2015 data unless otherwise indicated)
Games Room	Billiards; computer stations.	Space limitations (well used by WWLHIN customers, 55+ customers, and other walk-in customers).	Drop-in use popular during core hours.
Administration Spaces	Staff offices; building administration.	Disjointed spaces. Space limitations including cramped office space for some staff. No private space for client consultations or staff meetings.	Well used by staff.

4.3. Wing 404

4.3.1. Facility Description

Wing 404 is an older adult community centre located in the Lakeshore neighbourhood of Waterloo. It is a one and a half storey facility with a total floor area of 6,500 square feet. It was originally constructed in 1975 as a Royal Canadian Air Force Association (RCAFA) building, and renovated in 1988 and 1990 (when the City took ownership). The centre operates Monday to Friday, 8:30 am to 4:30 pm (identified as the core hours for the purposes of this study), and at other times for programs and rentals.

As the Wing 404 was previously under the ownership of the RCAFA, the building was not designed to be a centre specifically for older adults. This, coupled with the facility's aging infrastructure, presents many accessibility and space challenges, as well as dated décor and amenities.

The RCAFA currently leases 1,737 sq. ft. of main floor space at the Wing 404 from the City as well as the lower level. This leased space includes a lounge, bar, office and washroom space. Use of the kitchen is shared with the City, which has access to 4,763 sq. ft. of main floor space (includes kitchen). The RCAFA is also provided with access to some City spaces occasionally as per the lease agreement.

4.3.2. Program Offer and Participation

Currently, this facility caters mainly to older adults (those over the age of 55), and offers a number of drop-in and registered programs geared towards this demographic. Examples of programs offered here include ballroom dancing, fit pac, yoga, Zumba, knitting and crocheting, ukulele, bridge, and Friday Flicks.

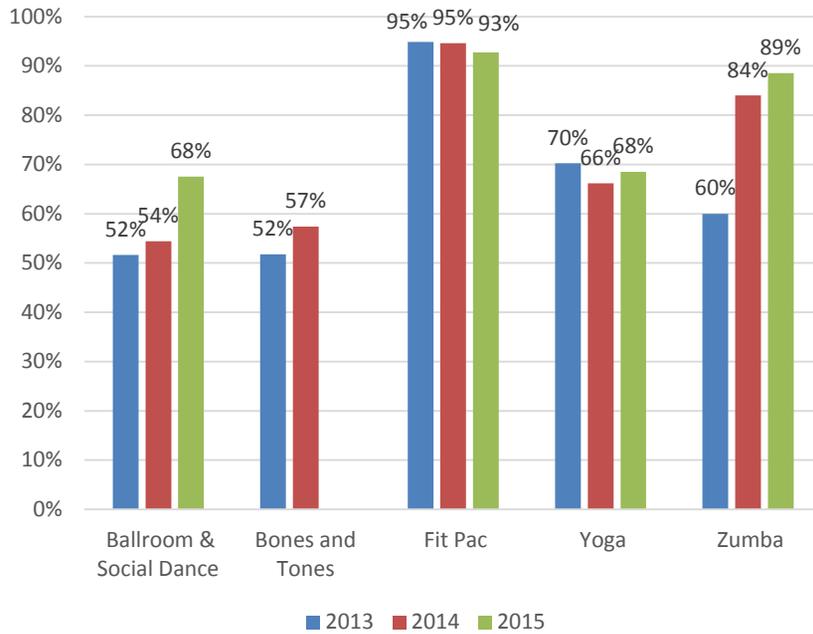
The programs offered at the Wing 404 were categorized in the same manner as those at the ARC (by sport and fitness, arts and culture, and other leisure program types). The Wing 404 offers an even mixture of existing programs with 33% focused on sports and fitness, 34% related to arts and culture (i.e. Modern Line Dancing), and other leisure activities (33%).

The analysis provided in this section is based on a sample of programs and does not represent all programs offered at the Wing 404.

A sample of fill rates (Exhibit 30) for a selection of programs is provided below. It is clear that the fitness related programs (such as Fit Pac and Zumba) are very popular.

Since 2013, the registered programs (sample only) offered at Wing 404 have seen a 21% increase in the total number of registered participants (from 698 in 2013 to 846 in 2015) and increased program fill rates (increasing from an average of 69% overall in 2013 to 77% in 2015). Drop-in participation in 2015 is estimated to be at least 4,400 participants annually, based on data provided by the City.

Exhibit 30: Wing 404 Select Program Fill Rates, 2013-2015



Source: Sierra Planning and Management, based on data provided by City of Waterloo.

4.3.3. Existing Spaces and Utilization

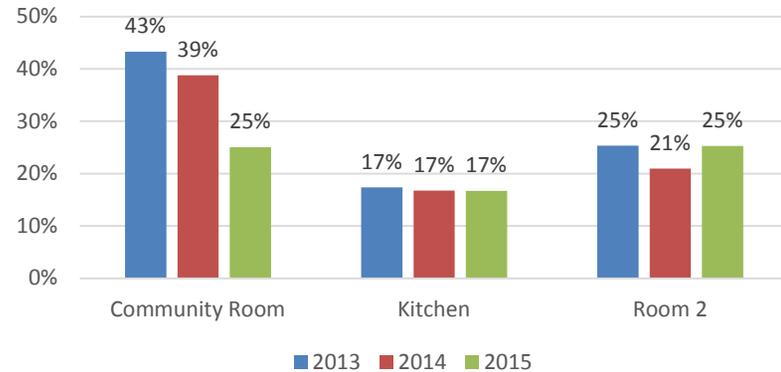
For the City, the Wing 404 functions as a space for older adult recreation programming and related rentals; however, as previously mentioned, the RCAFA has a Rotary Club function room, bar with dining function rooms, sauna, washrooms and recreation room in the basement. The main community room holds 130 people theatre-style (120 at tables) with a stage and kitchen access. The

meeting room (Room 2) has a 40 person capacity. This analysis focuses on the City-used spaces only.

While the community room is the best used space at the Wing 404, with City programs or rental bookings accounting for 25% of the core hours available annually, the utilization rate has decreased from 43% of total hours booked in 2013. The other spaces have low utilization rates, however these have remained steady over the same period.

When looking at overall use (including weekday evenings and weekends), similar to the core hour use, the community room’s utilization has decreased since 2013 (from 40% to 30% in 2015). The Kitchen and Room 2 have remained steady over this period (13% and 12% in 2015 respectively), although they are not utilized as well as they are during the core hours.

Exhibit 31: Wing 404 Core Hours Room Utilization Rates, 2013-2015



Source: Sierra Planning and Management, based on data provided by City of Waterloo.

Exhibit 32 provides a summary of the existing spaces at the Wing 404, including what the space is currently used for, any identified limitations or inefficiencies, and how well the space is used.

Exhibit 32: Wing 404 – Existing Spaces and Utilization Summary

Space	Current Uses	Current Limitations / Inefficiencies	Current Utilization (2015 data)
Community Room	Active living programs; Community group meetings.	Not properly equipped for group exercise; general accessibility issues.	Overall Use: 30% Core Hours Use: 25%
Room 2	City programs (cards groups, arts and crafts); meetings.	General accessibility issues.	Overall Use: 12% Core Hours Use: 25%
Kitchen	Community group rentals.	Some equipment upgrades required.	Overall Use: 13% Core Hours Use: 17%

4.4. Conclusions and Opportunities

Based on the analysis conducted in Section 4, key conclusions and potential opportunities begin to emerge related to future programming and spaces. These are summarized as follows:

1. Gap in General Adult Programming

As identified in the Older Adult Recreation Strategy and evident from the analysis, the City provides little programming targeted at adults 19-55 years old, as a whole. While it does operate the Community Adult Recreation League (CARL) based at RIM Park, which provides team-based athletic opportunities, and it is advertised that adults of all ages are welcome to join the fitness classes at the older adult centres, there is no other programming aimed at adults in the 19-55 age range and those older adults who have a higher level of physical health and fitness.

Opportunity: Provide opportunities for general adult programs and activities that support the inclusion of all community members (fitness, sport, dance and music, lifelong learning, etc.).

2. Lack of Program Variety

The City's current program offer focuses on "activity" programming, meaning fitness or sports related. There is a general gap in programs related to lifestyle, health, wellness, education, lifelong learning, hobbies, arts and crafts programs. The City indicated that they are looking to expand program opportunities to include these in the future.

Opportunity: Provide opportunities for non-activity related programs such as health and wellness, hobbies, arts and crafts, travel, etc.

3. Lack of Appropriate Spaces for Active Programs

The existing spaces at the WMRC, ARC, and Wing 404 are not properly equipped for the group exercise and active living programs that are currently offered (no mirrors, mats, proper flooring, soundproofing, etc.).

Opportunity: Provide properly equipped spaces appropriate for a range of active programs and uses (yoga, Zumba, fit pac, martial arts, other group exercise activities, dry land training, etc.)

4. Flexibility of Key Spaces is Currently Limited at the ARC

The spaces used by the Seniors Day Program and the Lunch Program must be flexible in order to accommodate active living and general recreation programming during non-core hours. Any new facility spaces must be flexible to accommodate other program opportunities.

Opportunity: Provide a variety of flexible recreation program spaces for use by a range of users and user groups (sports and fitness, WWLHIN-funded programs, music, arts and crafts, etc.).

5. WMRC Currently Lacks Multi-Functional Dynamic

Some older adults are already using the WMRC facility for swimming and walking; however, the need for general older adult programming is not currently being met at the WMRC.

Opportunity: There is the opportunity to compliment the pool use with other older adult and general recreation programs.

Program fill rates at the three facilities (WMRC, ARC and Wing 404) show that the demand is there for the types of programs currently offered. This demand will likely transfer to any new facility and potentially improve if the spaces are more conducive to the types of activities being offered.

Opportunity: Moving forward, there is a key opportunity to provide these programs in an integrated multi-generational facility with properly equipped and flexible spaces.

The opportunity also exists to renovate existing under-utilized spaces (specifically Hauser Haus and the existing meeting rooms) into better equipped and flexible program / meeting spaces to accommodate a variety of general community recreation and older adult programs and needs. For example, Hauser Haus has the potential to be renovated and transformed into appropriate program spaces for fitness and/or group exercise type programs, dry land training, martial arts, etc. The existing meeting rooms could potentially be developed into a flexible community hall to accommodate medium gatherings and meetings.

The existing track could be designated for track club use only in the evenings or other periods when there is need, while walkers could be accommodated elsewhere within an expanded WMRC.

There is also the opportunity to renovate the change room spaces / configuration to support an expanded alternate needs change room.

The conclusions and opportunities presented here and in Section 3 are based on the data analysis, and must be looked at cohesively with the outcomes of the consultation and engagement process, as detailed in Section 5. Together, this has informed the Recommended Program identified in Section 8 of this report.

5 Community Dialogue

5.1. Older Adult Recreation Strategy Consultation

Community discussions and engagement related to the development of the Older Adult Recreation Strategy (OARS) was undertaken in 2014-2015. This included a mix of surveys, workshops, and open houses to garner input from older adults who currently use the ARC and Wing 404 facilities, and those who may use older adult programs and spaces in the future. The following spaces and program elements were identified as being important:

Identified Future Program Opportunities:

- Lifelong learning
- Education sessions
- Fitness and active recreation
- Hands-on art or cooking classes
- Unique, specialized leisure activities
- Programs for older adults with dementia and/or who are frail
- Greater flexibility for drop-in participation

Identified Existing Issues at the ARC and Wing 404:

- Not designed to current accessibility standards
- Comprise small rooms that do not work well for many programs
- Lack of storage
- Cramped office spaces that do not offer private space for staff or client consultations

- Dated décor and amenities

Identified Future Space Opportunities:

- Informal socialization and gathering space
- Flexible programming spaces
- Spaces appropriate for active living programs (with mirrors, mats, etc.)
- Welcoming reception area
- Sufficient storage for equipment

5.2. Methodology and Timing for Needs Assessment Consultation

The Phase 1 consultation and engagement process involved events and activities for municipal staff, affiliated groups, and the general public (including local residents, young adults, families, and older adults). The process included the following elements:

- Two Visioning Sessions with Key Staff (November 15 + 17, 2016);
- Guiding Principles Workshop with Project Committee (December 5, 2016);
- Seven Staff Focus Groups (December 12 + 13, 2016);
- Two Community Workshops (January 25, 2017); and
- Online Survey – via engage Waterloo (January 26 – February 1, 2017).

5.2.1. Staff Visioning Sessions

Two separate visioning sessions were held with the staff related to (a) the WMRC and (b) the Older Adult facilities (ARC and Wing 404), to gather input on the key priorities for the operation, program needs and aspirations for these facilities in the future. This exercise was structured using a SWOL analysis, identifying key strengths, weaknesses, opportunities, and limitations.

Definition

Sense of Place / Identity (often used interchangeably): Sense of place or identity refers to the way in which a place functions to provide a sense of belonging, construct meaning, foster attachments, and mediate change. The place identity of a person can inform their experiences, behaviours, and attitudes about other places⁷.

Outcomes related to the WMRC and General Community Use

Key priorities for the WMRC were identified as follow:

- Aquatics change room renovations: the alternate needs change room is very well utilized and would benefit from being expanded.
- General space requirements: More office space, additional storage for both staff and program users, additional dedicated programming space.

- Address parking issues at the WMRC: the parking is currently being utilized by those who are not using the facility. Developing a measure to manage this should be investigated further.
- Resolve track conflicts/safety issues to ensure the safety of all track users.
- AODA, security and wayfinding: Ensuring that the WMRC is an easy to navigate, safe and accessible facility for all users is important to staff. The potential exists to incorporate AODA compliant spaces and amenities, heightened security measures throughout the building to deter theft, and clear and distinct directional and identification signage throughout the WMRC. These will be carefully considered through an expansion / renovation to the existing building.

The overall vision for an expanded WMRC and general community use in the future includes the following elements:

- Sense of place: Creating a community space that provides a sense of belonging for users and has a unique character within the community (rather than simply a sports arena and pool).
- Layers of connectivity: Providing key connections between spaces within the building itself, promoting important linkages to Waterloo Park, providing accessible walkways from transit stops (bus and LRT), and connecting with the intensifying Uptown Waterloo.

⁷ Giesecking, Jen Jack, and William Mangold. *The People, Place and Space Reader, Section 3: Place and Identity*, [PeoplePlaceSpace](#)

- Welcoming and friendly: Creating an atmosphere within the WMRC that is warm and comfortable where all people and users feel welcome and at home. Providing common areas / comfortable space for casual gathering can contribute to this.
- Reception area: Tying directly into the facility being more welcoming and friendly, the potential exists to reorganize the lobby and reception area, removing the “unfriendly” elements that currently exist.
- Separate, yet connected, facility for Older Adults (ARC and Wing 404 replacement): Creating a space for older adults that is somewhat separate from the general recreation uses at the WMRC, with components that potentially connect the two facilities with mixed-use / inter-generational spaces.
- Community focused: Confirming the importance of continued refocusing of the WMRC from an event-focused space (as was intended when it was built with resident tenants calling the ice at WMRC home) to more of a community-oriented recreation facility through the provision of additional spaces that are typically used for broad community recreation activities (i.e. more dedicated program spaces, spaces for low / high impact sports, flexible community spaces).

Outcomes related to an Older Adult Centre

Key priorities for an older adult Centre were identified and are summarized below:

- Unique Needs: Recognize the unique needs of older adult customers and diversity of their needs at different life stages, mobility and frailty levels, etc. Designing a separate or dedicated space for those who are looking for a more intimate space and do not always want to or are unable to navigate the larger WMRC facility.
- Integrated technology: Incorporate technologies into the spaces and amenities to improve building efficiency, as well as into the programs to cater to the changing interests of older adults.
- AODA best practices: Design spaces that are AODA compliant and provide the appropriate amenities for all ages and abilities. Examples include automatic doors at entrances, wider hallways and doors, adequate space and amenities in washrooms, etc.
- Improve ambiance: Creating comfortable gathering spaces for socialization with improved décor was important to staff. As previously identified, the existing ambiance and décor at the ARC and Wing 404 is dated and in need of upgrading. Continuing no or low cost programs (i.e. billiards) was also identified as important in the future.
- Office space: It was important to staff that any new office space is designed to be conducive to the building program components and that key adjacencies are provided (kitchen

near to dining area, open staff areas near program spaces and gathering lounge, etc.).

- Multi-use spaces: Provide spaces that can be used for a variety of programs such as knitting, yoga, etc.
- Transportation: Ensure that an adequate number of accessible and general parking stalls are provided, provide a drop-off / pick-up area that allows direct access into the older adult centre, ensure transit accessibility, and provide active and alternative transportation facilities (outdoor bike racks, indoor scooter parking / charging stations, etc.).
- Security: Design the facility to provide a sense of safety for all users of the older adult centre, incorporating specific measures for higher need users.

The overall vision or ideal experience for a relocated / new older adult space emerged from these discussions:

- Welcoming environment and sense of place: Design the older adult spaces to be separate yet connected to the WMRC in some way(s) so there is a sense of ownership and pride related to the older adult spaces for users.
- Comfort, cozy atmosphere: Ensure that customers feel at home and comfortable in the spaces.
- Out of the box thinking and room for change: Design spaces that are flexible and intuitive for users. Incorporate flexible spaces that work for a variety of programs now and for future program needs.

- Accommodates staff: All spaces (offices, program spaces, common spaces) must be functional from a staff perspective.

The outcomes of the two sessions had some overlap in what is important in the future for facilities. These will be integral to the design of the building moving forward.

5.2.2. Guiding Principles Workshop

Utilizing the outcomes of the visioning sessions, the Project Committee (comprised of City staff and senior management) gathered to explore the common goals of the project moving forward (including consideration of a co-located older adult centre at the WMRC). This session looked at key elements related to program growth, site connections, social spaces, financial structure, accessibility, identity and key relationships, as well as the degree to which these influence the building program and design. Generally, there was consensus among the Committee members, with the goals emerging as follows:

- Program Growth – More programs for more people.
- Transportation – Balance between vehicular access and parking alongside transitioning to other modes of access.
- Social Spaces – Spaces for a range of group interaction.
- Financial Structure – Flexibility in funding distribution to ensure that both the general community and older adults benefit from this project.
- Accessibility – Seamless throughout.
- Identity – Merge and complement while incorporating a separate identity for WWLHIN and Older Adult component.

- Key Relationships – Fully integrated and connected with synergistic spaces and functional efficiencies.

The refined principles are presented in Section 8 of this report to guide the project moving forward.

5.2.3. Staff Focus Groups

Seven staff focus group sessions were held in mid-December 2016 to drill down on the user profiles, programming, space requirements, issues and constraints, trends, etc. These informal discussions included staff from the following areas:

- WWLHIN-funded programming
- Seniors Services/55+ programs
- Active Living Programs
- Economic Development, Arts and Culture
- Facility Operations
- Client Services and Customer Services
- Allocation and Bookings
- Aquatics

From these discussions a number of potential program spaces were identified by staff as needed or “nice to have” in the future. As it relates to the general community, identified recreation spaces included gymnasium, group exercise suite, indoor walking track around gym, dry land training space, kitchen, alternate needs change room expansion, performance and rehearsal space with soundproofing, program rooms suitable for meetings, and technology space.

Identified spaces that emerged specific to older adults included program space for arts and learning programs (looking to expand

these to meet demand), group activity room on grade, multi-purpose rooms with storage, card room, common lounge, kitchen, games room, and computer room.

Specific to the WWLHIN-funded programs, important spaces included replication of what is existing at the ARC and currently used by WWLHIN-funded programs (on one floor), multi-purpose quiet room, gathering space or lounge area, and a space that is not accessible by the public / general recreation users.

5.2.4. Community Workshops

Two community workshop sessions were held on January 25, 2017 (one in the afternoon and one in the evening). These events were advertised through a variety of means. Invitations were sent to all affiliated groups, registered customers using WMRC, ARC and Wing 404, and the former 55+ committee members. They were also advertised via social and print media, including both university newspapers. Staff also spoke with individual customers and to classes occurring within the facilities. It is estimated that there were over 300 community members in attendance at the two sessions combined.

The sessions began with a brief presentation followed by an interactive session utilizing presentation boards to garner feedback related to (a) the WMRC and (b) the older adult facilities based on the identified goals / guiding principles. In addition, comment sheets were also provided; 57 comment sheets were returned with input to the process.

The outcomes of the community sessions have been summarized into the following key themes related to both the WMRC and the

older adult facilities. There were a number of commonalities within the feedback for each facility.

Transportation

As it relates to the WMRC site, there was considerable discussion around the lack of existing public transit access along Father David Bauer Drive. The nearest bus stop (or route) is on Erb Street between Roslin Avenue N. and Avondale Avenue N. Pedestrian access was identified as being limited with unfavourable pedestrian conditions along Father David Bauer Drive. Pedestrian access is available from Erb via Roslin Avenue N. and Avondale Avenue N but the routes are also not considered to be pedestrian-friendly.

Attendees suggested that parking was also a concern (including the number of accessible spaces and the location of these within the lot). Many residents were concerned that with a potential expansion, this problem would only intensify.

Some people indicated that they would or could walk or bike if the proper infrastructure was in place, including sidewalks and pedestrian crossings and safe bike parking at the WMRC.

It was commonly cited that the ARC in its current location is well served by public transit and is walkable for many current users.

Accessibility

Much of the feedback related to accessibility and “what would make your experience easier”, was focused on walkability and ease of navigation within the facility. Developing a more compact footprint was preferred.

A separation between the active / athletic activities from the more passive activities was important to many people, as were improved change rooms, and inclusion of AODA requirements (automatic doors, adequate elevators, railings, etc.).

Additional Spaces

A wide variety of spaces were identified in the sessions related what additional spaces they would like to see in an expanded WMRC. Highlights included multi-purpose rooms, fitness spaces, recreational gymnasium, a place for crafts, café and patio area, community garden, space for pickle ball and basketball, kitchen, and climate controlled yoga room.

Discussion specific to the older adult spaces included better spaces for active living programs, social spaces, a variety of room sizes to accommodate a variety of groups with proper technology, a larger billiards room, intimate conversation areas, area for arts and crafts, and a kitchen for cooking and baking.

Some attendees expressed concern that the community group they are associated with would be losing their usual meeting space and time (e.g. every Tuesday evening for two hours), if programming was moved out of the ARC or Wing 404 to a new facility.

Storage was also a point of discussion, in particular storage by community groups (i.e. quilting group, Old Salts Canoe Club) who currently store equipment at either the ARC or Wing 404.

Additional Activities

Potential additional activities identified for the WMRC included badminton, pickle ball, volleyball, table tennis, singing, crafts,

camera / computers, music practice / rehearsal space, and medical partnerships.

Additional activities identified in conversations related to the older adult facilities included, but are not limited to, family outreach program services, greater variety of drop-in programs, adult running club, woodworking, expanded Seniors Day Programs, and billiards, cards / games room.

Shared Programs and Spaces

A majority of the feedback was in favour of providing shared programs and spaces serving both the older adults and the population as a whole. Intergenerational programming and spaces was seen as a positive aspect that benefits all those involved and “breaks down ageism”. However, some attendees expressed their preference for dedicated older adult spaces separated from the other activities within the WMRC.

Identity

A common thread related to identity was providing a diverse array of activities (from physical to learning) for all ages and abilities within one building. Creating a multi-generational facility for community interaction where a variety of programs can occur was a main point of discussion.

There was additional discussion around identity of a potential relocation of the older adult facility (ies) to the WMRC. It was important to many older adults that these spaces have their own identity to continue the sense of community that the ARC and Wing 404 currently have. Ideas to foster this included lounge areas, intimate spaces with a cozy feel, a warm comforting décor, and a separate entrance and reception area.

Location

There was concern expressed related to the proposal to relocate the older adult centre programming to be an expanded WMRC. Some participants felt that the existing location of the ARC was preferred (with LRT access and in a pedestrian-friendly location). However, when looking at all of the feedback comprehensively, it became apparent that support generally tended to be in favour of the relocation of the older adult facilities into one multi-generational recreation facility at the WMRC site, with some separate spaces for older adults.

It should be noted that there were suggestions about finding alternate locations for relocation of the ARC and / or Wing 404, in particular rebuilding at the ARC site as part of a new development. This option was further explored and is described in Section 9.

5.2.5. Online Survey

The online survey, made available through the engage Waterloo website, received 173 responses. It is interesting to note that 55% of survey respondents were over the age of 60.

In general, the feedback received from respondents in this age group (60+) indicated that the sharing of spaces was supported and would be beneficial to everyone. It should be noted that some survey respondents expressed concern related to the safety of older adults with mobility issues in the sharing of spaces. The need for quiet “older adult only” spaces was also identified as important to some.

Many of the respondents who indicated their age was between 20 and 59 identified that they would like to see a broader variety of programs for all ages / adults. Current limitations cited included

inappropriate program times for their schedule, adult programs are not often in the same location as children programs making it difficult for all family members to participate, and perceived program age limitations (some programs were advertised as 55+ in the past).

Within this age group (20-59 years old), popular programs included fitness, active living, health awareness, social opportunities, arts related activities, and martial arts. General change room improvements were also mentioned, in addition to flexible spaces for individual fitness, such as stretching or bodyweight resistance exercises.

5.2.6. Emerging Themes

From the consultation conducted as part of this study, a number of themes become apparent that will be carried forward into functional program development and building design for consideration. These can be summarized as follows:

Transportation and Access

- Ensure that the site is accessible by public transit
- Ensure there are adequate parking facilities
- Ensure that access to the site is pedestrian-friendly and comfortable in all seasons
- Universal accessibility throughout the facility

Group Exercise + Sport

- Provide a variety of active programs for all skill levels of participants (including yoga, pilates, Zumba, pickle ball, volleyball, etc.).

Arts + Culture

- Expand the variety of programs related to arts and culture including dance, music, crafts, games, book clubs, etc.

Learning + Education

- Expand the programs offered to include more learning opportunities and continued education.
- This could include lectures, computers, cooking, health and wellness, money management, etc.

Flexible Spaces

- Provide a variety of spaces that are flexible for a variety of interactions.
- This could include café / kitchen space, meeting rooms, program spaces, lounges, social opportunities, etc.

A Balanced Approach to the Older Adult Centre

- Design the older adult component to have its own identity and sense of place, including a separate entrance and reception area.
- Provide some dedicated spaces for older adults, while ensuring a connection with the WMRC.
- Include spaces that can be shared by all users.
- Creating an appropriate balance of spaces (dedicated vs. shared) will be important moving forward.

6 Trends and Best Practice

6.1. General Recreation Trends

To be able to plan recreation and community facilities effectively for the future, it is important to understand the demand for recreation programs, services and facilities. Provided below is a high-level assessment with regards to general physical activity profiles and trends in participation at the national, provincial, and local level (based on available data).

6.1.1. Benefits of Recreation

Statistics Canada's 2010 General Social Survey outcomes indicate that perceived benefits of participating in physical activity at the individual-level throughout Canada range in motivators, from intrinsic motivators (i.e. relaxation, physical health / fitness and a sense of achievement) to extrinsic motivators (i.e. family activities, making new friends and acquaintances).

Community-level benefits of parks and recreational activities and programming that encourage physical activity include strengthening and maintaining a healthy community and improved overall quality of life. These community-level benefits of recreation and physical activity are achieved through the following:

- Improved social networks, interpersonal relationships and social cohesion and inclusion;
- Reduced self-destructive and anti-social behaviour, especially amongst youth;
- Improved personal health which leads to reduced healthcare expenditure and prolonged independent living in seniors;
- Reduction of stress and isolation; and
- Improved productivity and work performance.

6.1.2. Lifestyle and Socio-Economic Influences on Recreation and Sport Participation

Although knowledge levels and perceived benefits of physical activity remain high (80% of Canadians realize the importance of regular physical activity)⁸, inactivity levels as well as overweight and obesity rates are also high. This issue can be partially explained by the persistence of barriers to healthy lifestyles.⁹ According to the Heart and Stroke Foundation, approximately half of Canadians cite long work hours (including commuting time) and lack of time as the reason for not engaging in physical activity on a regular basis. Over the past 20 years, leisure time has been decreasing for Canadians.¹⁰ More Canadians are moving from organized sport to informal sports and other forms of active leisure.¹¹ As research indicates, leisure

⁸ Parks and Recreation Ontario, *Investing in Healthy and Active Ontarians through Recreation and Parks Infrastructure* (2007)

⁹ Ipsos Reid Public Affairs, *2012 National Report Card* Submitted to Canadian Medical Association

¹⁰ Canadian Heritage, *Sport Participation 2010* (2013)

¹¹ The term "sport" refers to organized and informal sport. Statistics Canada defines each as the following:

activities that required less time commitment, had flexible drop-in opportunities, and were easier to access had a higher participation rate by Canadians.

6.1.3. Key Trends in Recreation Participation and Physical Activity

According to Active2010 Ontario's Sport and Physical Activity Strategy by the Ontario Ministry of Health Promotion, the top three physical activities – as a proportion of Ontario adult¹² participants – included walking for exercise (69%) gardening and yard work (47%) and home exercise (31%). The top three physical activities engaged in by youth¹³ included walking for exercise (60%), bicycling (49%) and swimming (46%). National data from Statistics Canada General Social Survey support Provincial trends where:

- Walking or jogging was the most common physical activity amongst Canadians, where there was an increase from 1992 (10%) to 2010 (12%);

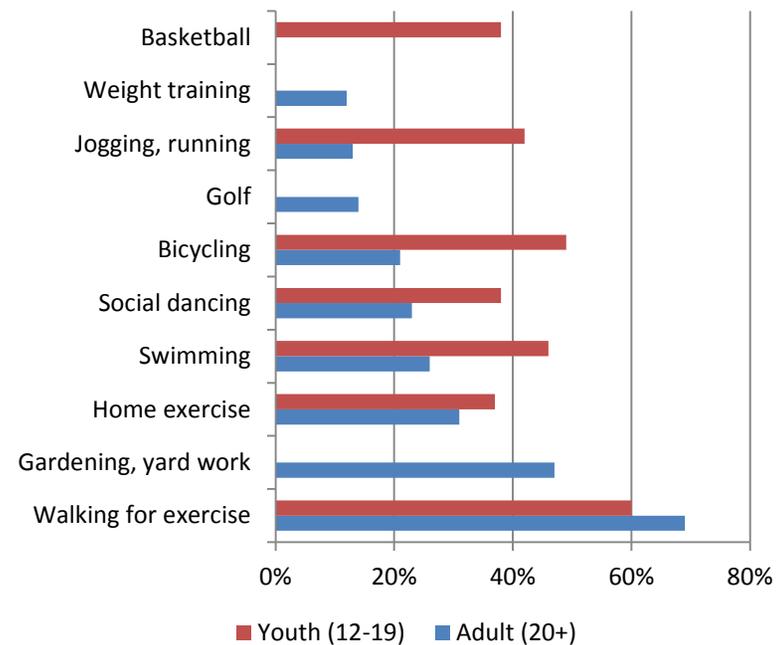
-
- a. Organized sport: includes a team or organized sports activities (amateur and professional), including the hosting of sporting events; and
 - b. Informal sport: includes recreational sports and physical activities such as aerobics, bicycling, badminton, fishing, golf, hiking, jogging, riding, rowing, skating, skiing, swimming, tennis etc.

¹² 'Adults' in Active2010 Ontario's Sport and Physical Activity Strategy was defined as Canadian residents aged 20 and older.

¹³ 'Youth' in Active2010 Ontario's Sport and Physical Activity Strategy was defined as Canadian residents ages 12 to 19.

- Exercise (e.g. yoga, weightlifting and aerobics) was the second most popular physical activity, where there was an increase from 1992 (5%) to 2010 (8%);
- Participation in outdoor activities and cycling has also increased.

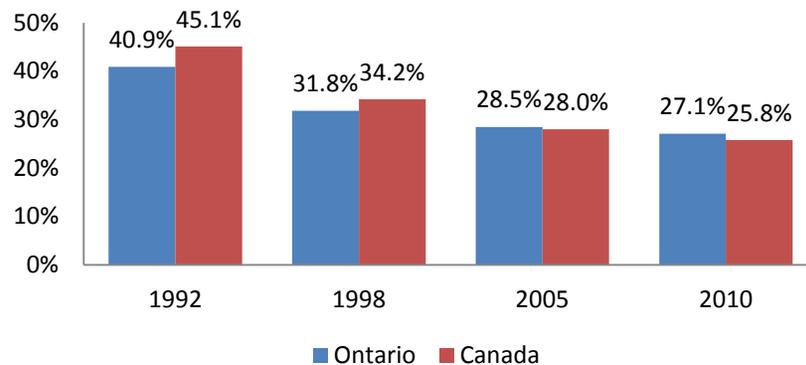
Exhibit 33: Most Popular Physical Activities for Ontario Youth and Adults



Source: Ontario Ministry of Health Promotion, Active 2010 Ontario's Sport and Physical Activity Strategy

Despite the overall increase in the number of Canadians engaged in physical activity, sport participation has been in decline.¹⁴ According to *Sport Participation 2010* (2013) by Canadian Heritage, the national sport participation rate declined between 1992 and 2010. The rate of sport participation decline has slowed down over the years, where the 1992 to 1998 rate of declining sport (-11%) was larger than the 2005 to 2010 decline (-2%). Although the proportion of Ontarians regularly engaged in sport¹⁵ decreased between 1992 and 2010, this proportion became larger than the National average as of 2005, with the gap increasing into 2010.

Exhibit 34: Adult Canadians Regularly Participating in Sport



Source: Canadian Heritage, *Sport Participation 2010* (2013)

¹⁴ 'Sport' is defined by Sport Canada as an activity that involves two or more participants for the purpose of competition.

¹⁵ Canadian Heritage categorized respondents and defined those as 'regularly engaged in sport' as individuals that participated in a sport at least once a week during the season or for a certain period of the year.

According to the 2010 General Social Survey, popular sports that drew between 500,000 to 1 million participants included ice hockey (1.2 million), soccer (981,000), baseball (581,000), volleyball (531,000) and basketball (512,000).

Sports participation in terms of frequency of participation differed between age groups. For Canadians ages 15 and older, the top three most practiced sports included golf (6%), ice hockey (5%) and soccer (2.7%). Whereas, soccer (42%), swimming (24%) and ice hockey (22%) were the top three most practiced sports among children ages 5 to 14¹⁶.

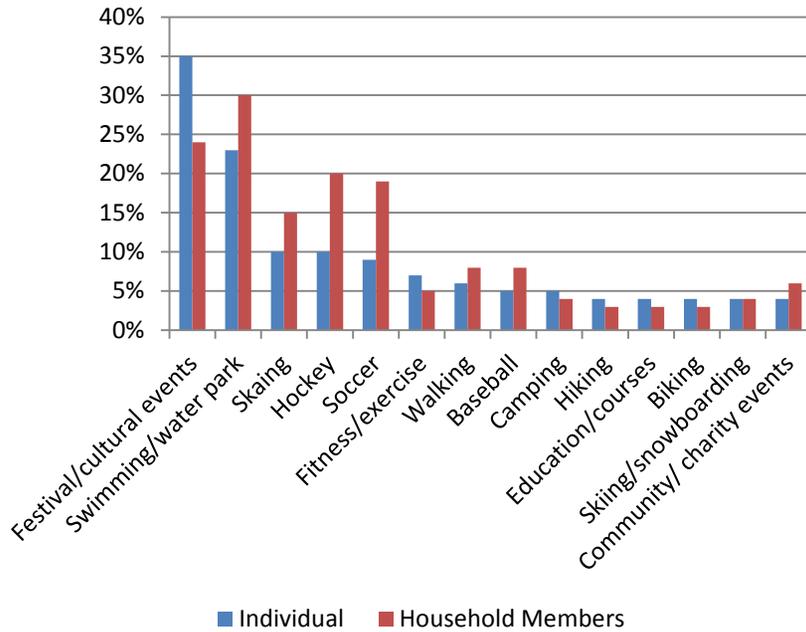
Throughout Ontario, participation in recreation programs highlighted a mix between physical and social activities. The majority of individuals and household members throughout the Province participated in festival and cultural events, followed by swimming, skating, hockey and soccer.

A 2009 study by Parks and Recreation Ontario¹⁷, found that the top three new activities that Ontario residents tried in 2008 included working out/aerobics (21%), skiing/cross-country skiing/snowboarding (14%), swimming (8%), jogging/ running (7%), walking and team sports (both at 6%).

¹⁶ Canadian Heritage. *Sport Participation 2010*. 2013.

¹⁷ Use of Benefits of Local Government Recreation and Parks Services: An Ontario Perspective. 2009.

Exhibit 35: Most Participated Recreation Programs by Ontario Residents



Source: Parks and Recreation Ontario, Use and Benefits of Local Government Recreation and Parks Services: An Ontario Perspective (2009)

These national and provincial trends are in-line with the trends occurring in Waterloo. This becomes apparent through the high level of interest and participation in walking for exercise and jogging / running as the track usage has been consistently increasing; interest in exercise (yoga, aerobics, etc.) as these are popular programs offered by the City with high participation rates; and the overall participation in dance programs such as Ballroom and Social Dancing and Modern Line Dancing have been increasing.

6.1.4. Participation Trends by Age Category

Adult Participation

The Canadian Fitness and Lifestyle Research Institute publishes various bulletins tracking physical activity participation among various segments of the population. Their 2014-2015 Physical Activity Monitor reported the most popular physical activities for Canadians 18 years and older were: Walking (84%), Gardening (74%), Exercise at home (65%), and Swimming (58%). In addition, Jogging/Running (49%), Bicycling (49%), Weight Training (41%) and Social Dancing (39%) were also popular activities.

The Physical Activity Monitor reported that sports participation among Canadians has remained relatively the same between 2004 and 2015 – 34% of Canadians 18 years old and over indicated participating in a sport. The report also noted that sport participation decreases with increasing age from 57% of 18 to 24 year olds to 14% of adults 65 years and older.

Participation rates in most activities tend to decline with age. The proportion of adults participating in bicycling, swimming, weight training, skating, roller blading, jogging or running, home exercise, downhill skiing, snowboarding, bowling, and social dance, and team sports such as volleyball, basketball, soccer, ice hockey, baseball or softball, and football, and racquet sports generally decreases with increasing age. Conversely, younger adults (18 to 24 years) are less likely to participate in gardening or yard work.

The Physical Activity Monitor also collected information regarding frequency of participation for sport participants:

- A greater proportion of adults aged 18 to 24 years participate in sport four to six times a week compared to 25 to 64 year olds.
- University educated adults are more likely than adults with a secondary school education to participate in sport once a week.
- Of those who participated in sport, the most frequently mentioned is hockey (25%) followed closely by soccer (18%). In addition, 13% mentioned participation in baseball or softball, 11% cite racquet sports, golf or basketball, 8% indicated volleyball, and 7% mentioned rugby or football.

Children & Youth Participation

In a 2014 bulletin “Kids Can Play!” the Canadian Fitness & Lifestyle Research Institute reported on the physical activity levels of children and youth. Approximately 75% of children and youth (between 5 years and 19 years old) participate in organized physical activity and sport, according to parents. Participation rates decrease with the increase of age – over 80% of children between 5 and 10 years old participate in organized physical activity, compared to about 65% of youth between 15 and 19 years old.

Children and youth living in higher income households (\$80,000 or more per year) or whose parents have a university education are more likely to participate in organized physical activity and sport compared to those from lower income households and education levels, respectively. More specifically, children’s participation in organized activity and sport increases significantly with increasing parental education level and generally increases with increasing household income. For example, approximately 58% of those with a parent who has less than secondary school education participate in

organized sport, compared to 80% with a parent who has a university-level education.

6.1.5. Key Trends for Recreation Facilities

In 2009, the Canadian and Ontario governments launched the Recreational Infrastructure Canada (RIc) Program and the Ontario Recreation Program (Ontario REC), in recognition of the need to upgrade and improve recreational infrastructure. Through the Economic Action Plan (2009), the Government of Canada has committed \$500 million over two years for upgrading and renewing recreational facilities, with \$195 million allocated for Ontario. Since then, the governments of Canada and Ontario have invested in more than 750 recreational infrastructure projects.

According to a 2010 Parks and Recreation Ontario report¹⁸ well designed and functioning recreation and sport facilities is key to creating and maintaining healthy communities. A great deal of Ontario recreation infrastructure¹⁹ is in a state of decline, as the majority of publically owned facilities were built between 1956 and 1980. According to Parks and Recreation Ontario’s *Major Municipal Sport and Recreation Facility Inventory*, all communities throughout Ontario will be required to upgrade or replace up to 55% of their community centres in the near future.

¹⁸ Parks and Recreation Ontario, *Investing in Healthy and Active Ontarians through Recreation and Parks Infrastructure* (2007)

¹⁹ Parks and Recreation Ontario defines recreation infrastructure as “indoor and outdoor places and facilities that offer specific health, social, environmental and economic benefits to the individuals and communities in which they live”. Examples of indoor recreation infrastructure include arenas, community centres and indoor pools. Examples of outdoor recreation infrastructure include parks, trails and outdoor pools.

Key trends that have emerged in recreation facilities development include:

- **Multi-usage** – Increasing focus on multi-use facilities as recreation, entertainment and family centre;
- **Aquatics** – Emerging aquatic facility designs (fitness swimming and therapeutic programs for seniors and splash pads/water parks for children); and
- **Accessibility** – Improving accessibility for people with disabilities due to the passing of the *Accessibility for Ontarians with Disabilities Act* (2001) where municipalities are required to improve opportunities for participation for people with disabilities through the removal of barriers.

6.2. Older Adult Program Trends

Identifying trends in older adult programming can offer insight into the evolution of the spatial program. Programming must also address the wide gap in interests from 55 to 100+ years of age, the varied abilities of participants, as well as the ethno-cultural character of the community.

Intergenerational Programming

Remaining connected to all ages is increasingly important in our society. There is a general shift to move away from stand-alone recreation centres that cater to a specific age group (ARC and Wing 404). There is a definite movement towards the preference to develop multi-generational facilities that are designed to be

welcoming to activate a range of users. This can help to avoid isolation of certain age groups and create a sense of social cohesion within the community. The BC Recreation & Parks Association's Older Adult Trends document reports that expanding facility roles can help promote partnerships with public health, libraries and community services. The multi-generational facility then becomes a focal point for the community.

Educational Enrichment

Older adults are lifelong learners and need to be engaged in diverse physical and intellectual activities. It was found that the baby boomer generation tends to have a high level of education, so programs that are intellectually stimulating are continually important to them²⁰. The Older Adult Plan for the City of Mississauga notes that educational classes that cater to a wide range of interests – from architectural history to politics – should be offered in the future²¹. Language classes and instructional arts programs (painting, photography, acting, etc.) are also expected to be popular pursuits. Cultural and educational outings to museums, art galleries and the theatre will also appeal to this demographic.

Ethno-Cultural Connections and Social Bridging

The Older Adult Recreation Strategy identified that Waterloo is seeing an increasing ethno-culturally diverse population, many of whom are over the age of 55. As the current generation of older adults across Canada and Ontario in particular is becoming more

²⁰ LeisurePlan International Inc. City of Vaughan Older Adult Recreation Strategy. 2016.

²¹ Monteith Brown. City of Mississauga Older Adult Plan. 2009.

ethno-culturally diverse, it is increasingly important to provide programming to accommodate different cultural needs and spaces for interaction and socializing. The Town of Milton's Older Adult Strategy noted that working with local ethno-cultural organizations and facilitating services in multiple languages can help ensure that their needs are being met²².

Active, Low-Impact Sport

The current generation of older adults is already more active than previous generations. Popular exercise and wellness programs include yoga, meditation, low impact exercise and sport (pickle ball). The provision of programs that reflect a range of skill sets and abilities is important (i.e. offering an intermediate yoga class as well as a chair yoga class). While more solo-oriented activities such as walking and yoga are important, it is also noted that team sports such as bocce, lawn bowling and pickle ball are increasingly popular with older adults²³. This indicates that opportunities for team building and socializing are important aspects in older adult recreation activities.

Technology

Becoming and staying aware of emerging technologies are of interest to older adults today (more than in previous generations). Baby boomers are typically keen to learn about new technologies and electronic devices so they can be put to use in their everyday

lives²⁴. Incorporating technology into programming and spaces is important to the newer generations of older adults.

6.3. Best Practice

In general, recreation centres across Ontario are designed to fit the specific needs of the local community within which they are located. Best practice in facility design typically reflects the following:

- Multi-generational facilities with a capacity for a wide variety of programs.
- Consideration for comfortable spaces; moving away from typically sterile environments to create welcoming and intimate spaces for gathering and socialization.
- In centres with aquatics, support for non-water based complementary activities through development of a "community hub" with associated amenities such as meeting and fitness spaces, etc.

The following examples provide a picture of how these principles can be realized in the development of general recreation and community facilities that incorporate specific programming and amenities for older adults.

²² Monteith Brown. Town of Milton Older Adult Strategy. 2012.

²³ Monteith Brown. Town of Whitby Sports Facility Strategy. 2015.

²⁴ LeisurePlan International Inc. City of Vaughan Older Adult Recreation Strategy. 2016.

6.3.1. Regent Park Community Centre, Toronto, ON

The Regent Park Community Centre is a new 59,000 square feet multi-use recreation facility that also includes an employment centre, child care centre and partnerships with a local public school. Although located within a neighbourhood with a high proportion of youth, the Community Centre offers space and programming for older adults.

Registered and drop-in programs are available for older adults and include arts and crafts, line dance, tai chi, as well as other general interest activities. The City of Toronto offers free drop-in programs for this facility.

As a multi-use facility, older adults also have access to the fitness studio, community hall, teaching kitchen, and rooftop garden and multi-purpose rooms.



Regent Park Community Centre, Toronto, ON

6.3.2. Chuck Bailey Recreation Centre, Surrey, B.C.

The Chuck Bailey Recreation Centre is a 20,000 square feet multi-generational facility, which includes a gymnasium, fitness studio, seniors lounge, as well as youth and preschool lounges. The facility also includes outdoor space – a covered skate park, basketball court, and lacrosse/hockey box.

The seniors lounge includes a computer lab, billiards room, an arts and crafts area, and a café. Community members using the seniors lounge also have access to a garden area and outdoor patio areas with a BBQ. The seniors lounge is open Monday to Friday from 9:00 am to 9:00 pm and Saturday and Sunday from 9:00 am to 5:00 pm.

The facility offers registered and drop-in programming specifically for older adults. This includes table tennis, pickle ball, yoga and fitness programs.



Chuck Bailey Recreation Centre – Seniors Lounge, Surrey, B.C.

6.3.3. Queen Elizabeth Park Community and Cultural Centre, Oakville, ON

The Queen Elizabeth Park Older Adult Centre (QEPOAC) is a section of the 144,000 square feet multi-use Queen Elizabeth Park Community and Cultural Centre (QEPCCC) facility. The QEPOAC is located on the south side of the building and is adjacent to various programming rooms.

The QEPOAC portion of the facility is open Monday to Friday from 1:00 pm to 4:00 pm. However, through the QEPCCC, older adults have access to gymnasiums, active living and dance studios and music rooms to pursue various social and recreational programming.

The QEPOAC is operated by the Town of Oakville's Senior Services and provides registered programs (e.g., tap dancing, Parkinson's Program, yoga) and drop-in activities (e.g., Pickle Ball, Book Club), as well as special events. In addition to recreation services, the QEPCCC offers cultural space for the community – a rehearsal hall, black box theatre, gallery and museum space.



Queen Elizabeth Park Community and Cultural Centre, Oakville, ON

7 Planning for Recreation Facilities

This section establishes the need for recreation facilities by looking at a range of measures including the Recreation and Leisure Services Master Plan (see Section 2), population growth (see Section 3.4), standards of provision, existing facility conditions, and current utilization (see Section 4).

While the purpose of this exercise is not to undertake a complete recreation master planning process, it is important to look at the broad range of possible future uses for an expanded WMRC facility that potentially includes the relocation of the ARC and/or Wing 404 facilities.

The City has recognized the importance of shifting the focus of the WMRC towards more of a community recreation centred model (rather than an event centred model) in the future. This shift will enable the facility to operate on a more consistent basis. For example, at present, when large events are held at the WMRC, regular programming often gets cancelled and there are challenges related to parking. These issues can largely be avoided by shifting the focus to more general, community-focused recreational uses.

7.1. Ice Pads

The Recreation and Leisure Services Master Plan (2008) identified that there was not an immediate need or capacity to initiate any new ice or arena development.. It does mention that within a twenty year perspective, there may be a need for new arena development in the long-term.

With 8 ice sheets owned and operated by the City (4 of which are at RIM Park), the current servicing level within the City is one ice pad per 13,123 residents. Most municipalities of a similar size have delivery ratios around one ice pad per 15,000 to 20,000 residents, therefore, the City is providing a slightly higher level of service than other comparable municipalities. When looking at ice from a regional perspective, the current servicing level is within this comparable range as well.

The ice pad at the WMRC is in good condition with no major repairs identified to be required in the near future. One limitation that was identified was the existing seating capacity being a difficult size to market for special events (the arena only hosts an average of 6 larger events per year). This creates the opportunity for the City to focus on promoting the facility as a community-based centre for general recreation use.

Exhibit 36: Ice Facilities Standards of Provision

Facility Type	Ownership			Regional Population Standard				Comparable Standard	
	CoW	Other Municipalities	YMCA	Total	2016	2021	2026		2031
Ice	8	26	0	34	15,740	18,486	19,909	21,441	1 per 15,000-20,000 population

Source: Sierra Planning and Management.

While the ice pad at the WMRC is clearly well used based on the utilization rates, especially during prime-time hours, there has been a decrease in use over the past few years. Looking at the City's arenas as a whole, it is apparent that ice is very well utilized overall, consistently above 80% use of seasonal prime time (2012-2015).

Conclusion: Clearly, over the period to 2031, additional ice will be required to meet needs across the region based on target standards of provision. Notwithstanding evident need, given the balance of factors, including other expressed needs, an additional NHL-sized ice pad at this facility is not likely to be the best solution to the City's ice needs. Based on the above information, and with consideration for the identified budget constraints, the requirement to provide a range of uses for a range of users, the need for an additional ice pad at the WMRC should not be considered as part of the WMRC expansion at this time.

7.2. Aquatics

The Recreation and Leisure Services Master Plan finds that undertaking new initiatives related to the development of aquatic facilities are not an immediate priority for the City (without partners). Since the development of the Master Plan, a YMCA has opened within the City with aquatic facilities.

The Swimplex at the WMRC is the only indoor aquatics facility owned and operated by the City. The need and level of service provision for aquatics should be looked at from a regional perspective due to the proximity of other facilities to the City. When taking a regional perspective on aquatics, the city and region is well served with one aquatics facility per 44,596 residents. Comparable communities typically deliver one per 40,000 to 50,000 residents.

The Swimplex at the WMRC is generally in good condition, however some existing challenges were identified by the Aquatics Team staff. This includes infrastructure changes that need to be addressed, specifically related to the fact that the movable floor has reached its useful life limit. Other challenges included limited space within the alternate needs change room, limited access to the deep end due to lack of a lift, and depth markings require adjustment.

Exhibit 37: Indoor Pool Facilities Standards of Provision

Facility Type	Ownership				Regional Population Standard				Comparable Standard
	CoW	Other Municipalities	YMCA	Total	2016	2021	2026	2031	
Indoor Pools	1	8	3	12	44,596	52,376	56,408	60,750	1 per 40,000 to 50,000 population

Source: Sierra Planning and Management.

During consultation it was heard that the swirl pool is currently not accessible for all users, especially those with mobility limitation, etc. Investigating the implementation of a ramp to the swirl pool for accessibility is an opportunity in the future.

Conclusion: While the pool is a popular feature of the WMRC and is well utilized, keeping in mind the budgetary constraints, any expansion of the pool facility is not recommended at this time. Renovation to the current configuration of the men’s change room facilities would allow for an expansion of the alternate needs change room, which is very well utilized.

7.3.Track

While the Recreation and Leisure Services Master Plan does not specifically address tracks as a recreation facility, it does identify that the two universities support a major stadium complex with track and field capabilities. While this facility is outdoors, the issue of adequate space for indoor winter training becomes apparent.

Although there is no comparable standards for indoor track facilities, as communities differ in their needs, the city currently has 1 track that is appropriate for training purposes, located at the WMRC. An additional “walking loop” is provided at RIM Park which utilizes the hallway spaces and there is an indoor track (rubberized surface) located at the Stork Family YMCA for use by members. Within the

region, there are a total of 9 walking tracks, including 3 at the YMCA facilities.

While there is a good supply of walking tracks within the region, the demand for renting the existing track at the WMRC by track clubs is increasing. This is expected to continue in the future, further reducing the time that the track is accessible to the public for general community use.

Conclusion: The potential for including a dedicated walking only track facility within an expanded WMRC for use by the general adult community, as well as older adults is apparent. This would enable the existing track to be dedicated for track club use in the evenings and other periods of need, alleviating the conflicts that currently occur.

Exhibit 38: Walking Track Facilities Standards of Provision

Facility Type	Ownership				Regional Population Standard				Comparable Standard
	CoW	her Municipality	YMCA	Total	2016	2021	2026	2031	
Walking Track	2	4	3	9	59,462	69,835	75,211	81,000	No comparable standard

Source: Sierra Planning and Management.

7.4. Gymnasium

While the Recreation and Leisure Services Master Plan does not expressly discuss needs as related to gymnasiums, the Older Adult Recreation Strategy identifies the need for spaces that are appropriate for fitness programs.

Gymnasiums are primarily provided by the two local school boards: the Waterloo Region District School Board and the Waterloo Catholic District School Board. Between the two boards, they offer 23 gymnasia in the city which the public can access after school hours. While recognizing that the public is not the priority user for these spaces, this analysis evaluates the supply of space that is not associated with schools.

The City currently owns and operates 2 NBA sized gymnasiums, both of which are located at RIM Park and primarily used for competitive sport activities. These can be configured into various gym sizes depending on needs. The City notes that these gyms are booked nearly 100% of the time on weekends, and consistently booked on weekday mornings (8:30am to 12:00pm) and evenings (6:00 to 11:00pm). There is one gymnasium provided within the YMCA facility in the city that is open to its members. Based on this, the current servicing level within the city is one gymnasium per 34,995 residents. Other municipalities of a similar size often deliver one gym per 20,000 to 50,000 residents.

[Exhibit 39: Gymnasium Facilities Standards of Provision](#)

Facility Type	Ownership				Regional Population Standard				Comparable Standard
	CoW	Other Municipalities	YMCA	Total	2016	2021	2026	2031	
Gymnasium	2	11	3	16	33,447	39,282	42,306	45,563	1 per 20,000 - 50,000 population

Source: Sierra Planning and Management.

Conclusion: The demand for the City to provide a “gym-type” space for all levels of active recreation (not just competitive sports as provided at RIM Park) to its residents in a more central location is present. The inclusion of multi-purpose activity space that is accessible by all ages and abilities that can be used for a variety of low to high impact activities within an expanded WMRC is justifiable.

7.5. Other Potential Uses

7.5.1. Fitness Studio

The Older Adult Recreation Strategy identified the need for spaces that are appropriate for active living programs that are properly equipped (with mirrors, proper flooring, mats, etc.).

While fitness is often provided by the private sector, the City provides active living programs as well. The current spaces that are used for fitness related activities at the WMRC (Room 101), ARC (Community Room), and Wing 404 (Community Room) are not currently equipped with proper soundproofing, flooring, and other amenities that make the space comfortable for users.

Conclusion: In order to provide a better service than is currently delivered, due to the room conditions, the opportunity exists to renovate or build new spaces for fitness related activities and programming. This type of space is often flexible enough to be used for a wide array of activities (dance, fitness, tai chi, etc.).

7.5.2. Meeting Rooms / Multi-Purpose Space

The City provides a variety of meeting rooms and flexible multi-purpose space for community use across Waterloo. Typically, meeting rooms are smaller and often function as a boardroom of sorts, with tables, chairs, presentation screens, etc., whereas multi-purpose rooms tend to be more flexible in nature, are larger in size (often sized for programs to have at least 30 people), often have storage facilities included, and may include a small area with a sink and counter space.

There are currently three meeting rooms available at the WMRC, four such spaces at the ARC, and two multi-purpose spaces at the Wing 404, as well as a number of rooms of various sizes at other City facilities. Discussion with staff indicates that the City has a greater supply of meeting rooms than multi-purpose (or program) rooms. In some cases meeting rooms are used for programming (which is not ideal in many situations).

Generally, the meeting spaces at each facility are not highly used (with the exception of the community room at the ARC). If the ARC and / or the Wing 404 are to be relocated, it is important that there are spaces that are flexible enough to host the suite of programs that currently exist there (including Active Living and WWLHIN-funded programs).

Conclusion: It is clear that the inclusion of multi-purpose / program type spaces are a necessary component of any expanded WMRC, especially if the ARC and/or Wing 404 are to be relocated there. Based on the utilization data, these spaces could be even more multi-use or flexible in nature to be used for a wide variety of programming, including WWLHIN-funded programs (and Active Living) during the day, and other, more general community

recreation programming in the evenings and on weekends, including use by community groups. The spaces should provide enough flexibility to accommodate meetings as well (availability of tables, chairs, technology, etc.).

7.5.3. Kitchen

The City currently provides two kitchen facilities available for rentals, one at the ARC and one at the Wing 404. The kitchen is a core component of the ARC building; its main function enables the food preparation and service for the Lunch Program during the week. The kitchen at the Wing 404 on the other hand is more often used on weekends. There is also a kitchen at the WMRC and another at RIM Park that are used by the City's food services team.

Conclusion: If the Seniors Day Program and Lunch Program are relocated to the WMRC, the kitchen is a core component that is expressly needed and shall be included. The potential exists for this facility to be utilized by the community at non-core times (evenings and weekends). There is also a future opportunity to include a teaching kitchen component as part of this facility to enable the City, its partners, or others to provide programming for all ages related to nutrition, kitchen safety, education, etc.

7.5.4. Older Adult Space

The City currently provides two older adult spaces (ARC and Wing 404). As the subject of this study, descriptions of these facilities were provided in Section 4. Generally, the utilization data indicates that the spaces within these facilities are not being used to their full potential. The City identified that they are looking at expanding programming for older adults at other facilities, and have already started to do so at RIM Park.

Conclusion: The degree to which dedicated space for older adults is warranted within an expanded WMRC facility is to be determined by the City. However, there is an opportunity to provide flexible spaces that have the potential to be used by other community members as well. Either way, the City has identified that creating a separate entrance and reception area for the older adult component is very important moving forward.

7.5.5. Games / Computer Room

The City currently provides a games / computer room at the ARC. This is a popular activity according to anecdotal evidence.

Conclusion: Inclusion of this use within a new / replacement older adult facility would be a positive feature, providing space for socialization, learning, and mental stimulation.

7.5.6. Field House

The City currently has a supply of two indoor turf / field houses. One is located at RIM Park, the other is located at Bechtel Park. This translates to a current service level of one field house per 52,493 residents, comparable to other communities whose delivery target for these facilities is one field house per 100,000 residents.

Conclusion: The City's currently level of provision is therefore quite high, and coupled with existing site constraints at the WMRC, an additional field house is not warranted as part of this project.

7.5.7. Tennis

Tennis facilities are provided by both the City and the Waterloo Tennis Club. The City has 5 lit courts and 4 unlit courts in its

portfolio. There are also 3 unlit tennis courts at Waterloo Collegiate Institute and 3 at Bluevale Collegiate Institute that are available for community use outside of school hours. The Waterloo Tennis Club, located within Waterloo Park (adjacent to the WMRC), offers 12 courts in the summer and six courts in winter months for use by members only. There are also private courts in the city.

Conclusion: The city appears to be well served by tennis facilities, therefore there is no need for additional tennis facilities to be included as part of this project.

7.5.8. Weight Training

Weight training facilities in Waterloo are primarily provided by the private sector. The KW Skating Club provides a weight training space at RIM Park. The city is also served by larger fitness facilities at the two universities, and the YMCA, which is open to members only.

Conclusion: The need for additional weight training facilities to be provided by the City is not justified.

7.5.9. Maker Space

Maker space within the region is primarily provided by private providers, including Kwartlab in Kitchener, Underground Studio at THEMUSEUM in Kitchener (offers maker workshops for children and youth), and the Waterloo Public Library (which runs maker workshops). The Carnegie Library building has seen zoning changes to allow for makerspace. The City is not typically in the business of providing this type of service.

Conclusion: Additional maker space is not justified at this time to be provided by the City.

7.5.10. Applied Arts Space

Much of the arts programming within the City currently takes place at the Waterloo Community Arts Centre (Button Factory). While the City owns the facility, the Waterloo Community Arts Centre group runs the programming that occurs there. Additional spaces for applied arts are currently provided by community groups and private providers (i.e. Waterloo Potters' Workshop, etc.).

At this time, there is interest from groups such as the Waterloo Community Arts Centre in providing more programming in other City facilities, given existing limitations on their own space and steady community interest, but opportunity is limited given the types of spaces available.

It should be noted that the City's Arts and Culture Team is actively looking to provide more opportunities for community programs. Some programs have been offered at the old Train Station/Visitor Centre. The lack of a more suitable space for arts programs is currently limiting the programs offered by the City.

Conclusion: The design of flexible / multi-purpose space shall consider including amenities that would be appropriate for applied arts programming such as large sinks, adequate storage, etc.

7.5.11. Community Performance and Rehearsal Space

Members of local community-focused music and theatre groups have indicated that access to performance and rehearsal space is limited within the city. Discussions with staff did indicate that there was a general demand within the community for a 250 seat black box theatre space, as well as rehearsal space for theatrical, musical or other performers.

Conclusion: Due to the current limitations related to use of DC funding, a dedicated performance space for music or theatre is not justified as part of this project. The potential exists for theatre and music groups to use the flexible program spaces and the community hall for rehearsals and other activities. Consideration will need to be given to the feasibility of appropriately supporting a broad range of uses in these flexible spaces.

7.5.12. Gallery / Museum Space

Gallery space within the city is currently provided by community organizations or private providers. The City's museum is currently located at Conestoga Mall. City staff indicated that museum storage space is needed, however this is not an effective use of space at the WRMC and should be provided in another location.

Conclusion: Dedicated gallery or museum space within an expanded WRMC is not justified. However, there is the opportunity to provide temporary exhibits within the lobby area and hallways.

7.5.13. Youth Space

The City does not currently provide youth centres as a service to the community. While there was some discussion during the staff engagement sessions, and recognizing the fact that there is a skate park located in Waterloo Park, the WMRC is not thought to be the ideal location for a dedicated youth space due to the fact that there are no schools located in the immediate vicinity and the concentration of those under 19 years of age in the Uptown and surrounding area is low compared to the more outlying areas of the city.

Conclusion: The need for a dedicated youth centre at this location is not justified. However, the opportunity exists for youth programming in flexible program spaces and informal use of a multi-purpose activity court by youth for such sports as pick-up basketball.

7.5.14. Banquet Facility

There are a number of private banquet facilities within the City and surrounding region that are used by the community. The City currently has two banquet facilities, one at RIM Park and one at Hauser Haus at the WMRC.

Utilization data indicates that Hauser Haus is not well used at any time of the day. The space is very antiquated in terms of décor and technology and does not meet current community standards or expectation of what a banquet facility should be. The potential to convert Hauser Haus into other uses that are currently in demand in the city is an important consideration.

Conclusion: Retention of Hauser Haus as a key use of the WMRC moving forward is not justified. The space could be better utilized in a different manner through renovation. Depending on building configuration (to be developed in Phase 2), potential future uses could include space for fitness or group exercise classes, flexible program spaces, and /or flexible community hall function.

8 Bringing It All Together

8.1. Definition

An **architectural program** can be defined as the thorough and systematic evaluation of the interrelated values, goals, facts, and needs of a client's organization, facility users, and the surrounding community²⁵.

Developing an architectural program helps to clarify the project's goals and design issues, and ensures that the project reflects the community's values.

8.2. Process

The emerging functional program for an expanded WMRC was developed in collaboration with the City, stakeholders, user groups and the community through the consultation and engagement process detailed in Section 5. The background, context and analysis conducted by the consulting team also helped to shape the functional program.

8.3. Emerging Space Program Summary Matrix

When looking at functional spaces for an expanded WMRC, it is important to consider the compatibility of users. The spectrum of potential uses in a multi-generational facility is vast, from active, young children to old older adults participating in the WWLHIN-

funded programs. The placement of these functional spaces, and overall building design and layout, must take this into consideration moving forward.

Exhibit 40 identifies the rationale behind each of the emerging building spaces recommended to be included in an expanded WMRC and how each element is reinforced by the supporting policy and documents, research and analysis, and the consultation, as presented in earlier sections of this report. The proposed spaces also reflect the budgetary considerations identified by the City. The proposed program spaces are further detailed in Section 8.4.

²⁵ Robert. G. Hersberger, "Programming," Excerpt from *The Architect's Handbook of Professional Practice*, 13th Edition (2000).

Exhibit 40: Emerging Space Program Summary Matrix

Recommended Program Spaces	Rationale		
	Research / Analysis	Consultation	Supporting Policy / Documents
Existing Spaces			
Aquatics	No required need for pool expansion based on current utilization and other proximate facilities. Infrastructure upgrades include replacement of the movable floor which has reached its useful life limit. The potential exists to reconfigure the existing change rooms to allow for an expansion of the alternate needs change room.	Discussion related to change room reconfiguration and swirl pool accessibility.	Recreation and Leisure Services Master Plan specifies there is no immediate need for investment in expanding aquatics.
Ice Arena	No required need for expansion based on current utilization, trends and other proximate facilities.	Focus on arena as a community-centered facility, rather than hosting events.	Recreation and Leisure Services Master Plan specifies there is no need for additional ice.
Renovated / New Spaces			
Multi-Purpose Activity Court	Lack of multi-purpose sport spaces within City for use by the community (gymnasiums at RIM Park are heavily booked for competitive sport activities).	Interest in space for low-impact group sports.	Pathways to Wellbeing; Provincial Policy Statements; Places to Grow; Waterloo Strategic Plan.
Dedicated Walking Track	Utilization of existing track is increasing at fast rate; demand continues to increase for rental time; conflict occurs between runners and walkers.	Interest in a track dedicated for walking.	Pathways to Wellbeing; Places to Grow; Waterloo Strategic Plan.
Activity Rooms	Lack of properly equipped spaces for fitness and group exercise activities. Registration rates in active living programs are stable/increasing.	Interest in flexible rooms for fitness and group exercise activities / programs.	Pathways to Wellbeing; Waterloo Strategic Plan; Older Adult Recreation Strategy.
Flexible Program Space	Existing space at WMRC, ARC and Wing 404 are in need of general upgrading (décor, accessibility, etc.)	Interest in flexible rooms for City or community programs with storage facilities for use by smaller groups (20-30 people).	Pathways to Wellbeing; Places to Grow; Waterloo Strategic Plan; Older Adult Recreation Strategy.
Flexible Dining Space	Existing dining space at ARC is set-up / taken down on a daily basis to change the space from dining to program space.	Operational issue with set-up / tear-down times of tables for WWLHIN meals. A room specifically for card games was identified as a 'want'.	Older Adult Recreation Strategy.

Recommended Program Spaces	Rationale		
	Research / Analysis	Consultation	Supporting Policy / Documents
Flexible Community Hall	Current utilization of existing community rooms identifies a need for this type of space, with a larger capacity (up to 250 people) than program spaces.	Popular among affiliated groups and partners for mid-sized meetings and gatherings.	Pathways to Wellbeing; Provincial Policy Statements; Places to Grow; Waterloo Strategic Plan.
Dedicated Gathering Lounge for Older Adults	Best practice and trends.	Popular through stakeholder and public consultation.	Older Adult Recreation Strategy.
Kitchen	Core function of WWLHIN-funded programs.	Interest in community kitchen/teaching kitchen.	Older Adult Recreation Strategy.
Games Room	Trends research.	Interest in expanded billiards room.	Older Adult Recreation Strategy.
Computer Room	Trends research.	Interest in accessing technology.	Older Adult Recreation Strategy.
Administration / Offices	Core function of WWLHIN-funded programs.	Need for a private space for WWLHIN client consultations and staff area that is not open to public, in addition to some staff spaces / offices adjacent to program and gathering spaces. Opportunity to reconfigure City's existing office space at the WMRC or relocated staff from the WMRC to other locations within the city to create space.	Older Adult Recreation Strategy.
Storage	Core function of building. Existing storage at the ARC / Wing 404 used by City and community groups for program and equipment storage.	Concern expressed from community groups regarding loss of storage facilities if the ARC / Wing 404 are relocated.	Older Adult Recreation Strategy.
Separate	Core function of building.	Identified as important through	Older Adult Recreation Strategy.

Recommended Program Spaces	Rationale		
	Research / Analysis	Consultation	Supporting Policy / Documents
Entrance / Reception Area for Older Adult Component		stakeholder and public consultation.	
Renovated Entrance / General Gathering Space	Core function of building.	Interest in a gathering area / lounge space for all recreation users.	Waterloo Strategic Plan.
Dedicated Washroom Facilities for Older Adults	Core function of WWLHIN-funded programs. Best practice.	Identified as a requirement during staff consultation.	Older Adult Recreation Strategy; Age Friendly Cities Report.

8.4. Proposed Functional Program Description

The key program spaces (new or renovated) emerging for inclusion in an expanded WMRC combined with a relocated ARC and / or Wing 404 are described in further detail below. The ice arena is proposed to remain unchanged at this time and therefore is not described below.

Swimplex

The City's current capital budget allocates funds for the replacement of the pool's movable floor. While not part of the scope of this study, it is an important infrastructure upgrade that will further enhance the expanded WMRC.

Renovation / reconfiguration of the existing change room facilities would allow for an expanded alternate needs change room. In order to accommodate this expansion, space could be taken from the existing men's change room, which is, according to aquatics staff, underutilized.

The potential to incorporate an accessible ramp into the design of the swirl pool in the future should be investigated.

Multi-Purpose Activity Court

An appropriate space for low and high-impact sports to be played was an important outcome of consultation. This is supported by the fact that the 2 gymnasiums at RIM Park are consistently booked for competitive sport activities, making it difficult for other programs to access the space. The multi-purpose activity court reflects a strong programming opportunity for many different users. This would not be a full-size gymnasium, but rather a space where a variety of

activities could occur, including indoor hockey, pickle ball, wiffleball, informal basketball or volleyball, dry land training, etc.

Dedicated Walking Track

A dedicated walking track was popular through the consultation process. The potential for a fitness walkway is to be considered.

Activity Rooms

In order to better accommodate the existing active fitness-related programs offered at the WMRC, ARC and Wing 404, the City should build in fitness / activity program space (no weight room). These spaces can be utilized by the general community (programmed or otherwise), Active Living programs geared towards older adults, as well as provide a space for dry land training by community and sports groups.

Adequate storage space for movable equipment (chairs, mats, free weights, etc.) and potentially for user groups, should be provided. This space should include the appropriate amenities required for accommodating these types of activities, including mirrors, flooring, and soundproofing.

Flexible Program Space

This space is required and is a core function of the Seniors Day Program. While space is not likely required to be dedicated for Seniors Day Program use, they should be the priority user during daytime program hours. The full range of uses is to be determined by the City.

Flexible Dining Space

This space is a core function of the Lunch Program. A space where tables and chairs could remain in an appropriate configuration for

the Lunch Program, but could also be used during other times for recreation and leisure programs that require a similar room set up (i.e. Bridge, euchre, etc.).

Flexible Community Hall

The flexible community hall was identified as a need through consultation and utilization data analysis. The existing community rooms at both the ARC and the Wing 404 are popular with community groups for meetings, band / orchestra rehearsals and other functions of varying sizes (60-250 people). Locating this function in proximity to the kitchen would be useful for special events.

Dedicated Gathering Lounge for Older Adults

The gathering lounge was popular through consultation and was a space need identified in the Older Adult Recreation Strategy. This space would be dedicated for older adults, and would provide an intimate and welcoming area for gathering, socialization, and resting with comfortable seating options.

The opportunity exists here to include some type of “café” element (likely unstaffed) where people could have a coffee or snack and socialize.

Kitchen

The kitchen is a required space as a core function of the WWLHIN-funded programs. This should be located adjacent to the Flexible Dining Hall Space. This would be a separate facility from the existing kitchen associated with Hauser Haus (potential to be re-purposed) and the concession stands.

The idea of a community or teaching kitchen was popular through consultation. The opportunity exists for community use of the kitchen space outside of core hours for programs or socialization.

Games Room

The games room should be dedicated for use by older adults and be located in proximity to the spaces used by the WWLHIN-funded programs. This should include billiards tables, and other amenities as determined by the City and the community.

Computer Room

Depending on the number of computers provided, this space could be used for new programs focused on learning and technology, in addition to providing a drop-in function (as is currently offered at the ARC). This space should be dedicated for older adults.

Administrative Space / Offices

Administrative and office space is a core function of the building. While there is existing City office space at the WMRC, some of the staff located there does not necessarily need to be in the facility for daily operations. Therefore, the potential exists to relocate some of this staff to other sites within the City to free up space for recreation use by the community.

If the ARC is to be relocated, there is a requirement for additional administrative functions related to the WWLHIN-funded programs in particular. It is important that some of the office space is open or adjacent to the program space for staff visibility.

In addition to appropriate office space, other important spaces to be included within this function include private spaces for client consultations (one-on-ones), space to perform the first aid functions,

and private staff areas that are not accessible to the public for meetings, breaks, etc.

Storage

Storage is a required space and a core component of the building. While the amount of storage space required is yet to be determined, it will be integral to the design of key spaces within an expanded WMRC.

Separate Entrance / Reception Area for Older Adult Component

A separate entrance and reception area for the older adult component of an expanded WMRC is important for a number of reasons, including safety, security, comfort, and contributing to the overall sense of place. Designing a smaller scale, more intimate entrance and reception area for the older adult component provides users with a level of comfort that they currently experience at the ARC / Wing 404. It is a place for people to come in, sit down, get oriented, and connect with staff. This space has the potential to be interconnected or linked with the gathering lounge dedicated for older adults identified above. The main entrance of the WMRC could be seen as intimidating to some users, and with all the activities that will be happening there it might be overwhelming for older adults, particularly those who are frail or have mobility or cognitive challenges.

A drop-off / pick-up area would be required here with adequate space for transit vans with ramps (Mobility Plus, etc.) to load / unload customers with a direct linkage to the older adult component entrance.

Renovated WMRC Entrance / General Gathering Space

Renovating and upgrading the existing main entrance to the WMRC will provide a more friendly reception area as well as the potential for a gathering or lounge space for the community. Providing comfortable chairs and amenities will create a place for socialization, gathering, and resting for ages.

Dedicated Washroom Facility for Older Adult Component

Including a dedicated washroom facility within the older adult component of an expanded WMRC is important. This will be designed to be universally accessible and AODA compliant with appropriate elements for user comfort and safety. This space will also consider the unique needs of older adults, particularly those in the Seniors Day Program through the provision of appropriate storage facilities.

Exhibit 41: Recommended Functional Space Program

Item	Space	Quantity	Space Description	Potential Uses	Potential Users	Rationale	
					General Community	Older Adults	
1	Multi-Purpose Activity Court	1	Mid-size activity court with appropriate sports flooring, high ceilings, sports lines and amenities.	Community and City offered programs, drop-in recreation activities, special events, City events.	✓	✓	Municipally owned gym spaces within City are consistently booked for competitive sport activities. Multi-purpose activity court reflects strong programming opportunity for many community uses.
2	Dedicated Walking Track	1	Undefined at this time. Look for a solution to provide a secondary track for walkers.	Primarily for adult use dedicated for walking only.	✓	✓	Increasing club usage of existing track, and existing conflicts between runners and walkers suggests the increasing need for separation.
3	Activity Rooms	2 or more	Specifically designed rooms to support fitness classes and dry land training. Equipment storage (free weights, mats, etc.) for room utilization for other fitness related uses.	Community and City offered group exercise classes (yoga, tai chi, fit pac, etc.)	✓	✓	Identified in Older Adult Recreation Strategy and through consultation as a need now and in the future.
4	Flexible Program Space	1 or more	Allocation of space for arts and crafts, WWLHIN-funded programs or other non-fitness related activities.	WWLHIN-funded programs. Community and City offered programs (knitting circle, kids art programs, bridge club, etc.).	✓	✓	Relocation of the ARC to the WMRC requires a flexible space for Seniors Day Program and Lunch Program activities to occur.

Item	Space	Quantity	Space Description	Potential Uses	Potential Users		Rationale
					General Community	Older Adults	
5	Flexible Dining Space	1	Allocation of space for the Lunch Program that can be used for cards or other City programs during non-WWLHIN-funded program hours that requires tables and chairs in small groups.	WWLHIN-funded programs. Community and City offered programs (bridge club, solo, etc).	✓	✓	Identified need through consultation.
6	Flexible Community Hall	1	Divisible space to allow for a variety of function sizes. Maximum capacity of 100 persons.	Community performances and events; Community and City offered programs, group rentals, and special events.	✓	✓	Relocation of the ARC to the WMRC requires a flexible space for large group meetings, performance rehearsal space, etc.
7	Renovated Entrance / Gathering Space	1	Renovation to existing building entrance to create a more welcoming atmosphere for all users with comfortable furniture.	Gathering, socializing, resting.	✓	✓	Core function of building.
8	Storage	-	Variety of storage spaces throughout the building.	Community and City storage for general equipment.	✓	✓	Core function of building.
9	Kitchen	1	Commercial grade kitchen.	WWLHIN-funded Seniors Day and Lunch Programs. Potential for Community and City offered programs in nutrition, kitchen safety, etc.	✓	✓	Core function for WWLHIN-funded programs; popular through consultation. Potential to place kitchen adjacent to community hall for flexible event options.

Item	Space	Quantity	Space Description	Potential Uses	Potential Users		Rationale
					General Community	Older Adults	
10	Separate Entrance / Reception Area for Older Adult Component	1	Welcoming entry and reception area for older adults to rest, get oriented, and connect with staff.	Gathering, socializing, resting.		✓	Important in consultation; core function of building.
11	Gathering Lounge for Older Adults	1	Dedicated space. Welcoming gathering space with comfortable furniture, Wi-Fi, etc.	Gathering, socializing, resting.		✓	Identified in OARS and through consultation as a need now and in the future.
12	Games Room	1	Dedicated space for older adults.	Drop-in uses.		✓	Popular through consultation.
13	Computer Room	1	Dedicated space for older adults.	Community and City offered programs, drop-in uses.		✓	Popular through consultation; trends indicate that interest in programs related to technology is increasing among the older adult population.

Item	Space	Quantity	Space Description	Potential Uses	Potential Users		Rationale
					General Community	Older Adults	
14	Older Adult Washroom	1	AODA compliant washroom facilities dedicated for use by older adults with appropriate storage. This space will consider the unique needs of older adults, particularly those in the Seniors Day Program.	n/a		✓	Core function of building; best practice; identified as required in consultation.
15	Administration Space / Offices	1	Offices for use by City on a full-time basis; designed as per City standards. Administration areas to include private client consultation space.	Dedicated for WWLHIN-funded program staff, Seniors Services 55+ program staff.	n/a	n/a	Core function of building.

9 Opportunities at the WMRC as Preferred Location

9.1. Alternative Sites Considered

Existing ARC Site

As noted in Section 5, suggestions were made at the Community Workshop to investigate the opportunity to include an Older Adult Centre in a new development that would occur on the existing ARC site if it was sold. While the existing location of the ARC is popular due to its accessibility by transit, and its location within the Uptown area, the idea of redevelopment on site was explored in more detail by the City. Through this exploration, it was determined that inclusion of an older adult centre in a redevelopment of the existing ARC site was not a feasible alternative at this time due to the following limitations:

- Willingness of a potential development to dedicate space within building to City for older adult centre is not guaranteed;
- The City would not own the space, and would have a lease agreement with the development, likely paying market value;
- Access to the site would be restricted in the future (in part due to the site design of the adjacent property and the implementation of the LRT infrastructure);
- Due to the high water table, underground parking would be limited to one level, therefore a few levels of parking above ground will likely be required, integral to the structure. This means that the older adult centre would be accessible by

elevator or stairs only (not located on the ground floor) which presents many logistical and safety issues for users and staff.

Based on the precedent of the neighbouring development, the available area at the podium levels would be too small for effective ARC programming. The majority of the site would be needed for access to at least 4 above grade parking levels.

Other Sites within Uptown

Community members also suggested that consideration be given to other sites in the Uptown. Given Council's strategic direction to focus on creating employment opportunities within Uptown and the scarcity of developable land, consideration of other sites is not recommended. Other sites within Uptown would not offer the same opportunities for integration, multi-generational activities, and operational efficiency as at the WMRC. Additionally, placement of a one or two storey recreation complex on land that can be used for commercial purposes does not represent the best use of land, and would also result in lost future tax revenue.

9.2. Identified Opportunities at the WMRC

The WMRC was identified as the preferred location for relocation of the older adult centre(s) in the Older Adult Recreation Strategy. This was based on the projected growth of the Uptown area, including a higher concentration of older adults, proximity to the existing ARC facility, and co-location with the existing track and swirl pool at the WMRC (which are currently big draws for older adults).

The opportunity exists for the City to develop the WMRC as a multi-generational recreation facility that meets the recreation needs of

the general community as well as the older adult population. This lends itself to social interactions and intergenerational program opportunities that may not otherwise occur at the current facilities. This dynamic is often celebrated by users and can often strengthen the participants' sense of belonging within the community. This reflects the trend towards integration of older adult centres with recreation facilities. For many years they were standalone buildings that offered a comforting home away from home. But now, by including them within a more active centre the participants have more options. Through inclusive programming and partnerships the WMRC can offer more activities to suit a wider range of interests. The result is greater value to those that need them most.

Beyond the programming opportunities co-locating facilities has proven to provide measurable reduction in capital and operating costs. The area required for support spaces such as washrooms, circulation and receiving is reduced and shared with other partners. In turn operating costs and energy consumption is reduced due to the shared internal walls. Finally, site costs are fractional to that of a standalone facility since parking, driveways, service yards and landscaping are pre-existing and only need localized relocation due to new construction.

In short, since the WMRC offers a good range of recreational activities and infrastructure, there is the potential for compatible synergy with the older adult programs and users. The transition of programming from the ARC and / or Wing 404 to the WMRC will need to be planned appropriately.

Saving on Land Costs

The City currently owns the WMRC and surrounding site, therefore, as long as the new development can be accommodated on site with

the necessary supporting infrastructure, there is a savings by not having to acquire land. This also assumes that the proposed uses are the highest and best use of the lands owned by the City.

Building Accessibility

The City acknowledges that the ARC and Wing 404 facilities currently face accessibility issues and are in need of upgrades to better comply with the AODA standards.

While the existing WMRC also requires some general upgrades to better comply with the AODA standards, the facility may still not be accessible for some older adults (due to size, noise, activities, signage, etc.). While this is a constraint within the current WMRC, it strengthens the opportunity for a separate yet connected facility for older adults that provides dedicated, more intimate spaces (while meeting AODA specifications) where users have a sense of comfort, belonging and security. Providing the amenities to ensure this sense of comfort for many of the older adults will be important (especially to those with physical or cognitive conditions); this includes adequate wayfinding and identification signage throughout the facility, elevators, wide hallways and doorways, appropriately equipped washrooms (grab bars, space for maneuvering a mobility device, etc.), among others.

As of January 2015, any new development or renovated spaces are required under the Accessibility for Ontarians with Disabilities Act (AODA) to be designed in compliance with the current Ontario Building Code. Therefore all new and renovated spaces at the WMRC site must meet (if not exceed) these requirements.

9.3. Broader Considerations of Value for Money

9.3.1. Asset Management

The decision to reinvest capital in a facility is often based on a range of considerations, not the least of which is the condition of the facility and the relative extent to which required investment to maintain a facility in its present functional capacity represents good value for public money.

Asset management planning is now a required part of municipal accounting and decision-making. Understanding both the condition of assets and their replacement cost is the basis for effective decision-making in relation to asset portfolio management – the repair, replacement, expansion, investment in new assets, and potential decommissioning.

Asset management does not represent the only lens for effective decision making but when considered alongside comprehensive assessments of needs, financial efficiencies, community interests, and best practice in facility design and operations, together these factors can guide broader questions of value for money.

9.3.2. Condition of Existing Facilities Under Review

Based on a preliminary analysis conducted by the City's Asset Management Team prior to 2010, the ARC and Wing 404 would require a combined investment of \$4-5 million dollars over the next 10 years in maintenance and renewal expenditures. These investments do not include any funding to make the buildings AODA compliant, or improvements to increase functionality of the space for current and future program needs.

9.3.3. Implications Going Forward

There is clearly a question of whether reinvestment in the ARC and Wing 404 “as-is, where-is” represents an appropriate strategy for capital expenditure planning. The relative financial implications of maintaining the current facilities (both in terms of capital and operating dollars) will be subject to further review during feasibility testing of the project recommendations.

Based on the combination of community need, opportunity, functional deficiencies and (likely) operational inefficiencies subject to further review in the next phase of work, the preferred strategy is to replace the two older adult recreation centres with a single combined facility serving city-wide needs.

9.4. Potential Limitations at the WMRC

Through consultation and analysis, some potential limitations were identified that will need to be addressed as the project moves into the next phases. These include the following:

9.4.1. Public Transportation

There is no direct public transit access to the WMRC along Father David Bauer Drive. The closest bus stop is located on Erb Street West between Roslin Avenue North and Avondale Avenue North and is a 365m walk (less than 5 minutes) to the doors of the WMRC. Pedestrians can access WMRC by getting off the bus on Erb Street W. and walking down Roslin Avenue N. or Avondale Avenue N. and across the WMRC parking lot. However, the current pathways are not attractive to pedestrians, there is no dedicated or demarcated pedestrian walkway through the WMRC parking lot, and in some areas the topography could be a challenge for those with mobility

limitations. An ION station is being constructed across Waterloo Park. The walking distance from this stop to the WMRC is 600m. The City is currently working the Region to improve pedestrian access from the ION station.

The City has initiated discussions with Grand River Transit (GRT) to examine the potential and feasibility of improved local public transit service to an expanded WMRC facility. GRT has indicated that a route along Father David Bauer Drive is unlikely in the future given the proximity to other transit routes (such as the #5 bus that runs down Erb Street, which falls within GRT's 450m service standard), and with the ION being implemented work is underway to reroute bus routes along major arterials in the future to create direct routes that connect with ION stops rather than meandering routes that increase travel times. The City will continue to engage in discussions with GRT related to the future implementation of a bus route along Father David Bauer Drive. A growing population in the immediate area and future changes to the WMRC and Waterloo Park make the area an important destination within the City.

In addition to supporting the City to improve pedestrian access from the Waterloo Park/Seagram ION station through the park, including the WMRC, the Region has suggested collaborating with the City to improve walkability from Erb Street West down Roslin Avenue North and / or Avondale Avenue North to improve pedestrian access to the WMRC.

For those residents who are unable to use the bus or ION routes and then walk to the WMRC, other options are available including Mobility Plus. The City also offers a transportation program for older adults to support access to recreation opportunities. Consideration could be given to expanding this program to support additional older

adults to participate in programming at a new Older Adult Centre at the WMRC.

9.4.2. Parking

Parking at the WMRC is currently an issue in that there are vehicles often parking in the lot that are not using the WMRC facility. Some of these vehicles are justified, as a large employer in the core area rents space from the City in this location for its employees to use during business hours. However, it is understood that there are other vehicles parking on the site that are not justified. This has increased in recent years, with the development of the Barrel Yards adjacent to the WMRC.

As part of the Phase 1 work for this project, a Parking Study for the WMRC was undertaken under the assumption that the WMRC would be expanded and an Older Adult Centre would be co-located on the existing WMRC site.

The study assumed that the existing parking lot at the WMRC would remain in the same location with generally the same configuration. There would be some minor adjustments required to accommodate the proposed addition. The remaining parking spaces at the WMRC site would be shared by the existing WMRC programming and the proposed programming within the WMRC addition. The scope of the analysis included an estimation of the anticipated parking demand for an expanded WMRC and a review of the suitability of the proposed parking supply to service an expanded WMRC.

Currently, there are 1,200 parking spaces at the WMRC, of which 1,099 are standard (non barrier-free) spaces. The proposed expansion may displace up to 20 spaces. Therefore, the remaining spaces available total 1,079 spaces. Both weekday and weekend

parking scenarios were counted and tested in the study. Weekend parking demand was greater, but only to a 42% peak parking utilization. Existing demand and estimated new demand were combined for a total estimated weekend demand of 600 spaces, meaning there are an estimated 479 spaces of excess capacity. Therefore, the WMRC lot has the necessary capacity to accommodate the typical peak parking demand for the existing facility and the anticipated addition.

Staff note, however, that when there are major events at the WMRC, or in surrounding areas, such as Waterloo Park, a parking management strategy will be required to ensure sufficient parking access for WMRC customers.

9.4.3. Physical Site Constraints

Building on this site will require acknowledgment of flood plain restrictions and storm water management needs. These will be key engineering consideration for this addition. Some areas of the site will require regional conservation approval.

To build on the north side of the property that fronts Father David Bauer Drive, permission is needed from the Grand River Conservation Authority (GRCA). To build on the south that fronts Roslin Avenue North and Sunshine Avenue, GRCA permission is not needed. In addition it should be noted that the site has a safe access designated area via Roslin Avenue North at the rear of the property. This provides a way to get off the site that is flood-proof.

9.5. Guiding Principles Moving Forward

Developed through visioning sessions and more focused meetings with the Project Committee, a series of guiding principles was

developed and refined that will guide the project moving forward. These relate to programming, operations, as well as general aspirations for the future of a combined facility. Some of the principles apply to the spaces that are envisioned; these have been considered in the development of the emerging functional program of the multi-generational facility, presented in Section 8.

The Guiding Principles emerged as follows:

1. **Program Growth Efforts** should be guided by the need to create more program opportunities for more people.
2. **Social Spaces** - The transformation should create a range of spatial experiences that accommodate large group, small group and individual interactions.
3. **Financial Structure** - Flexibility in funding allocation is desired to ensure that both the general community and older adults benefit from this project.
4. **Accessibility** - Accessibility should be seamless throughout. The transformation should aim to improve access for all users.
5. **Identity** – The WMRC and the Older Adult component will require some distinct identity of their roles but in a complementary manner.
6. **Relationship** - Programs and spaces are to be integrated and connected where possible without compromise to operational concerns.
7. **Site Connection** - The need for easy access to the site and availability of parking will be balanced by the desire to offer other modes of transportation and to change the current patterns of use.

10 Recommended Next Steps

1. Based on a balance of factors, it is recommended that the City of Waterloo actively consider the relocation and enhancement of the ARC and Wing 404 facilities and their operations, and further, that this involve co-location at the WMRC. While recognizing the benefit of geographically decentralized facilities, namely two older adult recreation centre locations within the city, there is likely a greater benefit by centralizing the functions.

The balance of factors leading to this are identified in the report, and in summary include:

- Expressed community need;
 - Best practice in services, program and facility development;
 - Opportunities to meet the growing need for a broad range of services for the older adult population including recreation programs and facilities, as well as services designed for those older adults with physical and cognitive conditions;
 - Operating efficiencies and capital cost savings; and
 - Effective asset management and addressing the significant functional disadvantages of the existing ARC and Wing 404 sites, as well as the significant capital cost required to maintain them.
2. Looking at needs and opportunities, define which recommended functional program elements are growth related in order to determine a finalized functional program for an expanded WMRC. Further, the applicability of Development Charges funding to specific elements of the project shall be confirmed.

3. Further investigate the potential room adjacencies and layout options required to successfully incorporate a separate, yet connected older adult component, including WWLHIN-funded programs, into the WMRC through an expansion.
4. Undertake a feasibility assessment to gain an understanding of the financial feasibility of the capital and operating requirements. This will also provide an understanding of the potential operational efficiencies that could occur in the development of a multi-generational facility through an expansion of the WMRC to accommodate older adult programs and services.
5. Preliminary planning for transition of programming from the ARC and Wing 404 to the WMRC. It is recommended that the City plan to continue programming at the ARC and Wing 404 until a new WMRC expansion becomes operational so as to avoid impact and disruption to older adult programming.
6. Continue discussions with Grand River Transit related to improving transit and pedestrian access to WMRC.
7. Continue to explore parking strategies to ensure adequate parking is available at the WMRC for customers considering not only increased number of WMRC customers, but also increasing parking demands in the broader area surrounding the WMRC.