

WINNIPEG RECREATION STRATEGY

DECEMBER 2021

Version 1.1

Winnipeg

Winnipeg
Recreation & Parks
Strategies

Table of contents

Table of contents 2

Land and water acknowledgments 3

Thank you 3

Executive summary 5

Purpose of the Strategy 5
Structure of the Strategy 5
Winnipeg's Recreation Strategic Framework 6
Recreation system components 7
Recreation facility hierarchy 8
Partnerships 9
Levels of service 9
Implementation 10
Recommended capital investment plan (2021-2033) 11
How to use this Strategy 12

1. Introduction 13

1.1 Benefits of recreation 15
1.2 Why is the Strategy important? 16
1.3 Relationship to City policies and plans 23
1.4 Process 25

2. Winnipeg's Strategic Recreation Framework 30

2.1 Vision 30
2.2 Values 30
2.3 Operating principles 31
2.4 Goals 31
2.5 Recreation system components 32

3. Context 41

3.1 Societal and recreation trends 41
3.2 Responding to areas of higher poverty 52
3.3 Urban Structure 54

4. Policies 64

4.1 Goal 1: active living 64
4.2 Goal 2: inclusion and access 66
4.3 Goal 3: connecting people with nature 67
4.4 Goal 4: supportive environments 68
4.5 Goal 5: capacity building 68

5. Defining recreation levels of service 70

5.1 Facility provision 70
5.2 Functionality 73
5.3 Quality 73
5.4 Strategic priorities for target levels of service 74

6. Indoor aquatic and recreation centres level of service 76

6.1 Current level of service 77
6.2 Target level of service 79
6.3 Level of service table: indoor aquatic and recreation centres 82
6.4 Achieving the target level of service 84

7. Community centres & neighbourhood recreation and leisure centres levels of service 86

7.1 Current level of service 87
7.2 Target level of service 92
7.3 Level of service table: community centres and neighbourhood recreation and leisure centres 96
7.4 Achieving the target level of service 98

8. Arenas and indoor ice sheets level of service 101

8.1 Current level of service 101
8.2 Target level of service 104
8.3 Level of service table: arenas and indoor ice sheets 105
8.4 Achieving the target level of service 106

9. Outdoor pools level of service 108

9.1 Current level of service 108
9.2 Target level of service 111
9.3 Level of service table: outdoor pools 112
9.4 Achieving the target level of service 113

10. Spray pads and wading pool level of service 115

10.1 Current level of service 115
10.2 Target level of service 118
10.3 Level of service table: spray pads and wading pools 119
10.4 Achieving the target level of service 120

11. Implementation 123
11.1 Current investments 123
11.2 Future investments: 10-year capital plan 124
11.3 Recommended capital investment plan (2021-2033) 126
11.4 Funding the Strategy 127
11.5 Strategic actions matrix 129

12. Appendix 132
12.1 Winnipeg's recreation history 132
12.2 Organizational structure and governance 134
12.3 Operating and capital budgets 136
12.4 National and provincial recreation plans and policies 137
12.5 Existing City-wide policies 137
12.6 Addition detail on current facilities 142

Glossary 156

Figures 160

Select bibliography 162

Land and water acknowledgments

Winnipeg lies within Treaty No. 1 territory and the traditional homeland of the Métis Nation. The water we drink comes from Shoal Lake 40 First Nation in Treaty No. 3 territory.

Thank you

Thank you to the community groups, stakeholders, partners, and the general public for their overwhelming response to our online public engagement and their involvement in workshops, interviews, and open houses throughout the development of the Strategy.

Thank you to City Council, and specifically the Sub-Committee of the Standing Policy Committee on Protection, Community Services, and Parks for strategic guidance throughout the process.

Thank you to City staff, in particular the Recreation & Parks Strategies project team, for compiling, analyzing, and addressing issues to ensure Winnipeggers have a welcoming, inclusive, equitable, and sustainable recreation system for many decades to come.


NMC

Executive summary

Recreation is for everyone. It benefits all of us. Access to recreation opportunities keeps people active, improves physical and mental health, strengthens social connections, and encourages residents to be engaged in our community. Recreation services are essential contributors to the quality of life in Winnipeg.

Our city is vibrant, diverse, and growing. As Winnipeg transforms and grows, so, too, does our recreation system. The *Winnipeg Recreation Strategy* (the Strategy), provides a 25-year framework to guide programs, services, and facilities to ensure the recreation system, which is integral to our quality of life, continues to support the health and wellbeing of our residents and communities.

The Strategy also supports and aligns with the City of Winnipeg's sustainable development and human rights goals established in the *OurWinnipeg 2045 Development Plan* and the *Complete Communities Direction Strategy 2.0*.

Purpose of the Strategy

The value and benefits provided by the recreation system are significant, but the resources to operate and sustain the recreation system are not limitless. The Strategy provides direction to help prioritize and distribute resources to achieve a more equitable, resilient, and sustainable recreation system.
The Strategy includes direction that:

- Guides service planning and facility provision to provide welcoming, culturally appropriate, and meaningful recreation services that encourage life-long participation
- Fosters equitable access and ensures that everyone has access to safe and supportive recreation opportunities
- Encourages and supports partnership opportunities between the City, community centres, school divisions, community groups and other organizations to respond to opportunities and community needs
- Establishes levels of service for aquatic and recreation centres, community centres, neighbourhood recreation and leisure centres, arenas and indoor ice sheets, outdoor pools, spray pads and wading pools
- Transforms facilities and services to meet contemporary needs by identifying areas for investment and renewal to create a more adaptable, sustainable, and climate-resilient system that supports holistic health and wellbeing

Structure of the Strategy

The Strategy is organized into six main sections:

1. **Introduction:** provides an overview of the current service, discusses important opportunities that the Strategy addresses, and outlines the process used to develop the Strategy.
2. **Winnipeg's Recreation Strategic Framework:** establishes the strategic decision-making framework for the City of Winnipeg recreation system, which includes the vision, values, operating principles, and goals. This section further explains how the main components of the recreation system support the framework.
3. **Context:** outlines the factors affecting recreation services and facility provision, including societal and recreation trends, considerations of geographic areas of higher poverty, and urban structure implications.
4. **Policies:** provide direction for achieving the goals of the Strategy.
5. **Recreation levels of service:** identifies current levels of service by facility type and defines a target for the future. Provides implementation strategies to achieve the target levels of service over the next 25 years.
6. **Implementation:** prioritizes the actions of the Strategy into short-, medium-, and long-term phases.

Winnipeg's Recreation Strategic Framework

The Strategy is supported by the foundational elements of a vision, values, operating principles, and goals that create a framework to guide policy recommendations and the development of defined levels of service. The strategic recreation framework, outlined below (see *Fig. 01*), is discussed in detail in *Section 2* of the Strategy. The framework was developed in conjunction with the *Winnipeg Parks Strategy* and aligns with *A Framework for Recreation in Canada: Pathways to Wellbeing,* which is a best-practice template for Canadian municipalities.

VISION				
Winnipeg's recreation system fosters the wellbeing of individuals, communities, and natural environments by enabling all to engage in meaningful, accessible experiences and activities.				
VALUES				
Public good	**Inclusion & equity**	**Sustainability**	**Lifelong participation**	**Innovation**
OPERATING PRINCIPLES				
Outcome-driven	**High quality & relevant**	**Evidence-based**	**Supported by partnerships**	
GOALS				
Active living	**Inclusion & access**	**Connecting people with nature**	**Supportive environments**	**Capacity building**
				
Winnipeggers of all ages and abilities have opportunities for physical recreation, leisure, play, and sport	Individual and community participation in recreation activities is not limited by physical, social, economic, environmental or systemic barriers	People can connect with nature in their communities and have opportunities to learn and value ecological systems and their functions	Recreation services and facilities are sustainable, reflect our community's diversity, foster socialization and participation, and build healthy, caring communities	The recreation system supports growth, adapts to changing needs, enables collaboration, and increases resilience and community capacity

Fig. 01: Diagram showing the alignment of the vision, values, operating principles, goals, and policies which provide the framework for the Strategy.

Recreation system components

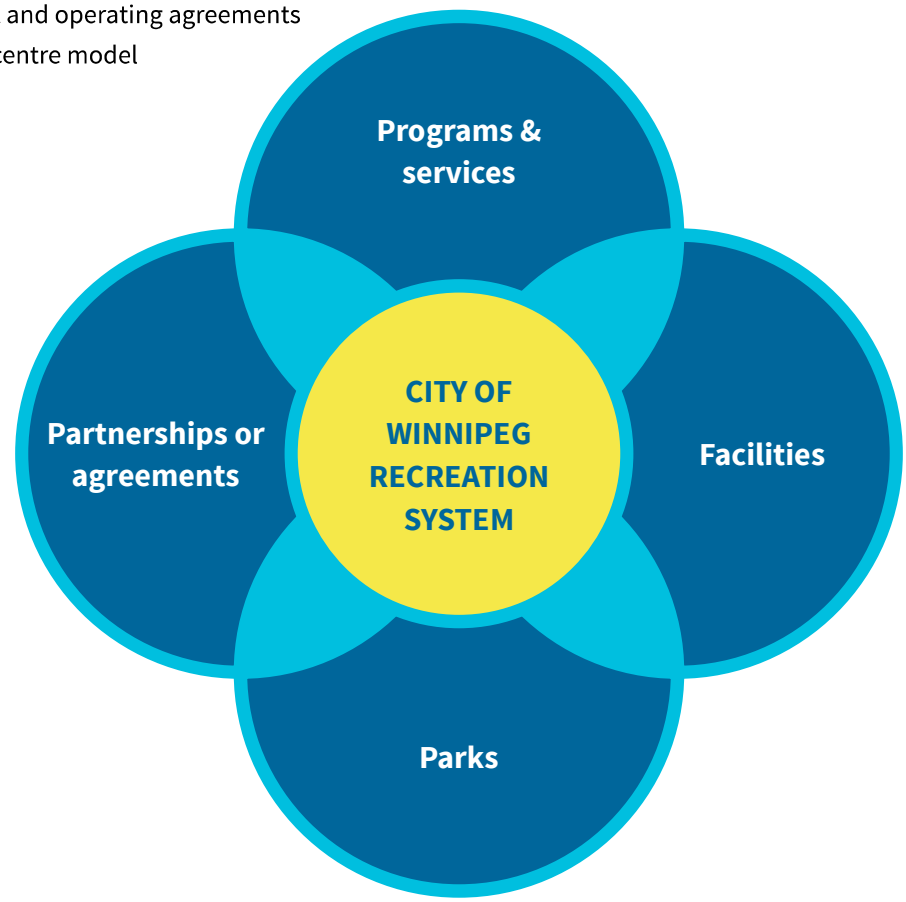
Winnipeg's municipal recreation system consists of four main components, depicted below in *Fig. 02*, that work in combination to provide high-quality and relevant recreation services. The Strategy addresses three of the components, while the parks component is addressed in the *Winnipeg Parks Strategy*. Further detail about the components of the recreation system is found in *Section 2.5*.

Partnerships or agreements

- Infrastructure programs and cost-sharing agreements
- Grants
- Master-Use & Joint-Use Agreements
- Leases
- Loan guarantees
- Management and operating agreements
- Community centre model

Programs and services

- Physical literacy and skill development
- Fitness, active living and wellbeing
- Community sport
- Social inclusion and community connection
- Leadership development



Parks

Parks services, components, and amenities are addressed in the *Winnipeg Parks Strategy* and are not within the scope of the Recreation Strategy. Please refer to the *Winnipeg Parks Strategy* for more detail.

Facilities

- Aquatic and recreation centres
- Community centres & neighbourhood recreation and leisure centres
- Arenas and indoor ice sheets
- Outdoor pools
- Spray pads and wading pools

Fig. 02: Diagram highlighting the main components of the City of Winnipeg recreation system.

Recreation facility hierarchy

Winnipeg's recreation system consists of many physical assets that exist to enable the provision of services to our community. The City currently owns the following recreation facilities and amenities:

- 81 wading pools
- 21 spray pads
- 12 indoor pools
- Nine outdoor pools
- 34 indoor ice sheets
- Eight recreation and leisure centres
- 63 community centres with 81 locations and 130+ outdoor rinks
- Other outdoor components, including playgrounds, athletic fields, and sport courts (which are addressed in the *Winnipeg Parks Strategy*

The recreation facilities included within the Strategy are organized into a facility hierarchy that provides services at four geographic scales as shown below (*Fig. 03*), and discussed in *Section 2.5.2*:

RECREATION FACILITY HIERARCHY		
Scale	**Facility type**	**Example**
City-wide	Major competitive aquatic sports venue	Pan Am Pool
Regional 4–6 km	Regional recreation complexes	Proposed East of the Red RecPlex
	District community centres	Dakota Community Centre
	Destination outdoor pools	Transcona Aquatic Park
Community 2–4 km	Community multi-use recreation centres	Sgt. Tommy Prince Place
	Community centres	Sturgeon Heights Community Centre
	Arenas and indoor ice sheets	Seven Oaks Arena
	Community outdoor pools	Freight House Outdoor Pool
	Community spray pads	Gateway Community Centre Spray Pad
Neighbourhood < 2 km	Neighbourhood community centres	Ralph Brown Community Centre
	Neighbourhood recreation and leisure centres	Turtle Island Neighbourhood Centre
	Neighbourhood spray pads or wading pools	Fort Rouge Park Spray Pad

Fig. 03: Table outlining the recreation facility hierarchy with examples of current facilities that fit each geographic scale and facility type.

Partnerships

The City will continue to encourage and support partnerships and collaboration. Partnerships that result in high-quality, equitable, and inclusive services for residents by leveraging resources, avoiding duplication, and increasing community leadership and organizational capacity are vitally important to advancing the goals of the Strategy.

The Strategy introduces a collaborative planning model, which provides an iterative approach to service planning built upon collaboration and partnership. *Section 2.5.3* also recommends developing a partnership framework that includes criteria to evaluate potential partnerships. This will help ensure entering into these relationships provides benefit to the City and value to residents.

Levels of service

Levels of service, organized by facility type, help to define how the City will advance the goals of the Strategy. Levels of service provide direction on how recreation services and facilities will be delivered to provide value to residents while ensuring the recreation system is financially sustainable. Levels of service consider the following parameters:

- **Facility provision and access:** considers the quantity, distribution, demand, and capacity of facilities
- **Functionality:** identifies the expectations for use and determines how well-suited a facility is for the intended use
- **Quality:** combines facility age, condition, energy efficiency and climate adaptation or resiliency considerations to assess the overall quality of the facility

To support evidence-based decision making, the Strategy has assessed the current level of service for each facility type and established a target level of service. The definition of current and target levels of service included spatial provision analysis, information on changing trends and community needs, and existing data on facility functionality, accessibility, age, and condition. More detail is available in *Sections 5–10*.

Building an equitable, high-quality, and sustainable recreation system requires balancing the level of service and cost of service. The Strategy proposes the following priorities to move from the current towards the target levels of service.

- **Flexible, multi-use, and multi-generational:** recreation facilities will accommodate diverse and changing needs by incorporating multi-use spaces that support a variety of activities for all ages.
- **Travel distance:** utilize a facility hierarchy tied to geographic scales of service. Ensure access to recreation opportunities at all geographic scales but recognize that not all activities and amenities are provided at all scales. Use travel distance as a key measure.
- **Partnerships with a focused City role:** partner with stakeholders and service providers to stretch limited resources and maximize community benefits.
- **Equity-based planning approach:** recreation is a powerful tool supporting health and social equity for all Winnipeggers. The City will apply an equity-based planning approach to recreation services. Planning will include prioritizing programs, tools, and resources that remove barriers to participation and achieve successful outcomes for all residents.
- **Climate resilance:** transform the facility inventory to increase energy efficiency, support carbon reduction targets, and provide warming/cooling centres for residents in extreme weather. Design and construct recreation facilities that can assist and support municipal emergency and disaster response.
- **Optimization of assets:** provide larger, multi-use, and multi-generational facilities that meet contemporary service requirements by considering opportunities to consolidate aging, single-use assets that require significant capital investment. Maximize the use of existing public facilities through shared use agreements with other providers and school divisions.

Implementation

Implementation of the Strategy focuses on a balanced approach to advance the goals of the Strategy by achieving the target levels of service. *Sections 6-10* include implementation strategies and specific actions required to achieve the target levels of service. *Section 11* discusses broad implementation considerations and includes a matrix of actions to be undertaken.

Implementation of the Strategy includes investment and renewal across all services and facility types. Key recommendations are outlined below (*Fig. 04*), and in the adjacent diagram showing the recommended capital investment plan (*Fig. 05*). More detailed discussion on the recommended investments can also be found in *Section 11*.

Facility type	Recommended investments
Aquatic and recreation centres	• Support development of new regional recreation complexes (that serve areas 4-6 km in size), to facilitate the transition from older, single-purpose pool facilities, to new multi-purpose facilities that support diverse use • Focus renewal funds on community multi-use recreation centres that provide a variety of program opportunities for all ages and abilities. Address renewal needs to improve functionality and quality
Community centres	• Fund an update to the 2009 Council-adopted *General Council of Winnipeg Community Centres Plan 2025* to facilitate the next generation of community centre investment and optimization • Re-institute a *Community Centre Investment Fund* to address service gaps related to growth and to leverage transformation of older community centres into contemporary facilities through amalgamation and redevelopment of existing assets
Neighbourhood recreation and leisure centres	• Enable inclusive and equitable services through focused investment for neighbourhood recreation and leisure centres that support geographic areas of higher poverty • Address renewal needs to improve functionality and quality • Collaborate and partner with community stakeholders and school divisions to provide programming that maximizes the use of existing public facilities
Arenas and indoor ice sheets	• Prioritize investment and renewal at Charlie Gardiner Arena to support equitable access to indoor ice within the inner city and a geographic area of higher poverty. Also prioritize Ab McDonald Memorial and Sam Southern Arenas, which are part of City-operated community multi-use recreation centres. • Contribute to arena twinning projects that facilitate the shift from aging arenas with single ice sheets to contemporary multi-sheet arenas. Future projects should consider geographic distribution, and include provisions to ensure equitable access to ice time and municipal recreation programs such as learn to skate and free public skating programs.
Outdoor pools	• Provide larger, destination outdoor pools that serves regions of 4-6 km, supplemented by smaller community pools to support geographic areas of higher poverty • Focus limited maintenance funds on existing outdoor pools that have no alternative facilities within their catchments
Spray pads and wading pools	• Continue to shift from wading pools to spray pads which provide more play value, better accessibility, an expanded season, and increased operating hours • As new spray pads are constructed, close older wading pools within their catchment area and reinvest in those park sites to provide alternate recreation amenities

Fig. 04: Table summarizing key implementation recommendations by facility type.

Recommended capital investment plan (2021-2033)

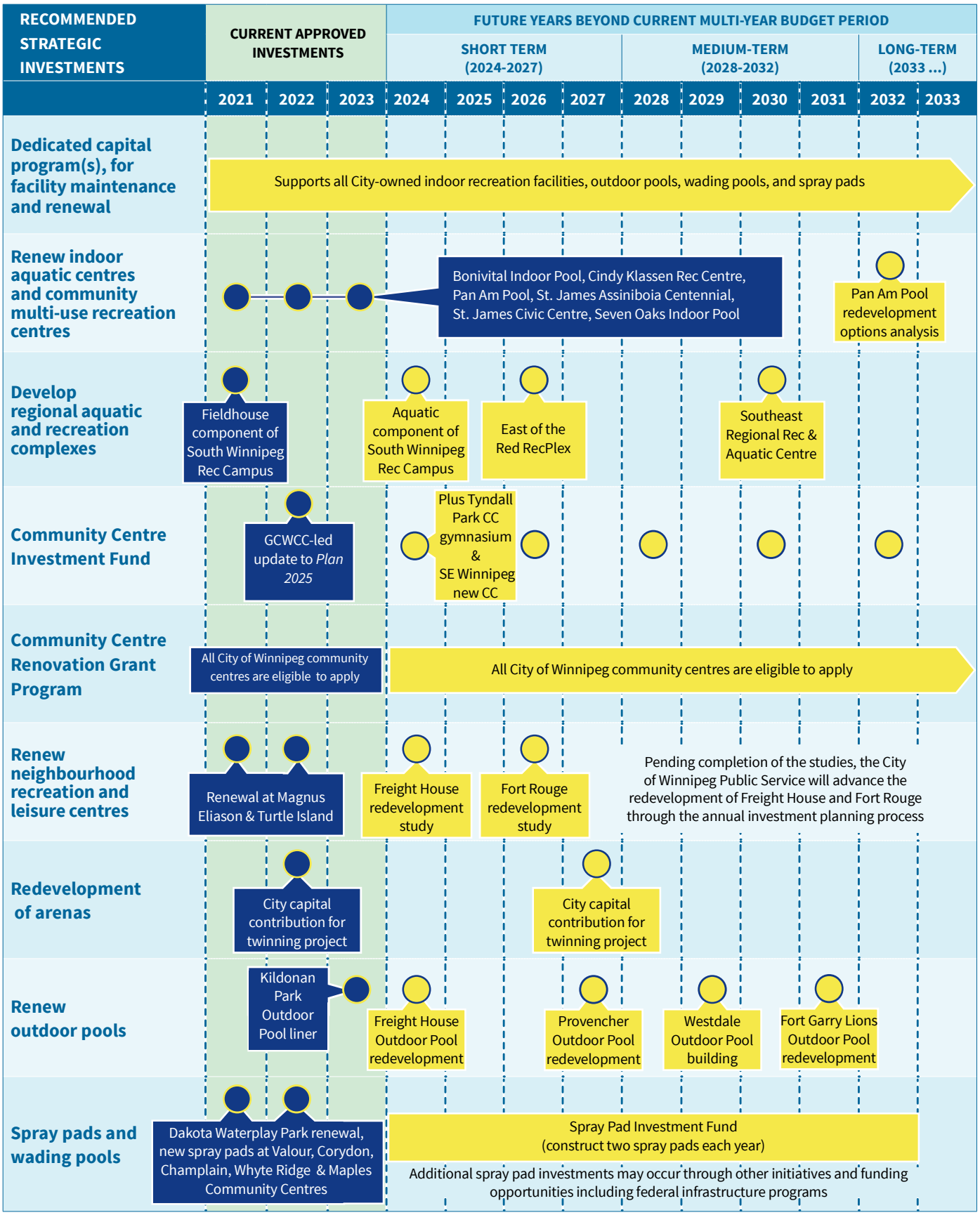


Fig. 05: Diagram of recommended capital investments between 2021-2033. Investments in blue boxes have approved funding. Investments in yellow boxes are currently unfunded and will require capital commitments in order to proceed.

How to use this Strategy

The following diagram (*Fig. 06*), provides an overview of the content of the Strategy.

INTRODUCTION	**Section 1** provides background information for the Strategy
WINNIPEG'S RECREATION STRATEGIC FRAMEWORK **Vision, values, operating principles, and goals**: Adapted from *Canada's Framework for Recreation,* these define the ideal future of the recreation system **Recreation service components**: Provides direction on the main components of the recreation system: programs and services, facilities, and partnerships or agreements **Strategic approach and analytics**: Provides specific direction and analysis to achieve the vision and goals of the Strategy	**Section 2** provides the guiding direction for the Strategy and the level of service the system provides
CONTEXT **Trends**: Discusses societal and recreation trends that impact current and future service delivery **Urban Structure**: Provides insight into how recreation services and facilities are provided in different parts of the city **Provision assessments**: Identifies geographic areas with levels of access that are above or below target for each recreation facility type	**Section 3** highlights the current conditions of the Winnipeg recreation system
POLICIES AND RECREATION LEVELS OF SERVICE **Aquatic and recreation centres** **Community centres & neighbourhood recreation and leisure centres** **Arenas and indoor ice sheets** **Outdoor pools** **Spray pads and wading pools** **Partnerships or agreements**	**Sections 4–10** provides guidance on all aspects of future recreation service delivery
IMPLEMENTATION Prioritizes actions from the Strategy into short-, medium-, and long-term actions **Short-term** **Medium-term** **Long-term**	**Section 11** provides guidance on when and how to prioritize actions

Fig. 06: Table outlining how to use this Strategy.

1. Introduction



***Recreation** is the experience that results from freely chosen participation in physical, social, intellectual, creative and spiritual pursuits that enhance individual and community well-being*

The City of Winnipeg provides a wide array of recreation and leisure opportunities for residents with programs and services designed to serve all ages and abilities. Some programs require advance registration, while others occur on a drop-in basis. Recreation opportunities are offered with different fee structures, including paid, subsidized, low-cost, and no-cost.

In 2019, the City offered over 12,016 paid courses, with aquatic courses accounting for 71 percent of the course offerings.[1] These programs contributed to more than 4.4 million visits to City-operated recreation facilities by program participants in 2019.[2] If accompanying parents and spectators were counted, it is reasonable to assume total attendance at City-operated facilities could exceed 5.5 million visits annually.

[1] *2021 Community Trends & Performance Report*, City of Winnipeg.
[2] Reporting for 2019 Municipal Benchmarking Network, City of Winnipeg.

In addition to what the City of Winnipeg offers, many recreation opportunities are provided through Winnipeg's unique community centre model. Recreation and leisure programs are also provided through partnerships with other groups, independent community and sports organizations, and for-profit businesses. The wide variety of programs and services available provides residents with the ability to choose activities that suit their interests, budget, availability, and experience level.

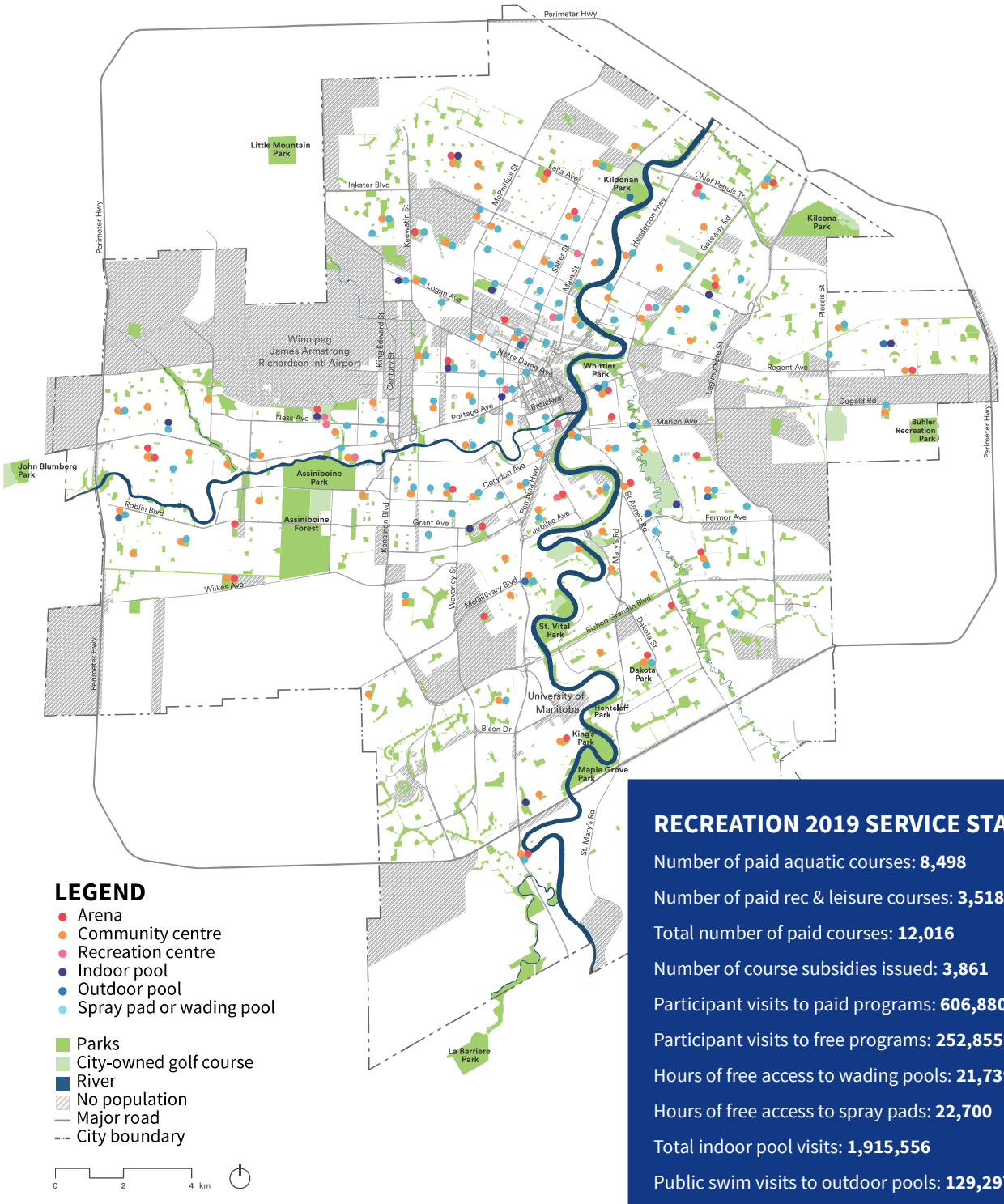
To support recreation service delivery across Winnipeg, the City currently owns the following recreation facilities and amenities:

- 81 wading pools
- 21 spray pads
- 12 indoor pools
- Nine outdoor pools
- 34 indoor ice sheets
- Eight recreation and leisure centres
- 63 community centres with 81 locations and 130+ outdoor rinks
- Other outdoor components, including playgrounds, athletic fields, and sport courts (which are addressed in the *Winnipeg Parks Strategy)*

A recreation **facility** is a publicly accessible building or venue for recreation activities

A recreation **amenity** is a specific component within a recreation facility (e.g. ice sheet, swimming pool, gym)

Existing City of Winnipeg recreation facilities



RECREATION 2019 SERVICE STATS

Number of paid aquatic courses: **8,498**

Number of paid rec & leisure courses: **3,518**

Total number of paid courses: **12,016**

Number of course subsidies issued: **3,861**

Participant visits to paid programs: **606,880**

Participant visits to free programs: **252,855**

Hours of free access to wading pools: **21,739**

Hours of free access to spray pads: **22,700**

Total indoor pool visits: **1,915,556**

Public swim visits to outdoor pools: **129,297**

Primetime ice sold (regularseason): **81%**

Learn to Skate participant visits: **76,276**

Fig. 07: Map of existing recreation facilities that are owned by the City of Winnipeg.

THE ECONOMIC CASE FOR INVESTING IN RECREATION

$6.8 billion

Total health care costs of physical inactivity in Canada

(Jansse, 2012)



$1 → $11

Health Canada estimates that for each $1 invested in physical activity there is long term savings of $11 in health care costs

(Donnelly and Coakley, 2002)



$1 → $7

Every $1 invested in early intervention programs saves $7 in law enforcement and criminal justice costs

(Canadian Municipal Network on Crime Prevention, 2016)

Fig. 08: Infographic outlining the economic case for investing in recreation.

1.1 Benefits of recreation

Winnipeg's recreation facilities and services are essential components to achieving a high quality of life for all residents. The benefits of recreation to individuals, families, and communities are significant and well documented. Recreation programs and services:

- Support activities that keep people active and contribute to physical health, including fighting obesity and preventing chronic conditions or disease
- Support mental health and wellbeing by reducing stress, restoring emotional balance, and increasing happiness
- Build physical literacy, offer healthy role models, and provide valuable life lessons to help steer children and youth to a future of promise and opportunity
- Provide children and youth with a safe refuge and a place to play, which are important in reducing at-risk behaviour
- Support inclusion in the community, regardless of language spoken or cultural background
- Offer an upstream and indirect approach to crime prevention through social development
- Connect people with nature, foster environmental learning, and support better stewardship of our natural assets
- Contribute to the revitalization of surrounding neighbourhoods
- Provide space for people to gather and socialize
- Encourage citizens to be engaged in their communities as volunteers, stewards, and advocates
- Contribute to local culture, and history
- Act as a catalyst for tourism and economic vitality

1.2 Why is the Strategy important?

The City provides high-quality recreation and leisure opportunities and facilities for residents. The inventory of facilities includes recreation and leisure centres, community centres, arenas, indoor and outdoor pools, wading pools, and spray pads. As the City's *2018 State of the Infrastructure Report* indicates, many recreation assets are at, or near, the end of their expected lifecycle. Over the years, they have also faced challenges of insufficient capital and operational investments. Within this context, and as Winnipeg continues to grow and evolve, the Strategy provides strategic direction and a framework for ensuring high-quality recreation services for the next 25 years and beyond. At this critical time, the Strategy serves to define sustainable service levels, to improve geographic distribution and access across the city, to address inequities and barriers to service for systemically disadvantaged groups, and to chart the course for sustainable renewal and investment in Winnipeg's recreation infrastructure.

1.2.1 Transforming services and addressing the infrastructure deficit

The development of recreation facilities is a significant civic investment meant to serve and benefit communities for decades. Welcoming and accessible facilities are critical to delivering high-quality, inclusive, and equitable recreation services that are sustainable for the future. With a typical lifespan that exceeds 50 years, today's recreation facility decisions will directly impact recreation service delivery for the next 25 years and beyond.

There are increasing gaps between the operating and capital needs of the recreation system and available budgets. To fit within existing fiscal restraints, the City regularly defers proactive facility maintenance and improvements. The City currently maintains most recreation facilities at a reactive management level. As identified in the *2018 State of the Infrastructure Report*, the capital deficit for recreation facilities and libraries is $778 million (see *Fig. 08*).[3] This table represents the investment required over the next 10 years to bring all recreation facilities and libraries to good condition. It does not account for the decline in facility condition if operation and maintenance needs continue to be deferred. Additionally, the deficit amount does not account for functional improvements or increasing levels of physical accessibility.

The current inventory of recreation facilities remains strongly influenced by past development decisions of various municipalities before their amalgamation into the City of Winnipeg in 1972. As a result, the types and sizes of recreation facilities and their distribution vary considerably across Winnipeg. More than 60 percent of the City's recreation infrastructure is over 50 years old,[4] with many facilities built in the 1960s as part of Canada's Centennial Program. Designed and constructed to the standards of the time, these facilities are now outdated with significant functional limitations. They are also reaching the end of their useful life and require substantial investment to renew and replace failing components. Rather than sinking funds into functionally obsolete facilities, Winnipeg has a unique opportunity to redevelop and replace them with facilities that are better suited to contemporary service needs.

Investments in welcoming and inclusive recreation facilities that provide diverse and universally accessible amenities for Winnipeggers of all backgrounds, ages, and abilities will be transformative. The Strategy strives to advance a recreation system of new and redeveloped facilities, designed with a holistic approach to health and wellbeing. Such a system might include:

- Light and bright indoor pools that offer fun for the whole family with accessible and gender-neutral change rooms, warm water leisure tanks, sloped entries, slides, and lazy rivers
- Bustling community centres that are popular with the entire community due to the range of programs and attractive gathering spaces
- Well-maintained arenas and indoor ice surfaces with dryland training areas, large dressing rooms, level ice surfaces, and unobstructed views to support participation by all
- Neighbourhood recreation and leisure centres with community kitchens that enable access to healthy food through cooking and nutrition programs, lunch programs, after-school snacks, and community gatherings

[3] *2018 State of the Infrastructure Report*, City of Winnipeg, 2018.
[4] *City Asset Management Plan*, City of Winnipeg, 2018.

The transformative benefits of increased investment in recreation facilities are significant. However, realizing such benefits requires carefully balancing service needs and public expectations with available resources. The Strategy provides well-defined levels of service to help clarify expectations and provide guidance on where to prioritize resources to transform the service, address the existing infrastructure deficit, and realize enhanced benefits.

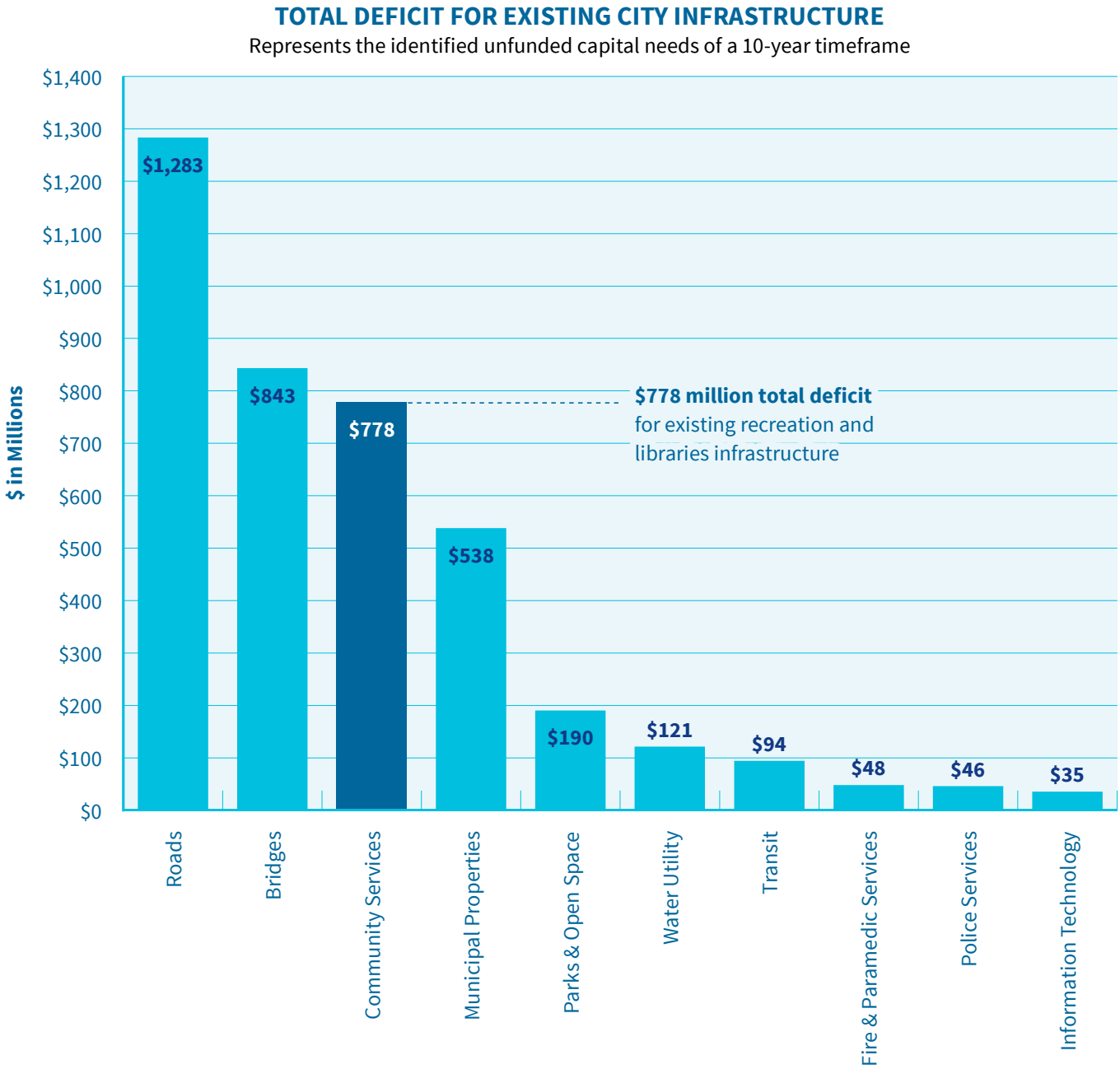


Fig. 09: Bar chart showing the total deficit for existing City infrastructure. Source: City of Winnipeg, *2018 State of the Infrastructure Report*.

1.2.2 Responding to unprecedented growth

Winnipeg is growing and changing at levels not experienced since the post-war period of the 1950s. In 2020, Winnipeg's population was 761,900,[5] and 26 percent of the total population were people who had immigrated from other countries. Immigration is increasing, with 30 percent of people who have immigrated arriving within the five-year timeframe of 2011–2016.[6] Population projections predict considerable growth, primarily due to international immigration over the next 25 years.

By 2045, Winnipeg's population is estimated to reach 956,600.[7] This additional 180,000 people will trigger the construction of more than 90,000 new dwelling units, which is equivalent to adding three cities the size of Brandon over the next 20–25 years.[8]

How Winnipeg has grown further amplifies the challenge. From 1971–2019, Winnipeg's population grew by more than 197,000 people, a 37 percent increase. However, Winnipeg's physical area increased at close to three times the population growth rate and the city doubled in size.[9]

Additionally, the population in older, mature neighbourhoods declined substantially as the population shifted to newer areas.[10] Reduced populations in mature neighbourhoods mean fewer people to support existing infrastructure and facilities, fewer people to volunteer at the community centre or participate in a recreation program.

The Strategy must consider increasing usage and demand for facilities and services in newly developed communities and more mature areas as they evolve and redevelop. This includes providing a more consistent distribution of facilities between mature and new neighbourhoods while also applying an equity-based planning approach that addresses geographic areas of higher poverty.

[5] *Population, Housing and Economic Forecast*, City of Winnipeg, 2016.
[6] Census Profile, City of Winnipeg Census Sub-Division, *2016 Census of Population*, Statistics Canada, 2017. Catalogue no. 98-316-X2016001.
[7] *Population, Housing and Economic Forecast*, City of Winnipeg, 2016.
[8] *Complete Communities Direction Strategy 2.0*, City of Winnipeg, 2020.
[9] *Residential Infill Strategy* open house boards, City of Winnipeg, 2019.
[10] *Residential Infill Strategy* open house boards, City of Winnipeg, 2019.

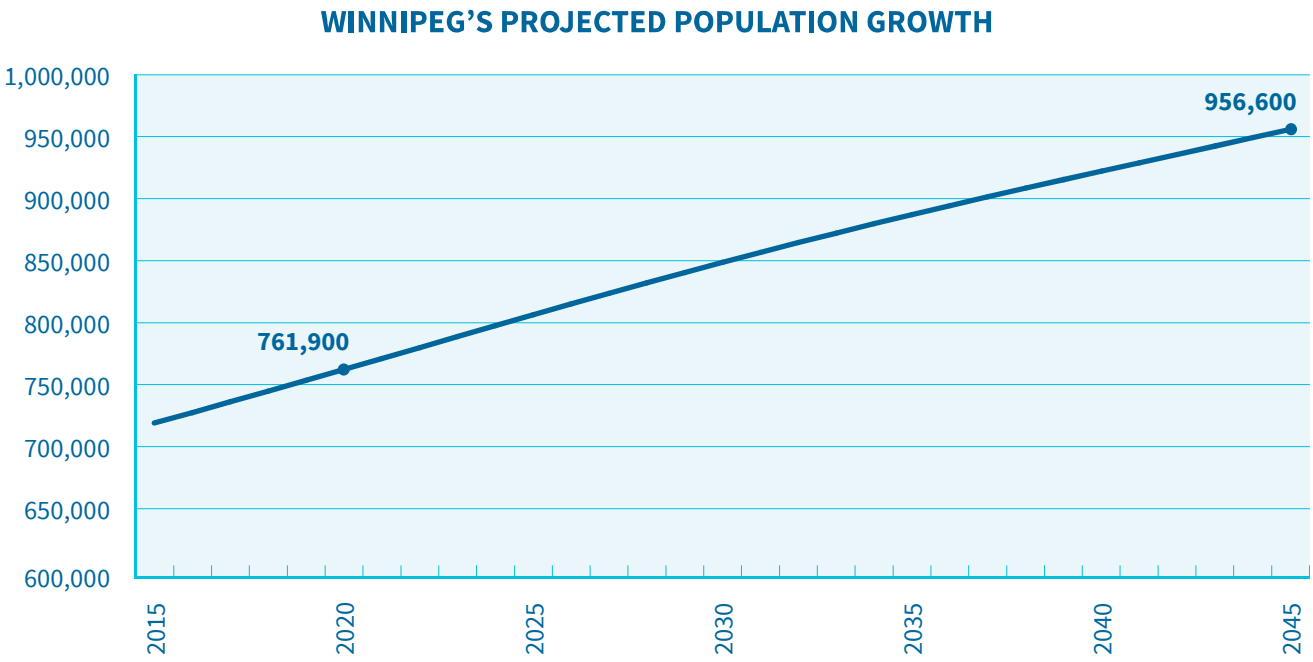


Fig. 10: Chart showing Winnipeg's projected population growth to 2045. Source: City of Winnipeg, *Population, Housing and Economic Forecast*, 2016.

1.2.3 Supporting a changing city

Winnipeg is an increasingly diverse and multicultural city. In 1996, approximately 10 percent of the city's residents were members of a racialized group. By 2016, the proportion of racialized people had increased to 28 percent. Today, over a quarter of Winnipeg's population have immigrated to the city from other countries and almost 60 percent are newcomers that have arrived since 2001. Although only six percent of newcomers do not speak one of Canada's official languages,[11] communication can still be a barrier to accessing recreation services. Cultural diversity and identity have many implications for Winnipeg's recreation system, including culturally specific user preferences (e.g. sports, leisure activities, gathering spaces, changing rooms). With so many distinct cultural communities sharing recreation facilities, the recreation system must facilitate inclusivity and cross-cultural understanding.

In general, Canada has an aging population. However, in Winnipeg, the immigration of primarily working-age adults and young families has shifted the city toward a younger age profile. The largest share of Winnipeg's population is now people aged 25 to 29 (7.4 percent), or over 52,000 individuals.[12]

People's age and how the population's age profile changes over time are important considerations when planning recreation services. The population's age characteristics shape the types of activities offered and the infrastructure that best supports intended users. Even though Winnipeg's population is currently younger than the Canadian median, the proportion of children (up to age 14), has decreased since 2001. The ratio of seniors (over age 65), has been increasing. The number of people aged 85 and older has increased twelve-fold over the past 10 years.[13] Projecting forward towards the year 2040, the proportion of Winnipeg's population that includes older adults aged 75 years or older is expected to increase in size by 139 percent, or 71,600 individuals.[14]

The prevalence of disabilities among Canadians is another important consideration in the provision of municipal recreation services. One in five Canadians aged 15 years and over have a disability, and the prevalence of disability

[11] Census Profile, City of Winnipeg Census Sub-Division, *2016 Census of Population*, Statistics Canada, 2017. Catalogue no. 98-316-X2016001
[12] Census Profile, City of Winnipeg Census Sub-Division, *2016 Census of Population*, Statistics Canada, 2017. Catalogue no. 98-316-X2016001
[13] Census Profile, City of Winnipeg Census Sub-Division, *2016 Census of Population*, Statistics Canada, 2017. Catalogue no. 98-316-X2016001
[14] *Population, Housing and Economic Forecast*, City of Winnipeg, 2016.

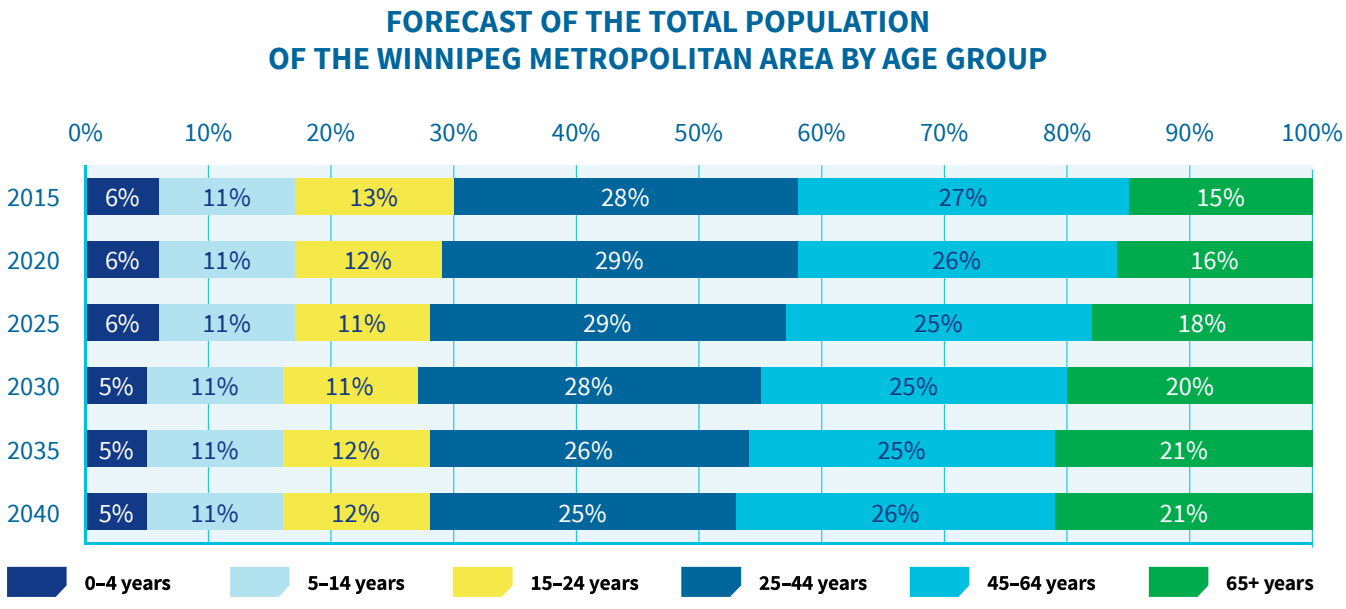


Fig. 11: The chart 'Forecast of the Total Population of the Winnipeg Metropolitan Area by Age Group' shows how various age groups change as a proportion of the total population over the next 20 years. In 2020, individuals aged 65 or older account for 16 percent of the population however this increases to 21 percent by 2040. Source: extrapolated from the City of Winnipeg, *Population, Housing and Economic Forecast*, 2016.

increases with age.[15] Seniors are almost twice as likely to have a disability when compared to individuals of working age.[16] Disabilities related to pain, flexibility, mobility, and mental health were the most common disability types across all ages. However, different forms of disability are more common in various age groups. Among youth (aged 15 to 24), mental health-related disabilities are the most prevalent, while pain and mobility-related disabilities are the most common among seniors.[17] Meeting universal access and design standards is essential to ensuring recreation programs, services, and facilities are accessible, inclusive, and enable lifelong participation by all.

[15] 'A demographic, employment and income profile of Canadians with disabilities aged 15 years and over', *2017 Canadian Survey on Disability Reports*. Laruent Brisebois, Gail Fawcett, Jeffrey Hughes, Stuart Morris, Statistics Canada, 2018. Catalogue No. 89-654-X2018002.
[16] Ibid.
[17] Ibid.

1.2.4 Fostering reconciliation

Winnipeg is situated upon the ancestral lands of the Anishinaabe (Ojibway), Ininiwak (Cree), and Dakota peoples and within the birthplace and heart of the Métis Nation homeland. Winnipeg is home to the largest proportion of Indigenous people among major cities in Canada, with 12 percent of the population identifying as Indigenous and a growing population of Indigenous youth.[18]

Canada shares a legacy of systemic discrimination towards Indigenous cultures and communities. Because of this, many Indigenous individuals and families often face greater socio-cultural, geographic and economic barriers to participating in recreation than non-Indigenous individuals. Additionally, Indigenous culture is underrepresented in facilities and there are limited spaces for participating in cultural activities.

There is a need for recreation to provide leadership in reconciliation with Indigenous communities. A critical first step is recognizing the presence of Indigenous peoples and their longstanding historical and present-day relationship to the land and territory where Winnipeg resides. Leadership in reconciliation with Indigenous people means seeking opportunities to work together with Indigenous communities, athletes, and sports associations to enhance programming and increase access to recreation spaces for Indigenous youth to participate in sport and traditional games. Creating space also to hold First Nation, Inuit, and Métis cultural activities and ceremonies invites whole neighbourhoods to strengthen community connections and increase cultural understanding.

[18] Census Profile, City of Winnipeg Census Sub-Division, *2016 Census of Population*, Statistics Canada, 2017. Catalogue no. 98-316-X2016001.

Of the Indigenous population in Winnipeg:

43.7%
or 36,845 were First Nations People

54.1%
or 45,635 were Métis

0.3%
or 280 were Inuit

Fig. 12: The majority of Winnipeg's Indigenous population reported a single Indigenous identity - either First Nations, Métis, or Inuk (Inuit). Source: Aboriginal Peoples, City of Winnipeg Census Sub-Division, *Focus on Geography Series, 2016 Census*, Statistics Canada, 2017. Catalogue no. 98-404-X2016001.

1.2.5 Improving health and social equity

Where we live — the places and spaces that make up our neighbourhoods, along with the programs and services offered, have an impact on our ability to achieve our full health potential. Health status is currently unevenly distributed in Winnipeg. Large health gaps exist between our highest and lowest income neighbourhoods. These gaps are larger than many other Canadian cities.[19]

Poverty affects one in eight people (13 percent of the population, or 92,000 people).[20] Poverty is a significant issue affecting individuals of all ages and backgrounds. Three demographic groups significantly overrepresented in poverty are Indigenous residents, recent immigrants, and children (0–14 years).[21] Racialized people, people with a disability, 2SLGBTQ+ people, and lone parents, especially women who are lone parents, are also more likely to experience poverty.

Although poverty exists in all areas of the city, it is more widespread and pronounced in some neighbourhoods (see *Section 3.2*). Geographic areas with higher numbers of residents living in poverty are more likely to have limited access to recreation services than higher-income areas. This inequity occurs for many reasons, including limited access to transportation, systemic barriers to access services, lack of funds for equipment and activity costs, language barriers, bureaucratic forms or rules, and less capacity to fundraise for community-funded projects. The Strategy considers the community's income characteristics to identify approaches that increase social and health equity by reducing barriers to participation in recreation.

[19] *Health for All: Building Winnipeg's Health Equity Action Plan*, Winnipeg Regional Health Authority, 2013.
[20] *Poverty in Winnipeg: By the Numbers*, City of Winnipeg, 2019.
[21] *Poverty in Winnipeg: By the Numbers*, City of Winnipeg, 2019.

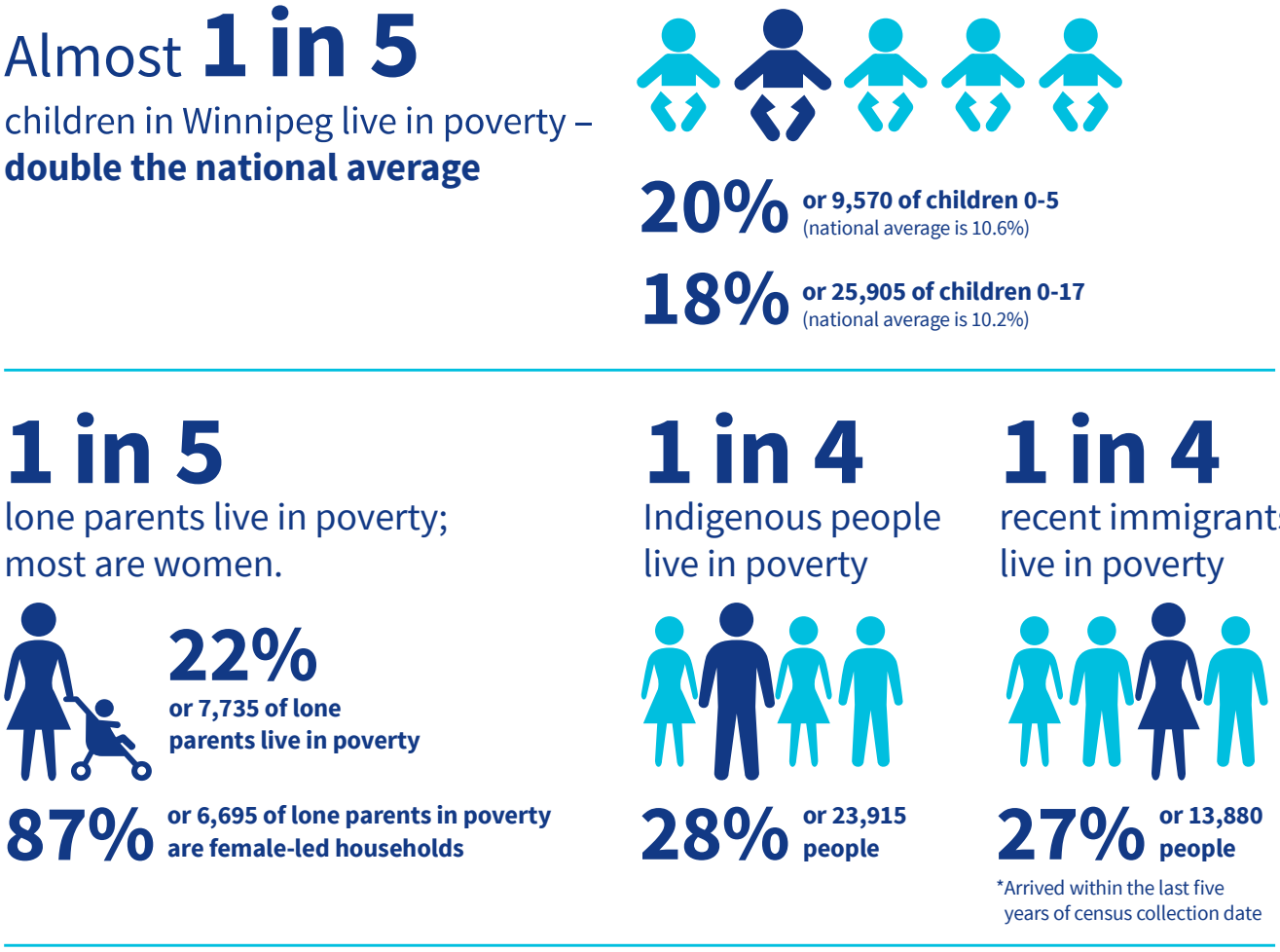


Fig. 13: Infographics of poverty in Winnipeg. Source: *Poverty in Winnipeg: By the Numbers*, City of Winnipeg, 2019.



1.2.6 Building resilience

Climate change forecasts for Winnipeg predict increasingly wet springs followed by hot, dry summers and an increase of extreme weather events. By 2050, the number of days per year with temperatures above 30°C is forecasted to increase from the current average of 11 to 47.[22] The heat island effect that occurs in larger urban settings can further amplify the impact of high temperatures, which is particularly challenging for residents that are less mobile and unable to access places to cool off. Our winters are also getting warmer, shorter, and there is less snow.[23] Climate forecasts for Winnipeg in 2050 also indicate an average of 40 fewer days below 0°C.[24]

Community recreation needs will be affected by our changing climate. Less snow and cold may impact activities like tobogganing and cross-country skiing. More days above freezing means outdoor ice surfaces will have shorter seasons and be more challenging to maintain. Recreation facilities and amenities such as indoor pools, outdoor pools, and spray pads provide places for residents to cool off during hot, dry summers. Indoor recreation facilities also offer places to warm-up and can support municipal efforts to assist residents during extreme weather events or other emergencies.

Recreation programs, services, and facilities must evolve and adapt to support increased climate resiliency. Preparing for climate change through adaptation, and by reducing or mitigating the negative impacts is essential to protecting Winnipeggers' health and wellbeing. Pursuing opportunities to preserve natural ecosystems, conserve energy and water, reduce greenhouse gas (GHG), emissions and transition to a low carbon future will reduce life-cycle costs and future proof recreation facilities.

[22] *Winnipeg's Climate Action Plan Summary*, City of Winnipeg, 2019.
[23] *Confronting Our Changing Winters: Indicators of Winter Climate Change in the Northern Forest.* Hubbard Brook Research Foundation, Science Links Publication, Vol. 2, no. 1, 2020.
[24] *Winnipeg's Climate Action Plan Summary*, City of Winnipeg, 2019.

1.3 Relationship to City policies and plans

The Strategy fits within a hierarchy of City plans and policies. The Strategy is directed by: *The City of Winnipeg Charter*; *OurWinnipeg 2045 Development Plan*; and *Complete Communities 2.0: An OurWinnipeg Direction Strategy* all bylaws to which lower-level plans must align. It is further informed by several other city-wide policies and plans. The Strategy, in turn, informs several other strategies and policies that provide specific direction on aspects of the recreation system provided by the City of Winnipeg (see *Fig. 14*). The Strategy also replaces two existing policies: the *A.C.T.I.V.E. Policy Framework* and the *Recreation, Leisure & Library Facilities Policy*.

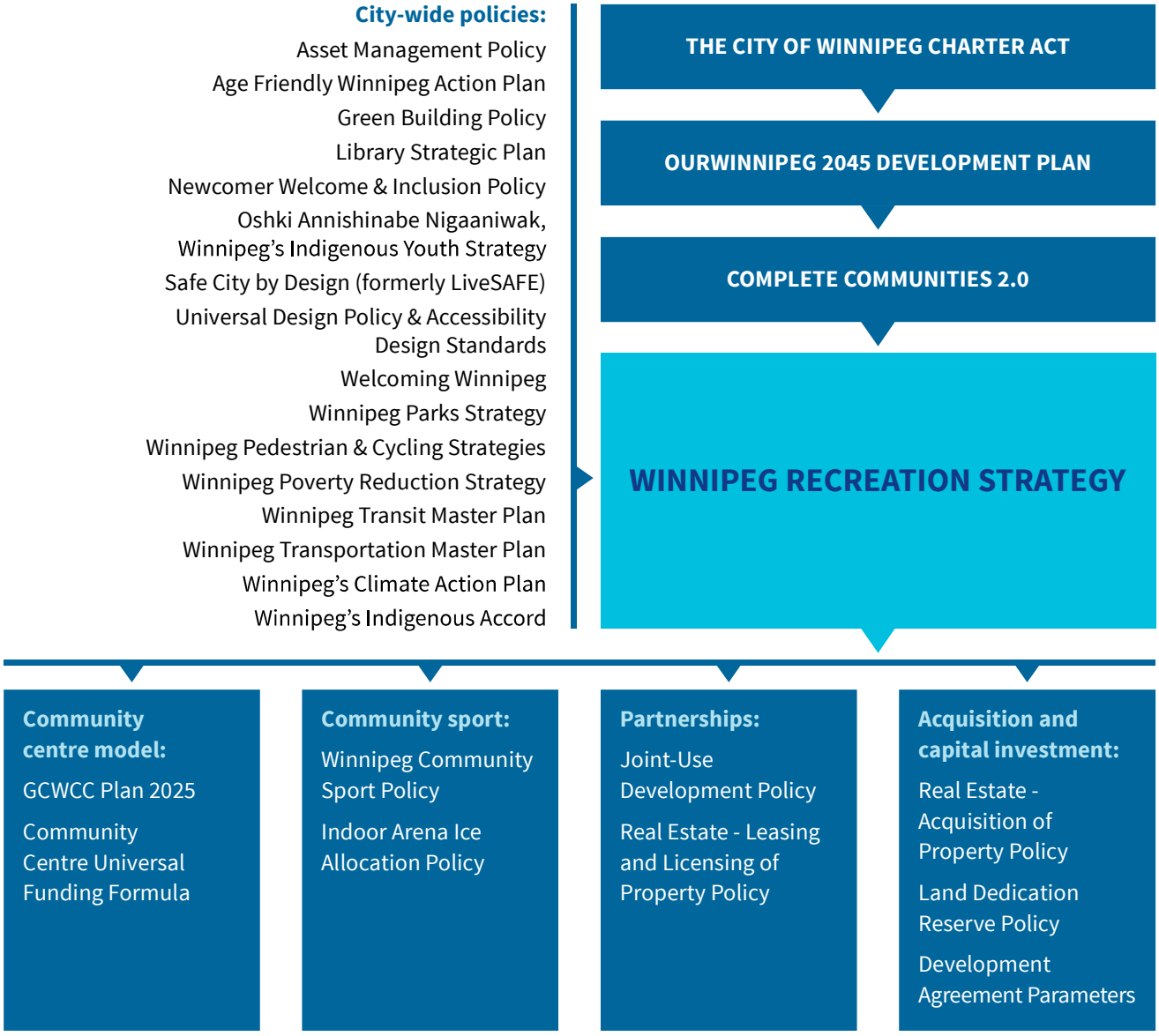


Fig. 14: Diagram of the City of Winnipeg policy hierarchy.

The City of Winnipeg Charter Act

The *City of Winnipeg Charter Act* recognizes the City as a responsible, accountable government, and grants the City municipal powers from the Province. The *Charter* enables the City to deliver programs and services that support the health, safety and welfare of residents. It also enables Council to provide financial assistance to aid sport and recreation and establish bylaws for the development of parks and public spaces such as recreation facilities and community centres.

OurWinnipeg 2045 Development Plan

OurWinnipeg 2045 Development Plan (OurWinnipeg), is the City of Winnipeg's development plan which sets the City's vision for the next 25 years. The pillars of *OurWinnipeg* are six distinct but connected goals that are essential to Winnipeg's future sustainability and long-term quality of life for all residents:

1. Leadership and good governance
2. Environmental resilience
3. Economic prosperity
4. Good health and wellbeing
5. Social equity
6. City building

The objectives and policy direction contained within *OurWinnipeg* informs all secondary plans and strategies, including the *Recreation Strategy*. The *Recreation Strategy* aligns and responds to all six goals established in *OurWinnipeg*; however, the goals of 'good health and wellbeing' and 'social equity' are particularly relevant. As many recreation facilities reach the end of their useful life, there is also a unique opportunity to help advance the City's 'environmental resilience' goals by investing in new or retrofitted recreation facilities that reduce greenhouse gas emissions and increase the use of low carbon and renewable energy sources.

Complete Communities 2.0 Direction Strategy

The *Complete Communities 2.0 Direction Strategy (Complete Communities),* is a city-wide secondary plan that guides growth, development, and land use in the City of Winnipeg. Its primary focus is to describe Winnipeg's physical characteristics and provide a framework for future physical growth and development based upon two key pillars: the development of complete communities and articulation of an urban structure. The Strategy provides direction that aligns with *Complete Communities* to ensure that recreation facilities and amenities are incorporated as a functional component of all communities in Winnipeg.

Other City-wide plans and policies

In addition to the *Charter*, *OurWinnipeg* and *Complete Communities*, the Strategy is informed by several additional city-wide policies and plans, including:

- *Asset Management Policy*
- *Age Friendly Winnipeg Action Plan*
- *Green Building Policy*
- *Library Strategic Plan*
- *Newcomer Welcome & Inclusion Policy and Strategic Framework*
- *Oshki Annishinabe Nigaaniwak, Winnipeg's Indigenous Youth Strategy*
- *Safe City by Design (formerly LiveSAFE)*
- *Universal Design Policy & Accessibility Design Standards*
- *Welcoming Winnipeg*
- *Winnipeg Parks Strategy*
- *Winnipeg Pedestrian & Cycling Strategies*
- *Winnipeg Poverty Reduction Strategy*
- *Winnipeg Transit Master Plan*
- *Winnipeg Transportation Master Plan*
- *Winnipeg's Climate Action Plan*
- *Winnipeg's Indigenous Accord*

The *Recreation Strategy* adheres to the direction provided in these documents. Refer to *Section 12.5* for further information on existing City-wide policies.

Subsidiary plans and policies

A brief description of the following subsidiary plans and policies related to recreation can be found in *Section 12.5.1*. As these plans and policies are updated in the future, they should align to the direction provided by the Strategy:

- *Community Centre Universal Funding Formula*
- *Development Agreement Parameters*
- *GCWCC Plan 2025*
- *Indoor Arena Ice Allocation Policy*
- *Joint-Use Development Policy*
- *Land Dedication Reserve Policy*
- *Policy for the Sale, Acquisition, Rental, Leasing and*

Management of Properties

- *Winnipeg Community Sport Policy*

1.4 Process

The Strategy was developed using an evidence-based decision-making approach, combining community and stakeholder engagement with needs-assessment processes. The Strategy uses various methods and data sources to identify and forecast gaps and opportunities impacting the City's recreation facilities and services over the next 25 years. The preceding *Section 1.2: Why is the Strategy important?* highlights some of the most pressing needs and opportunities that the Strategy seeks to address.

The process of developing the Strategy employed a variety of analysis and methodologies, including:

- A scan of municipal recreation plans offered insight on trends and best practices across Canada. More detail on trends can be found in *Section 3*
- A review of current City documents identified opportunities to create better policy alignment. Further detail can be found in *Section 1.3* and *Section 12.5*
- Assessment of facilities and infrastructure condition came from published City reports, including the *2018 State of the Infrastructure Report, 2018 City Asset Management Plan*, and the *2020 Infrastructure Plan*
- Demographic and population analysis helped to inform what types of amenities and services may be needed in the future. Population projections are based on current Census information combined with economic and growth forecasts
- Spatial analysis using GIS mapping was used to identify facilities and services in relation to where people live and community demographics. Spatial analysis enabled assessment of current provisioning and helped shape the recreation levels of service. More detailed descriptions of the methodology can be found in *Section 5: Defining recreation levels of service*
- The Strategy was developed through two phases of public engagement: phase one – learn; and phase two – review. The public engagement process and findings are highlighted below. A detailed *Public Engagement Report* on the *Winnipeg Recreation & Parks Strategies* can be found on the City's website.

1.4.1 Public engagement

A robust public engagement process was critical to understanding Winnipeggers' recreation interests and needs in order to identify current and future service priorities. Both phases of public engagement informed the creation of the overall strategic recreation framework and policies. Public engagement also assisted in defining the levels of service for each recreation facility type.

Phase 1 engagement

Phase 1 involved engagement with a diverse range of Winnipeggers to help the City understand how people participated in recreation and how they envisioned the future recreation system. This engagement was conducted in partnership with the *Parks Strategy* (under the banner of *The Winnipeg Recreation & Parks Strategies*).

From early to mid-2018, the public was invited to participate in an online survey and three public open houses. Interest and participation were very high, with more than 9,400 individuals participating on behalf of hundreds of others in their respective households and community organizations. Winnipeggers were asked about their current leisure and recreation activities along with their vision for the future of recreation and parks in Winnipeg.



Fig. 15: Phase one public engagement respondents ranked their top reasons for participating in recreation and visiting parks.

Three stakeholder-specific workshops were also held, with invitees from community centres, community recreation providers, sports organizations, stewardship groups, social development organizations, school divisions, Indigenous organizations, academics, planning and development professionals and other community organizations. In addition to City-led activities, the project team also attended several community-led meetings to generate awareness about the project.

The information from phase one was incorporated into the analysis of the overall opportunities and challenges of the recreation system, informing the prioritization of the services and facilities it provides.

Common themes expressed during the consultations included:



Fig. 16: Common themes from the first phase of public engagement.

Phase 2 engagement

After hearing from Winnipeggers, a draft recreation strategy and draft parks strategy were developed. In 2021, the second phase of public engagement gathered feedback on the draft strategies to confirm they reflect Winnipeggers' values and priorities. The engagement process also provided an opportunity to identify any concerns.

The engagement program and project were promoted using a variety of methods. Adjustments to the intended in-person techniques of the engagement plan were made as the project evolved and prevailing COVID-19 safety measures prevented the ability to host larger indoor events. The methods used to gain stakeholder and public participation in Phase 2 included:

- Project website with informational video and surveys
- Stakeholder conversation guides
- Virtual public workshops using the Zoom platform
- Stakeholder presentations
- Stakeholder interviews

Overall, respondents want recreation and parks that provide local and regional access, are equitably distributed across the city and are accessible to people of all ages and abilities. The majority of survey respondents agree recreation and parks are 'must-have' City of Winnipeg services that contribute to health and well-being of communities

The following bullets summarize key themes heard during the engagement:

- **Regional and local service:** Respondents felt there was value in both local and regional parks and recreation facilities. Respondents wanted to see existing recreation facilities maintained to provide local recreation opportunities for recreation and investment in regional multi-use centres to meet the broader needs of many people and activities. Similarly, respondents wanted to see local parks maintained, highlighting their importance for mental, social, and physical health of communities. There was also support for prioritizing regional parks' maintenance, as the City's signature parks and amenities, but not at the cost of local parks. Winnipeggers want to maintain a careful balance of both local parks and facilities with regional parks and multi-use centres.

- **Improve access and transportation:** Overall, respondents wanted to see equitable access to parks and recreation opportunities. Respondents indicated their preference for distributing recreation facilities, parks, and natural areas across the city to ensure each community has local access to recreation and nature. Respondents noted the need to consider trails and bike paths as recreation opportunities that also serve as connection paths to facilities and parks. Several respondents also noted the need to consider future transit connections to parks and recreation facilities
- **Protect natural areas:** Winnipeggers highly value their connections to nature. Respondents wanted to ensure that existing natural areas remain protected. Some wanted to see the City prioritize the acquisition of additional natural areas and re-naturalization, particularly for grasslands and riverfront/riparian areas
- **Enhance inclusivity:** Respondents indicated they want recreation facilities, park amenities, and programs that are accessible for people of different ages, needs, and abilities. They want to ensure facilities consider universal design standards and provide programs that are safe and welcoming for everyone throughout all seasons
- **Suggestion for budgets:** When it comes to funding priorities for recreation, respondents felt the highest budget priority should be focused on maintaining existing recreation facilities and amenities. Most agreed that more funding is required to maintain recreation and parks
- **Enhance amenities and programming:** Respondents felt recreation programming could be enhanced by providing more diverse program options, offering alternative time slots, improving registration processes, while maintaining low costs. Special consideration should be given to certain groups of people, like seniors, low-income residents and children who may require special pricing or targeted programming options. For parks, most respondents agreed with the core amenity prioritization and emphasized the need for individual neighbourhoods to be involved in determining their local needs for other amenities
- **Volunteer enhancements:** Winnipeggers recognize the value volunteering has on their community. Respondents would be more inclined to volunteer if promotion of available opportunities increased, more incentives were offered, and flexible, short-term volunteer commitments were introduced



Fig. 17: Sample of recreation survey responses from the second phase of public engagement for the *Winnipeg Recreation & Parks Strategies*.



Photo of Pan Am Pool provided by Stantec Architecture + Engineering.
Photography by Gerry Kopelow.



2. Winnipeg's Recreation Strategic Framework

A vision statement, supporting values, and guiding principles are critical foundational elements that guide the Strategy's policies and direction. Along with public and stakeholder input, the vision, values and guiding principles have been informed by *A Framework for Recreation in Canada: Pathways to Wellbeing,* which serves as a best practice template for Canadian municipalities. This approach ensures that Winnipeg's planning, priorities and direction address the local context and align with other jurisdictions across Canada.

2.1 Vision

The vision, developed in conjunction with the *Winnipeg Parks Strategy*, is a description of the desired state of Winnipeg's recreation and parks systems. It guides the policies and direction contained within the Strategy and can be used to shape and test all future decisions.

Winnipeg's recreation system fosters the wellbeing of individuals, communities and natural environments by enabling all to engage in meaningful, accessible experiences and activities.

2.2 Values

The values guide all further directions and decisions required to achieve the vision of the Strategy.

- **Public good:** Lifelong participation in recreation is essential to the quality of life for residents. Recreation plays a valued role in fostering individual and community health and wellbeing, improving physical and mental health outcomes, mitigating some of the effects of poverty and inequity, boosting social cohesion, and supporting crime reduction
- **Inclusion & equity:** Provide a mix of recreation services and facilities to support positive outcomes for all Winnipeggers regardless of age, gender, ability, location, personal finances or culture
- **Sustainability:** Protect the interests of current and future generations by designing a recreation system that is socially, environmentally, and financially sustainable
- **Lifelong participation:** Support and encourage recreation for all ages
- **Innovation:** Embracing creativity, ingenuity and collaboration to provide a high-quality recreation system relevant to Winnipeggers

A Framework for Recreation in Canada: Pathways to Wellbeing,

developed by the Canadian Parks and Recreation Association, the Interprovincial Sports and Recreation Council, and other stakeholders, outlines key goals, priorities, and considerations for the delivery of public recreation. More information about the Framework can be found at ***https://www.cpra.ca/about-the-framework***

EQUALITY vs EQUITY

Equality is providing the same level of opportunity and assistance to everyone. Equity is providing various levels of support and assistance, depending on specific needs or abilities.

Equality = Sameness

Equity = Fairness

Equality focuses on creating the same starting line for everyone. But not everyone starts at the same place, and not everyone has the same needs. So, while equality aims to promote fairness, it can only work if everyone starts from the same place and needs the same help.

Equity has the goal of providing everyone with the full range of opportunities and benefits — the same finish line. Equity actively moves everyone closer to success by 'leveling the playing field.'

2.3 Operating principles

The operating principles reflect how the values of the Strategy are incorporated into Winnipeg's everyday operations. They provide a benchmark for determining the appropriateness of day-to-day actions and decisions that inform future recreation facility plans and initiatives. These operating principles form the rationale for the robust spatial analysis and strategic approach described in subsequent sections. These principles commit the Strategy, and the recreation system as a whole, to be:

- **Outcome-driven:** Striving to help individuals and communities attain the outcomes they are seeking, such as improved health and wellbeing and focusing on indirect benefits to all, such as enhanced community cohesion and amenities and facilities that will serve generations to come.
- **High-quality and relevant:** Offering safe recreation experiences of the highest possible quality, while recognizing the unique needs and capacities of each community, along with the economic situation of individuals, families, and communities.
- **Evidence-based:** Making decisions based on data and evidence, including information gained from best practice research. Decisions will be further informed by an understanding of the needs, capacities, values, and preferences of those affected by decisions.
- **Supported by partnerships:** Nurturing partnerships and collaboration among public, not-for-profit, and private providers of recreation and parks experiences. The City will partner and collaborate across sectors and disciplines to share resources and achieve common goals that benefit the community.

2.4 Goals

The following goals are the cornerstone of the recreation system; they indicate the desired state that the Strategy should achieve. These goals guided the identification of key service areas, policy recommendations and service directives that help focus future efforts and resource allocations:

⊕ Active living

Winnipeggers of all ages and abilities have opportunities for physical recreation, leisure, play, and sport.

⊕ Inclusion and access

Individual and community participation in recreation activities is not limited by physical, social, economic, environmental, or systemic barriers.

⊕ Connecting people with nature

People can connect with nature in their communities and have opportunities to learn and value ecological systems and their functions.

⊕ Supportive environments

Recreation services and facilities are sustainable, reflect our community's diversity, foster socialization and participation, and build healthy, caring communities.

⊕ Capacity building

The recreation system supports growth, adapts to changing needs, enables collaboration, and increases resilience and community capacity.

HIGH FIVE®

Principles of healthy child development

The City of Winnipeg is a registered municipality with HIGH FIVE®. This training organization is a nationally recognized certification that assists in delivering children's sport and recreation programs. HIGH FIVE® Quality Experience Scanning Tools (Quest), provide practical tools to help improve the quality of children's developmental experience and ensure that every child has a positive sport and recreation experience which supports their safety, well-being, and healthy development.

EQUITAS

In collaboration with **Equitas — International Centre for Human Rights Education** the City of Winnipeg raises awareness of children's rights amongst employees and participants who attend public programs. Children and youth who attend our programs learn about their rights and human rights values such as cooperation, respect for diversity, inclusion, and responsibility. They also have opportunities to become leaders in their communities, and help build more inclusive program spaces for all.

STRENGTH-BASED BEHAVIOUR MANAGEMENT APPROACH

The City of Winnipeg works with Momenta to implement strategies for problem-solving and increasing group cohesion in various programs, using a strength-based behaviour management approach.

The approach allows our leaders to build trusting relationships with participants. Leaders are able to set reasonable expectations using consistent communication techniques, and implement methods to enhance relationships and provide respectful and fun environments for all participants.

2.5 Recreation system components

Winnipeg's municipal recreation system consists of three key components: programs and services, facilities, and partnerships or agreements. Often working in combination, these three components are integral to providing high quality and relevant recreation services for Winnipeggers.

Programs and services are supported by a combination of municipal taxes, funding mechanisms from other levels of government, and user or program fees. Some programs, particularly ones offered in geographic areas of higher poverty, are provided for free or very low cost. The City also offers a fee subsidy program to help ensure cost is not a barrier to participation in recreation opportunities.

2.5.1 Programs and services

The City supports the health and wellness of individuals and communities by providing a range of programmed and passive play, sport, recreation and leisure opportunities:

- **Physical literacy and skill development:** Physical literacy is when people have a range of basic movement skills and the confidence to participate in a wide variety of sports and physical activities. Physical literacy is developed both through unstructured play (where people can explore different skills on their own) and structured activities (where they can receive teaching and coaching to improve their skills). The City supports physical literacy and skill development by providing places to play and participate along with a wide range of 'learn-to' and skill development programs
- **Fitness, active living, and wellbeing:** A diverse range of structured and instructed, as well as competitive and non-competitive, active, and more leisure-based activities that support the health and wellbeing of individuals, families and communities. Programs and services are supported by facilities in the community that are welcoming, convenient, safe, and accessible
- **Community sport:** Participation in organized or self-directed sports helps to develop various skills including physical literacy, leadership, and teamwork while also supporting social inclusion and community connection. The recreation system supports a variety of organized and self-directed

sports activities. Multi-use recreation centres, community centres, indoor pools, and indoor ice sheets are key facilities that support access to sports opportunities

- **Social inclusion and community connection:** Recreation programs, facilities, and amenities provide opportunities to build individual and community connections. They provide welcoming places for people to gather with family, friends, and neighbours to connect and socialize, participate in activities, learn from each other, and build relationships
- **Leadership development:** Opportunities for individuals to develop problem-solving skills and cultivate personal and group leadership abilities through practical leadership training and volunteer experiences

CANADIAN CENTRE FOR CHILD PROTECTION

The City of Winnipeg is committed to working with the Canadian Centre for Child Protection to ensure its recreation services and amenities utilize best practices in the area of child protection. The Canadian Centre for Child Protection is instrumental in assisting the City of Winnipeg with preparing staff training, protocols and procedures, the development of a public awareness campaign, and creating a plan that focuses explicitly on the prevention of child sexual exploitation and the establishment of safe environments for children within municipal recreation facilities.

CITIZEN SATISFACTION WITH CITY-OPERATED RECREATION PROGRAMS

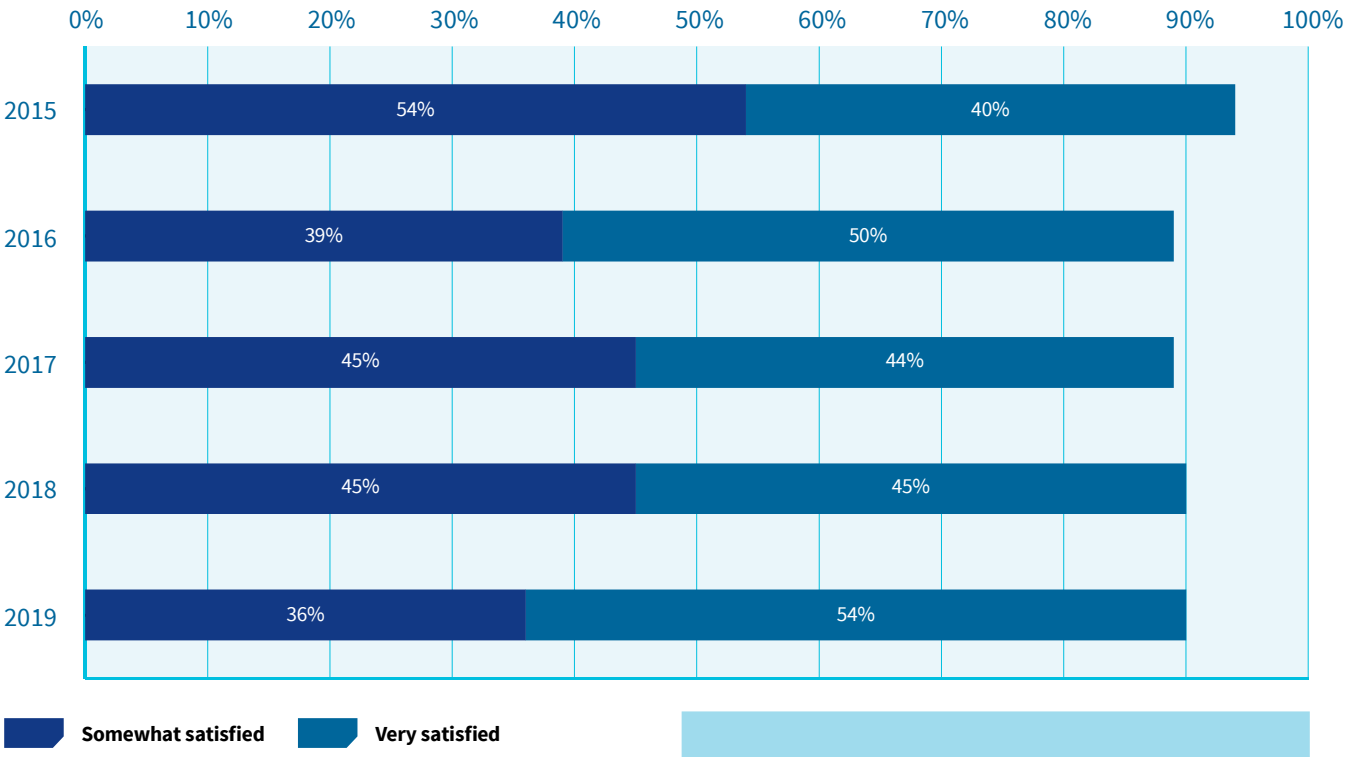


Fig. 18: Bar chart of Citizen Satisfaction with City-Operated Recreation Programs. Source: City of Winnipeg Annual Citizen Survey Results as published annually in the *Community Trends and Performance Report*, which form the first volume of the City's annual budget documents.

In 2019, 90 percent of citizens who participated in recreation programs were satisfied with the programs offered by the City (e.g. swimming lessons, Learn to Skate, or other Leisure Guide programs).

2.5.2 Facilities

Winnipeg's recreation system consists of many physical assets that exist to provide services to our community. Within facilities are also specific amenities such as running tracks, fitness spaces, multi-purpose rooms, gymnasiums, and much more. Recreation facilities support programs and drop-in use, providing access for individuals, families, and organizations to a diverse mix of recreation and community gathering spaces. The recreation facility types included within the Strategy are:

- Aquatic and recreation centres
- Community centres & neighbourhood recreation and leisure centres
- Arenas and indoor ice sheets
- Outdoor pools
- Spray pads and wading pools

Recreation facilities are organized within a facility hierarchy that provides service at four geographic scales: city-wide, regional, community, and neighbourhood.

Together the facilities operating at all scales provide a network of facilities and amenities to support recreation service delivery across all areas of the city.

RECREATION FACILITY HIERARCHY		
Scale	**Facility type**	**Example**
City-wide	Major competitive aquatic sports venue	Pan Am Pool
Regional 4–6 km	Regional recreation complexes	Proposed East of the Red RecPlex
	District community centres	Dakota Community Centre
	Destination outdoor pools	Transcona Aquatic Park
Community 2–4 km	Community multi-use recreation centres	Sgt. Tommy Prince Place
	Community centres	Sturgeon Heights Community Centre
	Arenas and indoor ice sheets	Seven Oaks Arena
	Community outdoor pools	Freight House Outdoor Pool
	Community spray pads	Gateway Community Centre Spray Pad
Neighbourhood < 2 km	Neighbourhood community centres	Ralph Brown Community Centre
	Neighbourhood recreation and leisure centres	Turtle Island Neighbourhood Centre
	Neighbourhood spray pads or wading pools	Fort Rouge Park Spray Pad

Fig. 19: Table outlining the recreation facility hierarchy with examples of current facilities that fit each geographic scale and facility type.

2.5.3 Partnerships or agreements

The City is a leader in delivering recreation services that build healthy communities through various means that include both direct and indirect roles. The City strives to leverage a variety of partnerships and agreements to optimize public investment and services that citizens of Winnipeg value. Partnerships are critical for stretching resources and finding flexible, adaptable and innovative ways to offer programs, services, and spaces to the community that might otherwise be unavailable.



COMMUNITY CENTRE MODEL

Unique from other Canadian cities, the community centre model is arguably the City of Winnipeg's most significant partnership that supports community recreation services.

Community centres are not staffed and operated directly by the City. Instead, they are governed and run as independently incorporated entities by a group of volunteers, with a Board of Directors elected by the local community they serve. Community centres are mandated to provide a broad range of recreational and leisure activities suited to the needs of the residents living within their designated area. Community centres work with the City and other service providers to provide meaningful recreation opportunities for the community. Although many centres have some paid staff, the commitment of over 17,000 volunteers remains a very significant aspect of community centre success.

Community centres receive an annual facility operating grant and second-line maintenance support from the City, who owns and insures the facilities. The community centres are responsible for first-line maintenance and administration costs, including programming and staffing (both paid and volunteer). The City also provides community centres with various grants, some via the General Council of Winnipeg Community Centres (GCWCC), to assist with maintenance and programming needs at the facilities. Examples include the Community Centre Renovation Grant Program and the Programming Grant.

GCWCC is an umbrella organization providing leadership and organizational support to individual community centres. GCWCC's mandate is formalized through the terms of a long-term management agreement with the City of Winnipeg. GCWCC also submits a business plan to City Council on an annual basis.

City role

This document provides direction on the City's role for different recreation services to determine where the City should focus its resources and to outline where other recreation service providers can effectively respond to individual and community recreation needs. There are also many instances, particularly in the case of for-profit recreation services offered by the private sector, where the City of Winnipeg is not involved.

The City's role in recreation service provision can be loosely categorized in the following ways:

City role	Description	Examples
Direct	The City builds, owns, operates, and programs the facility or amenity	Cindy Klassen Recreation Complex Eric Coy Arena Mayfair Recreation Centre
Partnership (facility provision)	The City may build and own the facility or amenity, but the City's role in facility operation and programming is typically reduced. A partner operates and programs the facility, usually by way of a lease or management agreement The City may also provide space within facilities the City continues to operate and program. These arrangements are usually formalized in a lease or use agreement	Dakota Community Centre St. Vital Arena North End Boxing Club with Pan Am Boxing Club Inc. Sergeant Tommy Prince Place with North Centennial Seniors
Partnership (programming)	The City programs in a portion, or the entirety, of a facility that is built, owned, and operated by a partner organization The City and partner organizations work together to minimize duplication of resources, provide supports to one another, collaborate on select program deliverables, and leverage resources to maximize participation in community-based recreation	City-provided free and after school programming in schools City partnering with Sport Manitoba to provide the Sport Programs in Inner City Neighbourhoods (SPIN) Winnipeg Aboriginal Sport Achievement Centre (WASAC)
Indirect provision	The City is not the primary builder, owner, operator, or programmer of the facility but may support other service providers through land transfers, grants, subsidies, facility lease, or other tools	Sport for Life Centre (City provided a capital contribution for the construction of the facility) Winnipeg Soccer Federation North (City provided land and a loan guarantee)
No involvement	The City is not involved in delivering the service	Bell MTS Iceplex Private fitness facilities

Fig. 20: Table outlining the different roles the City plays in providing recreation services to Winnipeggers.

Collaborative planning model for recreation service delivery

The City will continue to develop and support partnerships that advance the intent of the Strategy to provide high-quality, equitable, and inclusive services for residents by leveraging resources, avoiding duplication and increasing community leadership and organizational capacity. *Fig. 21* outlines an iterative approach to service planning built upon collaboration and partnership. The model's focus is to provide sustainable recreation services that effectively respond to community needs by encouraging collaborative planning, the sharing of resources, and ongoing assessment that is supported by data.

Partnership framework

Developing a partnership framework that includes criteria to evaluate potential partnerships will ensure that entering into these relationships provides benefit to the City and value to residents. The partnership framework should articulate how and why the City plans to work with others in fulfilling its recreation mandate and the parameters of these relationships. It should also include the clear articulation of goals, the roles and responsibilities of all parties, and an evaluation mechanism to assess quality and service outcomes.

Additionally, partnerships should be regularly reviewed to determine if the agreement continues to provide the appropriate benefit and value, or if it should be dissolved or restructured. In some cases, partner organizations may have increased their leadership and organizational capacity to the point that City supports could be realigned to support new partnership opportunities.

COLLABORATIVE PLANNING MODEL FOR RECREATION SERVICE DELIVERY

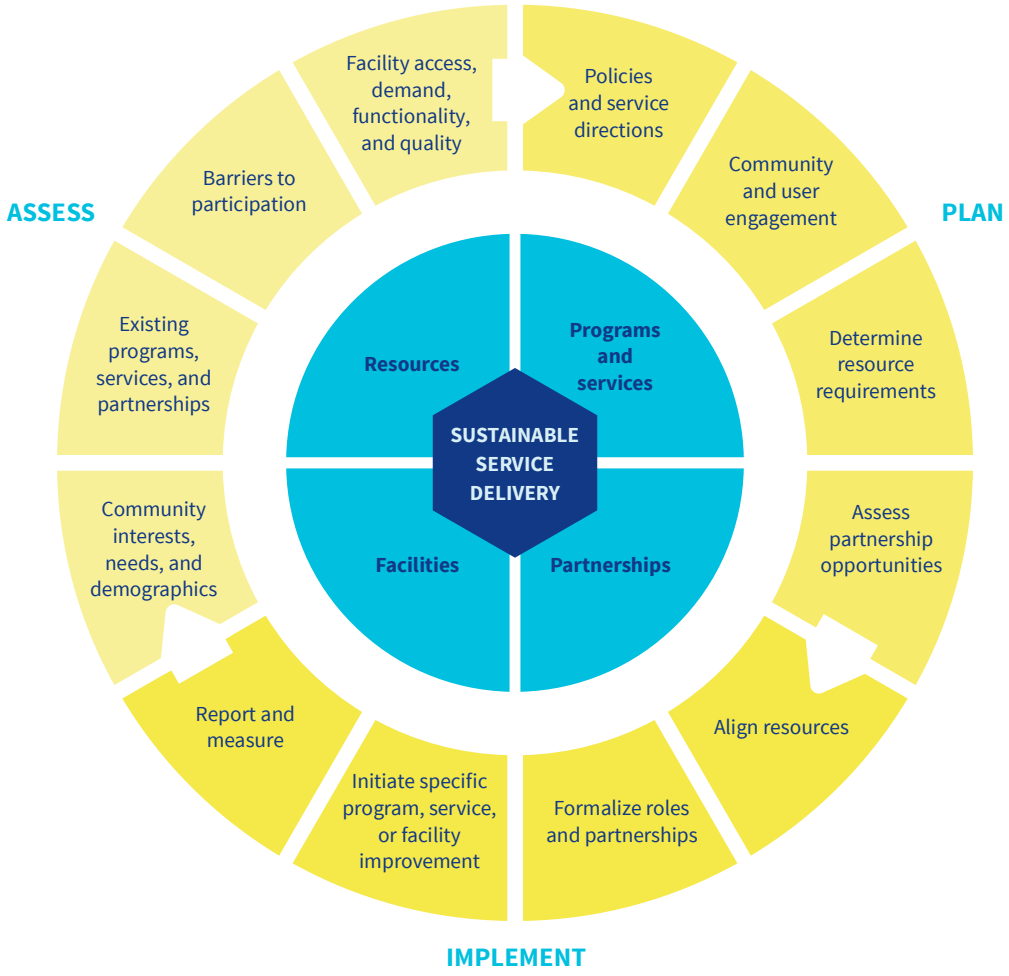


Fig. 21: Diagram outlining a collaborative planning model for recreation service delivery which facilitates an iterative approach to service planning that is based on collaboration and partnership.

Types of partnerships or agreements:

The City has several types of agreements that facilitate and formalize relationships and partnerships with other organizations. They include:

Infrastructure programs and cost-sharing agreements

In Canada, municipal governments such as the City of Winnipeg own more than 98 percent of the publicly-owned culture, recreation, and sports facilities.[25] The costs associated with recreation facility infrastructure are substantial. It can be difficult for the City to shoulder them alone. Although they may not own the infrastructure, higher levels of government recognize the importance of investing in recreational facilities that support individuals' and communities' health and well-being. The federal and provincial governments will often partner with the City, through a cost-sharing agreement, to fund recreation facility investments. Cost-sharing in recreation facilities also supports climate change mitigation and adaptation, economic growth, job creation and Winnipeg's long-term prosperity.

Grants

Grants in the form of money, goods, or in-kind contributions are provided to a recipient with no expectation of repayment or other financial consideration. Agreements with organizations that provide demonstrable cultural, social, or economic benefit to the community may incorporate grants where the recipient receives funding to provide a specific service, initiative, or capital project that benefits the community. Grants often have a formal application process with eligibility criteria and are typically formalized through a legal funding agreement that requires a level of compliance and reporting.

Master-Use and Joint-Use Agreements

The City of Winnipeg *Joint-Use Development Policy* provides guidelines for entering into joint-use agreements of land/facilities and joint-use development projects between the City and school divisions. Master-Use Agreements (MUAs), adopted by City Council in 1976, are the basis of understanding between the City and school divisions to share facilities and development costs before entering into detailed arrangements for specific school and recreation sites. In combination with the Master-Use Agreements, Joint -Use Agreements (JUAs), govern the detailed arrangements for specific school and recreation sites.

Leases

Leases are contracts granting use or occupation of a facility or space for a specific amount of time. Leases have formalized roles and responsibilities for the parties involved and may include rents or other financial commitments. In some instances, the City may lease facility space to non-profit organizations for a reduced or nominal amount.

Loan guarantees

Loan guarantees are a mechanism used by the City to assist non-profit organizations that are directly affiliated with the City's service delivery, with the acquisition, construction, addition, renovation or rehabilitation of a capital asset. Loan guarantees promise that the City will repay a lender (e.g., a bank or other financial institution providing credit or funding to another party), the amount guaranteed, subject to the terms and conditions of an agreement. If the borrower defaults, the City is responsible for payment of the balance outstanding of the loan. The specific requirements of loan guarantees are defined in a policy approved by City Council. Loan guarantees do not involve cash spending by the City (unless there is a default). For this reason, they can be a more attractive tool than direct loans or grants, particularly in periods of fiscal restraint. However, loan guarantees can generate sizable financial obligations and significantly affect the City's fiscal framework.

Management or operating agreements

Management or operating agreements provide an opportunity for the City to partner with community organizations to deliver approved services through an alternative service delivery approach. The terms of such agreements vary considerably. They are dependent upon the nature of the organizations and the type of recreation service or facility covered by the agreement. Fees, subsidies and other financial considerations, such as revenue sharing, could be included. The community centre model outlined previously is likely the largest and most comprehensive alternative recreation service delivery model that the City of Winnipeg currently has. The community centre model will be formalized with management agreements between the City and individual community centres.

[25] *2016 Canada's Core Public Infrastructure Survey*, Statistics Canada, 2018.




WHAT DO YOU AND YOUR
Soccer
Basketball
Cricket
Croquet
Biking
Vélo
Walking
Marche
Fitness classes
Cours de fitness

3. Context

3.1 Societal and recreation trends

Concepts of health and wellbeing continue to evolve. Recreation and leisure trends change as people seek different types of recreation that fit their lifestyle. Changing societal and recreation trends at a national and local level illustrate the benefits of a resilient and adaptable recreation system. They also shine a spotlight on the need for recreation services to be inclusive and equitable. Recreation is for everyone.

3.1.1 National and local demographic shifts

Winnipeg closely reflects national demographic trends. Shifting demographics greatly impact the demand for our services and offer insight into how other national trends impact recreation.

Canada has one of the highest immigration rates per capita among developed nations. In fact, one in five people in Canada was born in another country.[26] High levels of immigration are apparent locally, with 25.5 percent of Winnipeg's population identifying as immigrants in the 2016 Census.[27] The percentage of the population that are seniors is also increasing, and the prevalence of disability increases with age. Additionally, Winnipeg's Indigenous population is higher than the Canadian average. Recreation in Winnipeg can also present an opportunity for much-needed reconciliation.

A concerning national trend illustrates income differences becoming more pronounced. Low-cost opportunities for families can improve wellbeing and create opportunities to spend time together. Further, people lead busier lives, resulting in a demand for more flexible recreation options to meet busy schedules.

These trends mean that the demand for recreation and leisure options is evolving. Traditional facilities are being asked to serve a broader range of programs, while many need investment due to age.

[26] Immigration and Ethnocultural Diversity in Canada, *Analysis of the 2011 National Household Survey*, Statistics Canada, 2013. Catalogue no. 99-010-X2011001

[27] Immigration and ethnocultural diversity, City of Winnipeg Census Sub-Division, *Focus on Geography Series, 2016 Census*, Statistics Canada, 2017. Catalogue no. 98-404-X2016001

How can this trend inform the Recreation Strategy?

We know demographic changes in Winnipeg echo national demographic shifts. Development of recreation facilities, partnerships, and services should look at inclusionary design principles to create spaces where all Winnipeggers can participate and feel welcome. Meeting universal access and design standards is essential to ensuring recreation programs, services, and facilities are accessible, inclusive, and enable lifelong participation by all.

We can look for opportunities to apply national service provision changes that address diverse and expanding community needs within the Winnipeg specific context. For example, a shift to focus on investment in larger, multi-use facilities will create more accessible destinations for customers that can accommodate a wider variety of programs. Other larger cities across Canada have already shifted in this direction to accommodate expanding recreation preferences and lifestyle changes.

The City can support reconciliation by creating recreation programs and spaces that encourage Indigenous Peoples' participation in recreation, sport, and traditional games. The creation of programs and spaces that foster relationships with Indigenous Peoples and support knowledge of our shared history helps provide a fuller understanding of the need for reconciliation. Programs and spaces that support relationship building between newcomers and Indigenous Peoples are also important.

3.1.2 Decline in physical activity

Nation-wide, physical activity is declining, and sedentary behaviours are growing. Lack of physical activity is also closely linked with a lack of free time. Reduced activity levels have led to increased health issues, including higher rates of obesity and mental health concerns. Most adults, youth and children do not meet the recommended daily activity guidelines, and activity levels tend to decrease with age. In Canada, less than one in five children and youth meet national guidelines for physical activity, sedentary, and sleep behaviours.[28] In Manitoba, 56 percent of adults sampled in the Statistics Canada *Canadian Community Health Survey 2017–2018* reported participating in the recommended amount of daily physical activity.[29]

Reductions in unstructured and risky play, greater use of technology, and changes in the way people work have resulted in increased sedentary behaviour and reduced physical activity levels. These same factors have also negatively affected the development of physical literacy. Encouraging and supporting the development of physical literacy is critical since individuals who lack the skills, confidence, competence, and knowledge to be physically active are less likely to participate in physical activity.[30]

Parents are an influential factor in determining a child's level of physical activity. Parents are typically the guide for their child's daily lives, including the amount of time spent in sedentary activities.[31] Children and youth are more likely to participate in physical activities if they are encouraged by their parents. Children and youth whose parents live active lifestyles or are actively involved in their children's pursuits are more likely to participate in sports activities.[32]

39%

of children aged 5–17 meet the recommendation for 60 minutes of moderate-to-vigorous physical activity daily

(ParticipACTION Report Card, 2020)

How can this trend inform the Recreation Strategy?

Recreation providers play an essential role in teaching, encouraging, and supporting individuals to live active, healthy lives. The Strategy recognizes the importance of developing physical literacy in all life stages to enable lifelong participation in daily activity that benefits physical and mental wellbeing. To create a physically literate society, the different sectors of public health, recreation, sport, education, and culture need to work in a coordinated manner with common goals.[33]

The City should provide a wide array of programs that respond to the community's diverse needs, with most programs focused on developing basic movement skills. Recreation programs and services offered by the City should work in parallel with the community sport system. Recreation opportunities that engage the entire family can help people to be more physically active. Recreation programs and facilities that support multi-generational activity promote healthy lifestyle choices and encourage more citizens to engage in physical activity. Schedules that provide flexibility and variety in how and when recreation programs and services occur can support participation by busy households.

As the City and other recreation providers develop policies and programming to promote physical literacy and increased physical activity levels, the principle of equity needs to be applied. Individuals facing barriers to participation may need more support to get involved and continue to participate in physical activity. This includes (but is not limited to), girls and women, persons with disabilities, Indigenous Peoples, newcomers to Canada, 2SLGBTQQIA people, aging adults, those living in poverty, and systematically disadvantaged groups. Barriers to participation should be critically examined, and the needs of different groups should be thoughtfully considered.

[28] ParticipACTION Report Card on Physical Activity for Children and Youth. ParticipACTION, 2020.
[29] Table 13-10-0096-13 Physical activity, self-reported, adult, by age group (2018), Statistics Canada.
[30] *Developing Physical Literacy – Building a New Normal for All Canadians*, Sport for Life Society, 2019.
[31] "Parental influence on young children's physical activity", *International Journal of Pediatrics*, Zecevic et al, 2010.
[32] Kids' Sports, Canadian Social Trends, Summer 2008, No. 85. Warren Clark, Statistics Canada, 2008. Catalogue no. 11-008
[33] *Developing Physical Literacy – Building a New Normal for All Canadians*, Sport for Life Society, 2019.

Recreation facilities and amenities should be destinations within a well-connected active transportation network that links to residential and employment areas. Facilities should be accessible, easy to use, inclusive for all, and attractive for individuals or entire families to engage in recreation opportunities.



3.1.3 Collaboration between recreation and library services

We know that physical activity is good for our health and wellbeing. However, the concept of health and wellbeing is much broader. A holistic view of wellbeing encompasses all dimensions of health, including physical, mental, and social aspects. Acknowledging this holistic view and recognizing the connection between our bodies, minds, and communities is one of the most significant paradigm shifts we can make.

Since the 1970s, the concepts of wellness and wellbeing have become common in many sectors. There is a growing recognition of an increased need for cross-sector collaboration to support healthy lifestyles and wellbeing within communities. As a result of this increasing awareness, public institutions are evolving.

Today's recreation programs, services, and facilities strive to support the concept of health and wellbeing in all dimensions. Recreation facilities are much more than places to exercise the body. They offer diverse programming that supports the physical, mental, and social wellbeing of individuals and communities.

Libraries are also well positioned to promote and support health and wellbeing. Libraries are trusted community institutions that provide access to relevant and reliable information, bring the community together through programming and gathering spaces, and transform lives through learning.

How can this trend inform the Recreation Strategy?

Cross-sector collaboration and partnership between recreation providers and libraries can stretch and leverage resources to address social and health equity in Winnipeg. Opportunities to co-locate City recreation facilities and libraries should be encouraged to expand access to diverse services and programming.

Libraries are trusted civic institutions, open to all, and dedicated to lifelong learning. Libraries are supportive environments that can assist our community's journey to healthy, active living for all



3.1.4 Nature-deficit

With an increase in busier and more sedentary lifestyles comes a reduction in time spent outdoors and in nature. At this point in history, we spend more time indoors than any previous generation. This phenomenon is so profound that it is now coined *nature-deficit disorder*.[34] Although not a medical term, nature-deficit disorder describes the negative impacts of the staggering data that shows Canadians are not spending time outside at the rates they once were. It is not uncommon for people to spend the majority, or all, of their recreation time in human-made environments.

Studies have shown that spending time in parks and nature has significant and wide-ranging health benefits. Exposure to greenspace can reduce the risk of cardiovascular disease, stress, and high blood pressure, while improving mental health. In 2013, 1.1 million Canadians were diagnosed with vitamin D deficiency. However, the daily recommended amount of vitamin D is easily accrued by spending a small amount of time outdoors during the midday hours.[35] It is estimated that Canadians spend 90 percent of their daily time indoors and that the play radius of the average nine-year-old has decreased by 90 percent since the 1970s.[36]

It is estimated that Canadians spend

90%

of daily time indoors

(Canada Parks Council, 2014)

As areas of Winnipeg continue to densify, demand for recreation and park services will also increase. With small or no backyards, people living in higher density dwellings rely heavily upon public spaces to meet their needs. There is a growing dependence upon public areas and services to provide opportunities for personal enjoyment, recreation, and connection to the natural world. It is not merely about providing space but also requires establishing programs and facilities that provide a sense of place and connection. Spaces must be well-designed and of high-quality, with sufficient maintenance and investment, to ensure they can meet the increasing demand and activity volume.

Growing up near vegetation is associated with an up to

55%

lower risk of mental health disorders in adulthood

(Engemann, Pedersen and Arge)

How can this trend inform the Recreation Strategy?

While we have above average access to green space and parks in Winnipeg, an opportunity exists to connect more people to time spent outdoors. For recreation providers, this presents the exciting opportunity to increase and enhance outdoor programming, while improving the connection between outdoor trails, active transportation routes, and pedestrian-oriented spaces and recreation facilities. Seamlessly integrating recreation opportunities into people's travel routes and destinations encourages physical activity to become part of Winnipeggers' daily lives. Investments in outdoor and nature-based recreation can, in turn, foster a better understanding and appreciation of natural areas. Further, designing recreation facilities to be energy efficient and incorporate sustainable design features improves our wellbeing and climate resilience. It also increases awareness and stewardship of our natural environment.

[34] *Last Child in the Woods: Saving Our Children from Nature-Deficit Disorder*, Richard Louv, 2008.
[35] *Connecting Canadians with Nature: An Investment in the Well-Being of Our Citizens*. Canada Parks Council, 2014.
[36] *Connecting Canadians with Nature: An Investment in the Well-Being of Our Citizens*. Canada Parks Council, 2014.

3.1.5 Increase in self-directed leisure activity

Self-directed leisure is the *intentional self-planned activity consisting of the acquisition of knowledge and experience, which is driven and guided by the learner's own free-time interests.* All adults and late adolescents, whether alone or in the company of others can participate in self-directed leisure activity.[37] In the case of children, the concepts of self-directed and unstructured play are similar, and the development benefits are well documented.

Across North America, there is an increasing demand for unstructured and self-directed leisure activities. People are working longer hours, commuting farther with increased urbanization, and taking children to more activities. Canadian families' busy lifestyles may not easily accommodate regularly scheduled programming. Self-directed or less structured activities are, therefore, appealing. As people age and lifestyles transition, new opportunities also arise. For example, retirement from the workforce often provides more free time for individuals to develop new recreation and leisure activities or re-engage with previous interests.

Self-directed leisure, driven by personal, meaningful choices, supports holistic wellbeing, lifelong learning, and lifelong participation. Additionally, self-directed leisure pursuits often occur as outdoor activities that support reconnection with nature. As an added benefit, self-directed leisure often focuses on activities that occur closer to people's homes. The cost of participating may also be minimal or free-of-charge.

[37] 'Self-Directed Learning and Leisure in Social Isolation' by Robert A. Stebbins, *Leisure Relections No. 55*, Leisure Studies Association, 2020.

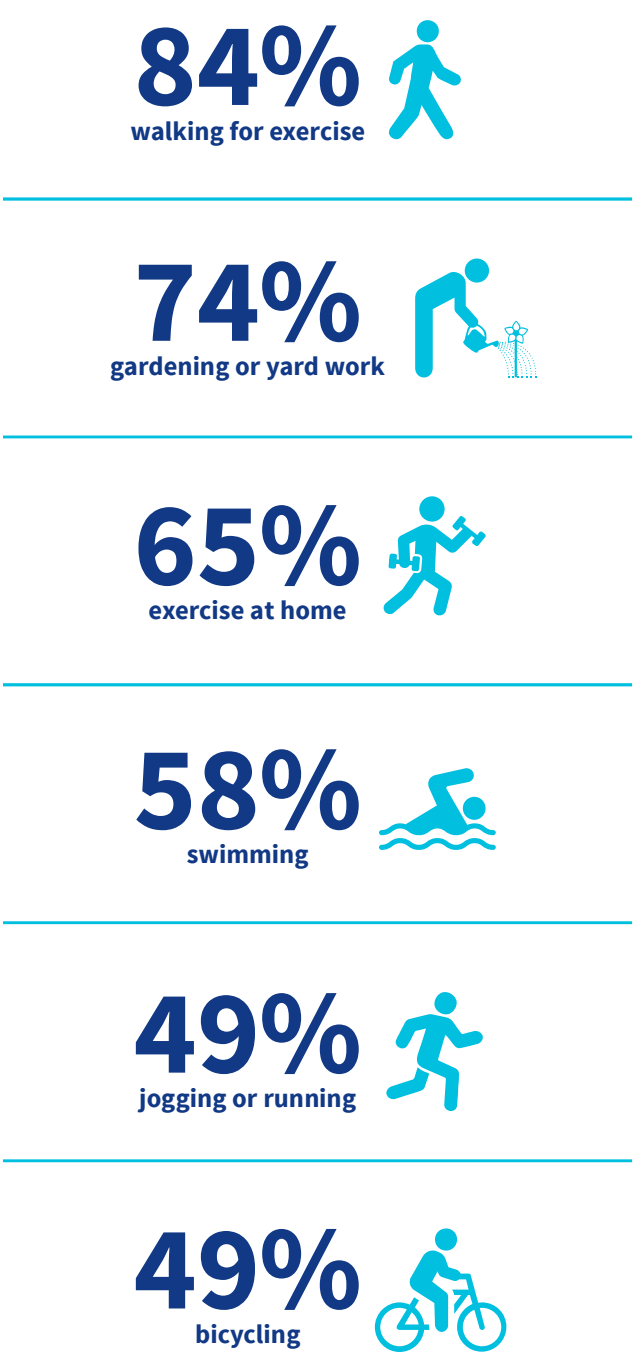


Fig. 22: Infographic of the most popular physical activities among adults (18+). All of these popular choices tend to occur as self-directed leisure activities. Source: Bulletin 22: Active transportation among adults, *2014–2015 Physical Activity Monitor*, Canadian Fitness and Lifestyle Research Institute, 2018.

How can this trend inform the Recreation Strategy?

The Strategy recognizes the benefits of supporting and encouraging self-directed leisure activity. In 2018, during the public engagement process on the Winnipeg Recreation & Parks Strategies, many of the most popular recreation and leisure activities identified by Winnipeggers were self-directed activities such as walking, running, cycling, swimming, and outdoor play at spray pads.

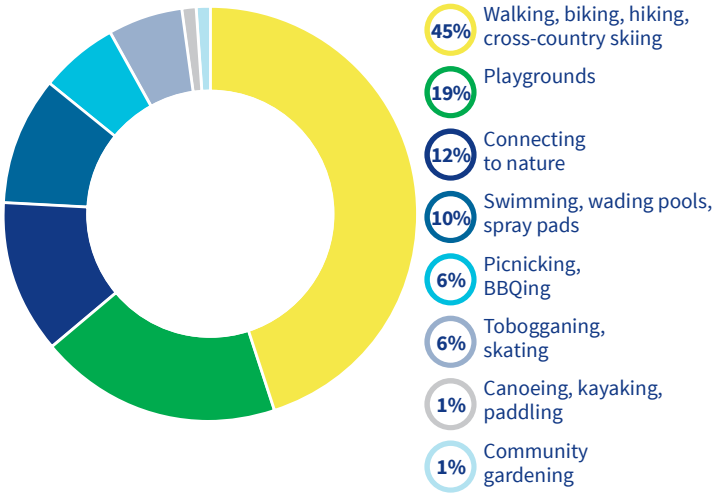
Inclusive, accessible spaces, diverse programming, flexible participation options, and affordable costs make facilities and programs welcoming to all ages, cultures and abilities. Built and natural environments that support both structured and unstructured activities can make staying active an easy choice in Winnipeg.

Traditional recreation facilities may not be well designed and equipped to serve this expanding demand for self-directed activities. The provision of larger, multi-use recreation facilities will provide access to the greatest number of individuals and interests through a more extensive breadth of amenities, extended operating hours, and program offerings. Increasing numbers of people are also integrating self-directed physical activity into their lives by choosing active transportation options such as walking and biking. Sidewalks, trails, bike paths, and active transportation routes are critical infrastructure that supports Winnipeggers' active living and leisure pursuits.

Emphasizing physical literacy helps to provide everyone with the tools they need to remain active for a lifetime, particularly the confidence to try new activities. Research shows that the act of learning later in life, whether new movements, acquiring a new hobby, or learning a new language, is beneficial, protective and keeps the brain young.[38] By creating a culture of lifelong learning and an appreciation of physical literacy, recreation providers can lay the foundation for well-being throughout life.

[38] *Active for Life: Durable by Design*, Sport for Life, 2016.

Which outdoor leisure activities do you participate in?



Which indoor leisure activities do you participate in?

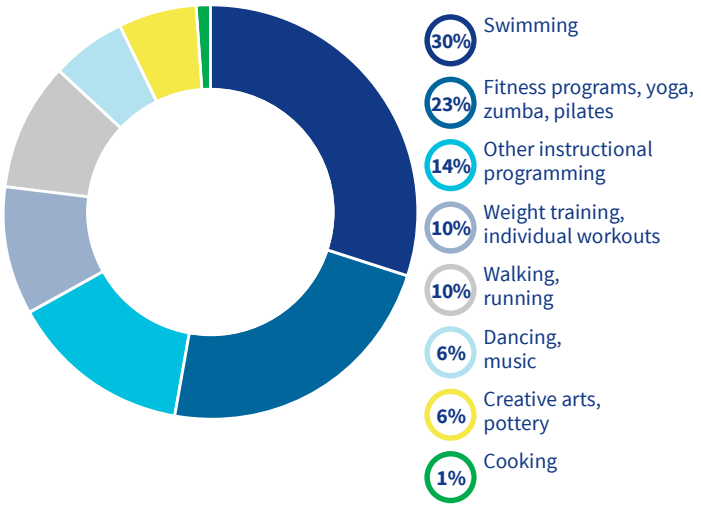


Fig. 23: Survey results showing Winnipeg residents' most popular leisure activities as provided through the first phase of the *Winnipeg Recreation & Parks Strategies* public engagement process.

3.1.6 Technology

The impact of technology on recreation services is widespread. It has changed the way people communicate, participate and socialize. It has ushered in an era of fitness equipment outfitted with video screens, wearable devices, health apps, facility management software, e-sports, on-demand classes and remote instruction.

The widespread use of wi-fi enables people to connect through smartphone almost anywhere. Modern recreation facilities must keep pace with ever-changing technology.

Adopting new technologies provides more effective tools for staff. It also provides the City and community organizations with a more advanced and streamlined process to obtain data about customer use of recreation services and facilities. Customer usage data can inform programming, operating hours, staffing, overall service levels and future decision-making. On-demand communication and information, online programming, interactive digital displays, virtual tours of facilities, online registration and booking systems, and a wide range of marketing and promotional channels are all commonly employed by recreation providers today. Emerging technologies will continue to change and impact recreation service provision in ways that are often hard to predict.

The potential for technology to connect people and improve services is significant. However, technology can also create inherent or unintended barriers, particularly for older adults, individuals with disabilities, or systemically disadvantaged individuals. The use of technologies to enhance the scope and quality of recreation services should always consider the accessibility, usability, and inclusivity of both the technology and the service itself.

How can this trend inform the Recreation Strategy?

When used effectively, technology can offer many benefits that provide access, increase social connection, and improve the scope and quality of recreation services, programs and facilities. The adoption of current and emerging technologies can support ongoing efforts to obtain and analyze information that assists staff, improves customer experiences, and drives future service.

Keeping up with emerging technology is an ongoing challenge for recreation programs, services, and facilities. Continued and dedicated financial investment is required to adopt and renew current and emerging technologies that support and enhance the provision of recreation services.

3.1.7 Evolving volunteerism

Sport in Winnipeg is largely dependent on volunteerism. In particular, community centres are reliant on volunteers to operate community-based programs and sport. But volunteerism is evolving, mostly due to busier lifestyles. In 2008, 46 percent of Winnipeggers volunteered with a community organization. By 2013, that number had dropped to 38 percent, below the national average rate of 44 percent.[39]

As Canadians spend more time at work and the commitment to family-based activities increases, those looking to volunteer are seeking different types of experiences. Many are looking for shorter volunteer opportunities, as opposed to a long-term commitment. For example, someone might look to volunteer once for a few hours, as opposed to the multi-year commitment of joining a board or coaching.

Volunteers are also much more likely to look at opportunities that will help build their skill set or resume. They may also look for volunteer roles that overlap with other activities, such as coaching their child's team. Volunteer requirements can be considered onerous and lead to some declining to volunteer. A decline in volunteerism results in some unintended consequences for recreation. It leads to less developmental sport for all ages as volunteer coaching is often required.

Attracting new volunteers is essential. Recreation providers must reach out to a wide range of people that may not be currently involved in volunteering within the recreation sector. Attracting more young people, new Canadians, and seniors may offer unique opportunities to address current volunteer gaps.

Young people are often attracted to volunteer roles in order to gain employment and leadership skills. The opportunity to increase skills is also valuable for many new Canadians who may also benefit from enhanced community connections. Across Canada, seniors are also one of the most active volunteer groups. Volunteering contributes to personal well-being and healthy aging.

How can this trend inform the Recreation Strategy?

Winnipeg has a large population of newcomers and a growing senior population. Providing ways for more newcomers and seniors to volunteer within the recreation sector may help address current volunteer gaps. Finding ways to attract and retain young people in volunteer roles means they may continue to be an active volunteer for many years to come.

As Canadians move through different life stages, their interest in volunteering and the types of experiences they are looking for can change significantly. Organizations need to facilitate these shifts to optimize volunteer recruitment and retention programs. Organizations should be sensitive to gender, culture, language, and age. A welcoming and inclusive environment attracts volunteers.

Recreation providers should develop enhanced volunteer management supports and strengthen practices to attract and retain volunteers. Providing different types of volunteer commitments along with enhanced communication initiatives and digital platforms may help to link people with volunteer opportunities that fit their time commitments and interests. Investing in the training and development of volunteers should be encouraged as it will increase individual and community capacity.

In addition to creating welcoming organizations and supportive practices, intentional outreach is critical to attracting volunteers, particularly amongst new Canadians. Forming relationships with organizations that support older adults, youth, and immigrants may enhance the promotion of volunteer opportunities.

While volunteer recognition continues to be very important, volunteers and organizations alike have identified a need to redefine perceptions about volunteer recognition — towards a holistic, year-round practice that acknowledges volunteers for their individual contributions to support the communities around them.[40]

[39] 'Volunteering and Charitable Giving in Canada'. *Spotlight on Canadians: Results from the General Social Survey (2013)*, M. Turcotte, Statistics Canada, 2015. Catalogue no. 89-652-X2015001.

[40] *2013 Volunteer Recognition Study*, Volunteer Canada, 2013.

The number one motivation for volunteering is to *contribute to community.*

80 percent of volunteers prefer to be recognized or thanked by hearing how their work has made a difference *(2013 Volunteer Recognition Study, Volunteer Canada)*

3.1.8 The evolution of sport

Canadians have high expectations of sport and the contributions it can make to individuals and communities. Involvement in sport has positive effects on physical and mental health, interpersonal skills, relationships, and overall development. Sport can also bring us together as a community.

Although competition and winning are inherent in sport, the degree to which it is emphasized can become limiting for many. Sport development systems are often designed to meet the needs of a very small percentage of participants that become elite athletes rather than the vast majority of children and youth.

Often referred to as the 'professionalization' of youth sport, too heavy of a focus on high-performance and elite levels of sport can create several challenges that can limit broad participation, including high costs, extensive time commitments, harmful practices, and lack of enjoyment. [41] [42]

There are many examples, in all sports, of parents investing significant amounts of money to provide their children with the 'best shot' at success. Such efforts often include training camps and travel teams, high-end equipment, and private coaching. Unfortunately, these types of costs can easily price out lower-income families and prevent participation.

The demands of competition and practice schedules in team and individual sports can be challenging for many families to manage. And in many cases, young athletes are forced to specialize in a single sport at an early age to accommodate the schedule demands. However, early specialization is linked to over-training, higher injury rates and burnout in young athletes. Specialization at an early age also means it's difficult for kids to enter certain sports at later ages.

Canadian Sport for Life (CS4L), is a movement to improve the quality of sport and physical activity in Canada. CS4L advocates for improved physical literacy and better integration between all stakeholders in the sport system. The CS4L *Long-Term Development Framework* provides a developmental pathway that has reshaped physical activity, sport, and athlete development at all levels across Canada. The Framework's stages support the development of the 'whole' person (mind, body, and spirit), and include physical literacy goals to encourage lifelong participation in physical activity.

Consistent with CS4L, recreation providers play an integral role in developing physical literacy and promoting lifelong physical activity. Many different institutions, agencies, and groups are involved in delivering sports and physical activity programs. CS4L recommends that stakeholders coordinate their efforts to achieve improved outcomes while reducing costs and inefficiencies.

How can this trend inform the Recreation Strategy?

The City supports the CS4L Framework. The City offers programs and services that directly support the first three stages: *Active Start, Fundamentals,* and *Learning to Train*. The City also directly supports the *Active for Life* component of the Framework. The City indirectly supports the later stages of the Framework *(Train to Train, Train to Compete*, and *Train to Win*), by working collaboratively with other organizations. How the City and other community stakeholders have agreed to work together is more fully explained in the *Winnipeg Community Sport Policy*.

Facilities designed to support high-performance and elite sport often include more specialized amenities, which may not be necessary for grassroots and developmental programs. Rather than specialized sport-specific or high-performance facilities, the City should provide multi-use facilities that are welcoming to all and offer various activities to support everyone's lifelong physical activity.

[41] 'Why Kids are Dropping Out of Organized Sport', *Parents Canada*, Connie Jeske Crane, 2014.
[42] Parental pressure and the professionalization of youth sport: Who pays the real price?', PLAYS Blog #4, Veronica Allan, Sport Psychology PLAYS Research Group, Queens University, 2018.



Photo of East Elmwood Community Centre provided by Bridgman Collaborative Architecture

3.2 Responding to areas of higher poverty

Poverty can be a significant barrier to individuals and families achieving good health, wellbeing and social equity. Families living in poverty may not have the same transportation and financial means to access recreation services or private amenities such as backyards. For many, access to neighbourhood wading pools, spray pads, and recreation centres are key to providing safe and enjoyable recreation experiences that support healthy outcomes.

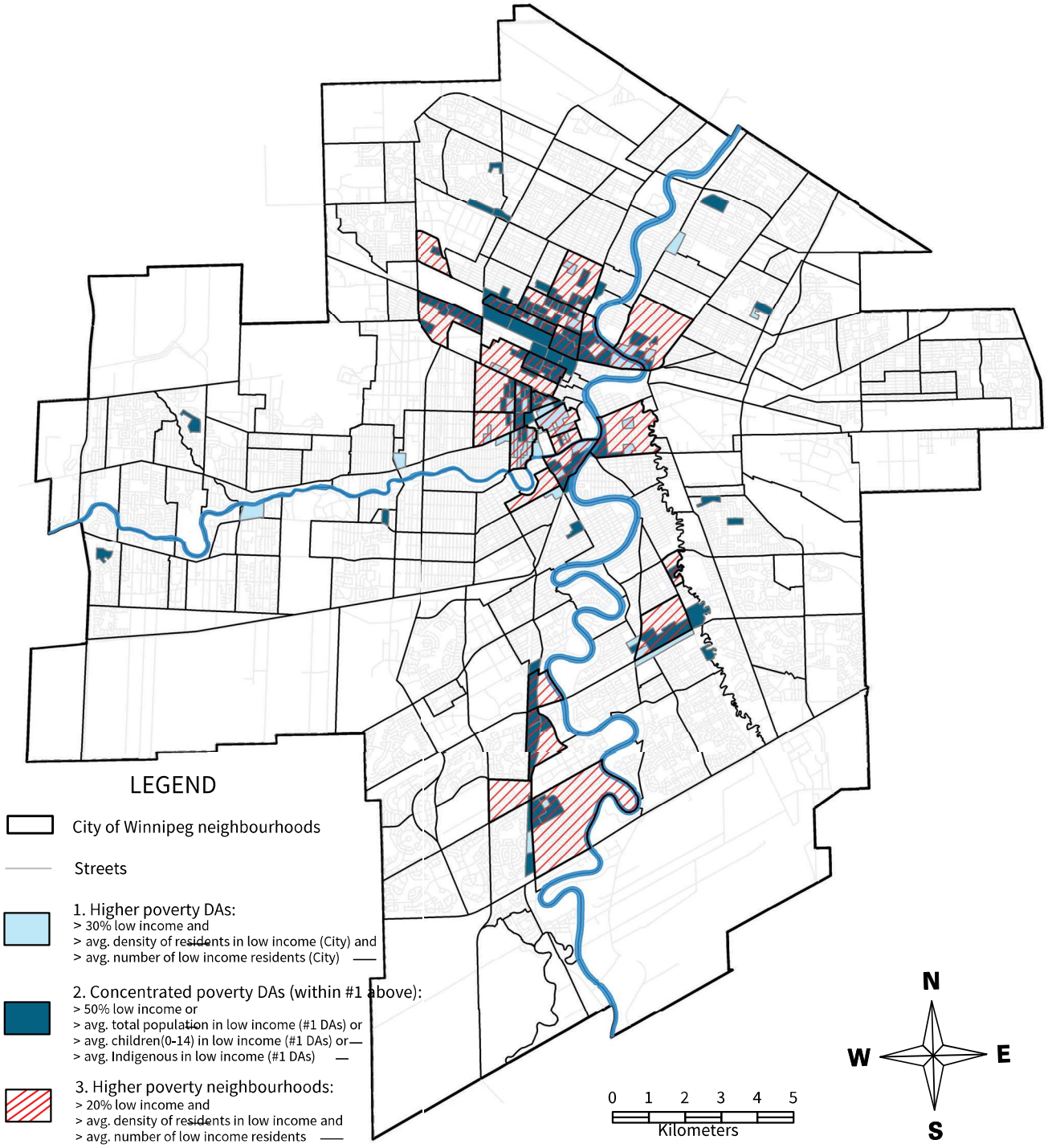
Poverty exists in all areas of Winnipeg. The *Winnipeg Poverty Reduction Strategy* defines geographic areas of higher poverty through analysis of low-income census data. It then considers the prevalence, density, and the total number of people living with low-incomes within a geographic area. This analysis uses 2016 Census data at the smallest geographic scale of the census (dissemination areas), and the City neighbourhood scale. Three tiers of analysis identify dissemination areas with 30 percent and 50 percent of residents living in low income and neighbourhoods with 20 percent of residents living in low-income. Additional analysis also considers two specific demographic groups most impacted by poverty: Indigenous residents and children aged 0–14 years. The adjacent map of *Areas of Higher Poverty (Fig. 24)*, denotes the three tiers of analysis of higher need (poverty), areas in Winnipeg. On subsequent maps in the Strategy, these three tiers are shown as a single layer described as *areas of higher poverty*.

Geographic areas with higher numbers of residents living in poverty require consideration when planning and developing recreation programs, services, and facilities. Community demographics and the mix of barriers, facilities, services, service providers, and partnerships vary considerably across neighbourhoods. With no two neighbourhoods being the same, there is no single approach appropriate for all areas. Improving health and social outcomes for individuals and the community requires an additional focus that employs a culturally inclusive approach to address or remove barriers to participation in recreation opportunities.

Recreation service planning should focus on inclusive and equitable access within areas of higher poverty, particularly for systemically disadvantaged groups. Planning should assess opportunities to deliver programming through partnerships that increase community leadership capacity and maximize usage of existing public infrastructure, including schools, parks, and community centres. Recreation service planning should employ the *Collaborative Planning Model for Recreation Service Delivery* discussed in *Section 2.5.3* (see *Fig. 21*). The model outlines an iterative approach focused on collaboration and partnership to meet community needs effectively. Any assessment and planning process undertaken to support areas of higher poverty must be ongoing and adaptive as neighbourhoods change over time. The City should also update analysis and mapping in conjunction with the availability of new census data.

For geographic areas of higher poverty, the Strategy identifies neighbourhood-scale facilities as the target level of service for several facility types. The target levels of service include smaller, more walkable and accessible catchment areas for spray pads, wading pools, as well as recreation and leisure centres that serve areas of higher poverty. Assessments on the provision and distribution of facilities are important first steps. The City should also further consider the quality, functionality, and demand for facilities and services. In some cases, this process may identify gaps in service that warrant investment in new infrastructure to meet the level of service targets. In other instances, neighbourhoods may have an abundance of older facilities that do not meet contemporary quality or functional requirements. Additional analysis and consultation may identify potential investments or partnerships that would improve access to recreation amenities to meet current and future service needs.

Areas of higher poverty



Data: Target group profile of Market Basket Measure (MBM) population, Census, 2016
Geographic levels: Dissemination area (DA) - Statistics Canada standard geographic area composed of one or more neighbouring dissemination blocks and is the smallest standard geographic area for which all census data are disseminated (typically with a total population of 400 to 700 persons)
City of Winnipeg neighbourhoods – City of Winnipeg custom geographic area and only looking at neighbourhoods with residential population.
Note: Several neighbourhoods with higher poverty rates but lower numbers of residents are not identified in this analysis, as they do not meet all three criteria. Statistics Canada also suppressed data for some neighbourhoods with lower numbers of residents due to privacy reasons.

Fig. 24: Map showing geographic areas of higher poverty within Winnipeg. This map is subject to regular change due to updated assessment methods, criteria, and census data. The most current version of this analysis and mapping can be found through the City of Winnipeg Open Data Portal. Source: City of Winnipeg.

3.3 Urban Structure

As Winnipeg has developed over time, its neighbourhoods have taken on different characteristics, context, and form. Newer communities, some still actively growing, often have different densities, housing, streets, and open space patterns compared to older, more mature neighbourhoods. Mature neighbourhoods may have constraints that affect their potential to change and evolve. Newer areas that are still being built may support different development opportunities. These differences influence the shape and built form of communities, making up what is referred to as Winnipeg's *Urban Structure*.

Recognizing the different development patterns that exist within the Urban Structure and understanding how they influence the provision of recreation services and facilities/amenities is important. The Urban Structure has a direct impact on the types of recreation facilities developed historically and the types of recreation facilities that can be developed in the future.

The Urban Structure defined with the *Complete Communities Direction Strategy* includes areas with a residential focus and areas that are non-residentially focused. Understanding the various types of residential neighbourhoods is vital to understanding past, present, and future recreation provision and strategies. The areas of the Urban Structure with a residential focus include: (*Fig. 25*):

- Downtown
- Mature Communities
- Recent Communities
- Corridors
- Emerging & New Communities
- Major Redevelopment Sites
- Rural & Agricultural Areas

The following sections explain the different characteristics that influence recreation planning within each Urban Structure area above and offers opportunities for the future of recreation service in these areas.

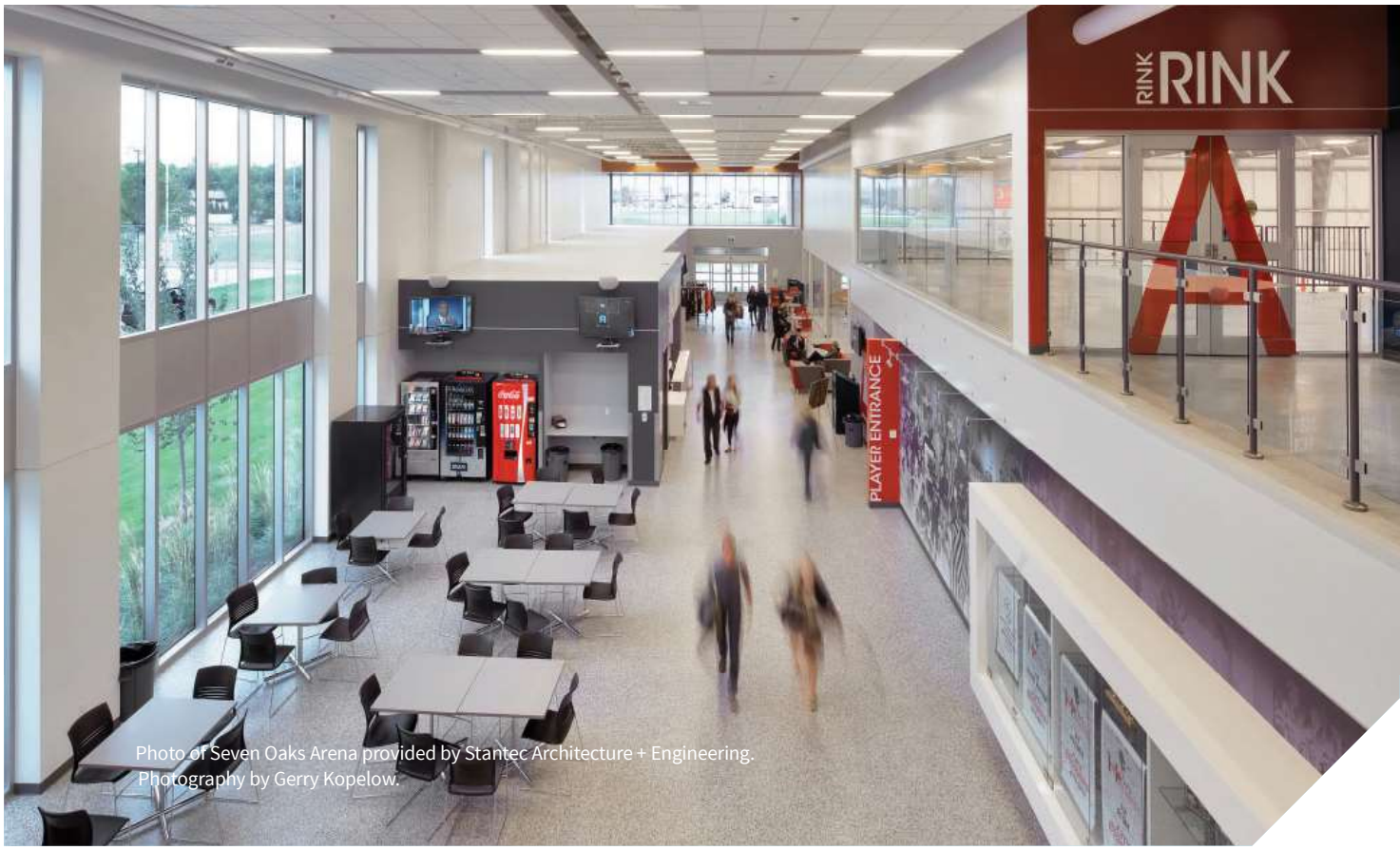


Photo of Seven Oaks Arena provided by Stantec Architecture + Engineering. Photography by Gerry Kopelow.

Urban Structure context

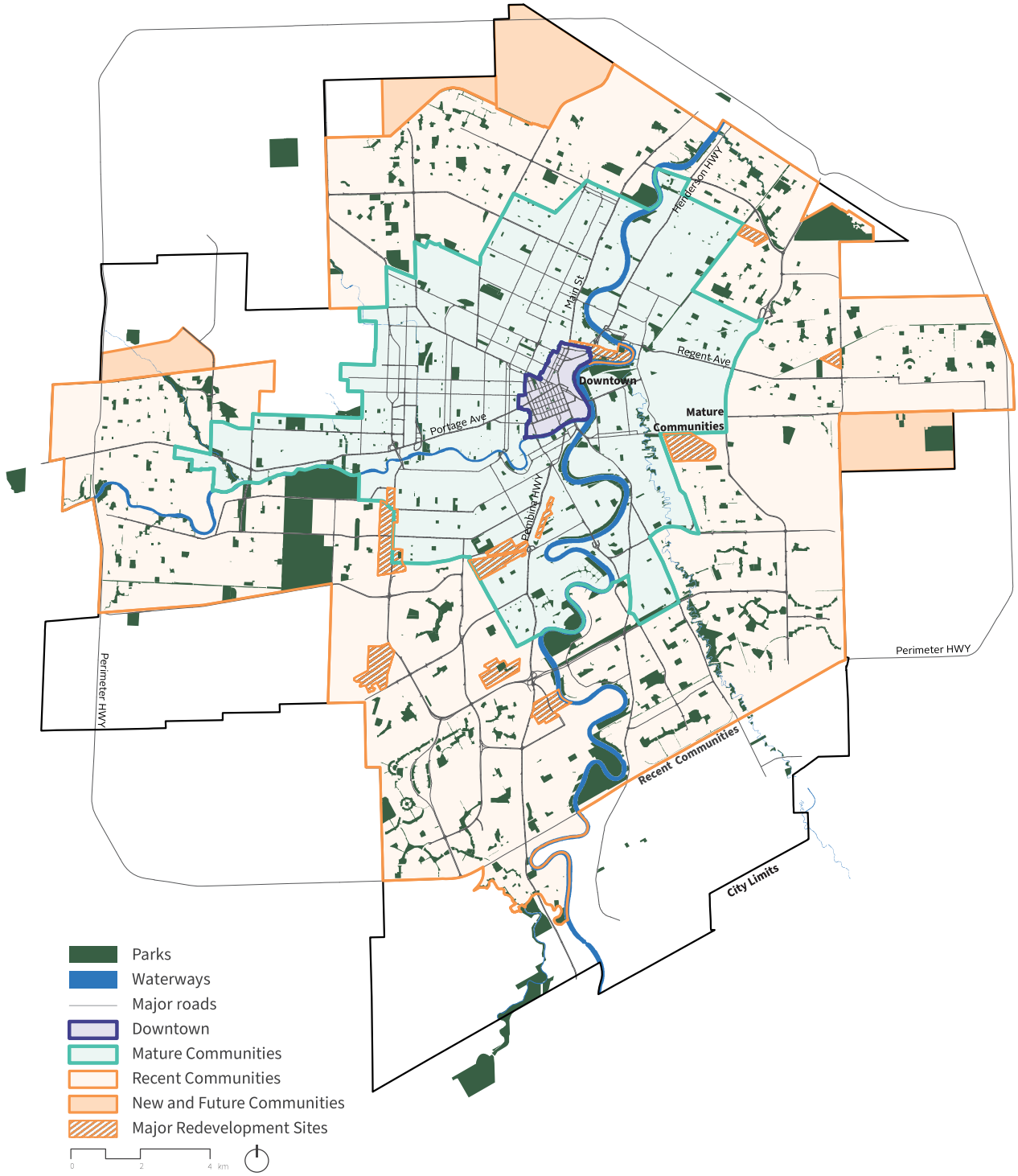


Fig. 25: Map of Winnipeg's urban structure.

3.3.1 Downtown

Located in the heart of the city, Downtown is approximately 347 hectares and was home to 15,960 residents in 2016. Downtown is expected to diversify from a primarily commercial area to a more mixed-use community in the coming decades. The well-connected grid pattern of development makes the area particularly walkable. Cycling improvements and the transit network have also contributed to making Downtown pedestrian-friendly and accessible. On average, there are fewer green spaces and recreation amenities Downtown than in other neighbourhoods. This lack of adaptable space requires creative approaches to develop recreation services that will support the projected residential growth. Most existing recreation opportunities are directly adjacent to the neighbourhood, which signals a need to connect residents to these opportunities.

The *Complete Communities Direction Strategy* looks to support residential growth Downtown. The planned transition to higher density residential opportunities will see increased infill development, more people living Downtown, and may lead to the need for additional and more contemporary recreation opportunities directly within this neighbourhood.

Much of the Downtown area is also an area of higher poverty, as discussed in *Section 3.2*. Those who call this neighbourhood home would benefit from increased recreation partnerships with organizations based Downtown that provide conveniently accessed recreation opportunities that contribute to healthy, active lifestyles.

Inventory of City of Winnipeg recreation facilities and amenities in Downtown Winnipeg

- Central Park Spray Pad and Wading Pool
- McFadyen Wading Pool



Inventory of City of Winnipeg recreation facilities and amenities bordering Downtown Winnipeg

- Neighbourhood recreation and leisure centres: Magnus Eliason Recreation Centre, Freight House Recreation Centre, Mayfair Recreation Centre, Turtle Island Neighbourhood Centre, Broadway Neighbourhood Centre
- Community centres: Central, Norquay, Norwood
- Wading pools and spray pads: Freight House Spray Pad, Magnus Eliason Wading Pool, Fort Rouge Spray Pad, Broadway Park Wading Pool, Turtle Island Wading Pool, Lizzie Park Wading Pool, Michaëlle Jean Park Wading Pool
- Outdoor pools: Freight House
- Indoor pools: Kinsmen Sherbrook Pool



By investigating the neighbourhood structure, we begin to see neighbourhood strengths and opportunities to provide new or different recreation options or support what is working well already:

- Downtown Winnipeg is pedestrian-friendly, walkable, and fairly accessible
- There is excellent access to the transit network
- Development is ongoing and focused on mixed-use development, with more people expected to live downtown
- Though there are a lower number of City recreation facilities and amenities in this neighbourhood, there is excellent proximity to recreation facilities directly adjacent on all sides of the neighbourhood
- Unique parks, cultural, and entertainment destinations such as the Millennium Library, The Forks, the Canadian Museum for Human Rights, BellMTS Place, the Winnipeg Art Gallery, Old Market Square, Central Park, and the Legislative Grounds are located Downtown

Recreation opportunities:

- There is a wide variety of Downtown-based service providers offering diverse opportunities for partnerships. Current or potential partners could include Millennium Library, Immigrant & Refugee Community Organization of Manitoba (IRCOM), the Chinese Cultural Centre, the Sport for Life Centre, Thunderbird House, University of Winnipeg, Forks North Portage, and others
- Investigate new or strengthen existing school-based partnerships with the Winnipeg School Division to support recreation programming and opportunities within the Downtown and directly adjacent areas
- Consider recreation opportunities related to new residential and commercial development. For example, growing residential populations at The Forks, in the Exchange District, and along Waterfront Drive may increase service needs
- Although City recreation facilities or amenities within the Downtown boundaries are limited, there are many facilities directly adjacent in Mature Communities. Look for ways to improve access and connections to recreation facilities just outside of Downtown
- When opportunities are presented to rethink and renew existing services, investigate recreation opportunities. For example, the Walk-Bike bridge project offers an opportunity for better connection and improved access from the Downtown to the Fort Rouge Spray Pad and other recreation amenities across the Red River
- Look at ways to connect residents in geographic areas of higher poverty with a variety of accessible programming options that they can access through walking, biking, or transit. Strategic investment in transit and active transportation routes that improve connections could support improved access

3.3.2 Mature Communities

Mature Communities represent the second-largest neighbourhood type in Winnipeg by population. They are communities planned mostly before 1950 and designed using a typical grid network with streets, tree-lined sidewalks, and back lanes. Mature Communities cover approximately 11,074 hectares and were home to 308,711 residents in 2016. The City's recreation facilities are generally more concentrated in Mature Communities.

Mature Communities were designed to be walkable. Recreation opportunities typically occur at local community centres that serve one or two neighbourhoods, wading pools, and a series of park spaces. Bigger recreation centres and indoor pools that serve larger population bases are usually located nearby. These larger recreation facilities may be within walking distance for some residents but are most often accessed by biking, driving, or transit.

Many of the facilities in Mature Communities are stand-alone, single-use facilities. They are often smaller facilities that cannot offer the mix of multi-use and contemporary amenities typical of newer recreation facilities. Recreation facilities in these areas are aging and may require significant renewal and upgrading. Many of the facilities are not universally accessible and provide limited access for individuals with mobility challenges. Reinvestment opportunities are very site-specific. Because the communities are fully built-out, there may not be adequate space for larger new or upgraded recreation facilities.

There are also Major Redevelopment Sites adjacent to Mature Communities where infill, densification, and redevelopment is likely to occur. Infill development often has a rejuvenating effect on these neighbourhoods that supports and sustains the existing recreation facilities. Renewed community involvement and capital investment in recreation facilities improve the services available by addressing capacity, functionality, physical accessibility, energy efficiency, quality and condition.

A disproportionate number of neighbourhoods with higher poverty levels exist in Mature Communities, including Point Douglas, West Broadway, Lord Selkirk Park, Chalmers, Worthington and others. To provide inclusive and equitable recreation services in these areas, the City must identify and addresses barriers to participation. Approaches to ensure inclusive and equitable service could encompass many different aspects, including a variety of cost structures, collaboration with other organizations, shared-use agreements, and defined levels of service that provide higher concentrations of facilities.



Inventory of City of Winnipeg recreation facilities and amenities in Mature Communities

- 36 of 63 community centres (57 percent)
- 61 of 81 wading pools (75 percent)
- 9 of 21 spray pads (43 percent)
- Indoor pools and recreation centres: Sergeant Tommy Prince Place, Cindy Klassen Recreation Complex, St. James Civic Centre. Pan Am, Kinsmen Sherbrook, Transcona, Eldon Ross, and Bonivital Pools
- Neighbourhood recreation and leisure centres: Freight House Recreation Centre, Magnus Eliason Recreation Centre, Fort Rouge Leisure Centre, Turtle Island Neighbourhood Centre, Mayfair Recreation Centre, St. John's Leisure Centre, Broadway Neighbourhood Centre
- Arenas: Charlie Gardiner, Sam Southern, Bertrand, Ab McDonald Memorial (formerly St. James Civic Centre), Sargent Park, Charles A. Barbour, Glenwood, Notre Dame, River Heights (Central Corydon), Ed Golding (Transcona East End), West Kildonan
- Outdoor pools: Freight House, Fort Garry Lions, Happyland, Provencher, Transcona Aquatic Park, St. Vital

By investigating the neighbourhood structure, we begin to see neighbourhood strengths and opportunities to provide new or different recreation options or support what is working well already:

- Mature Communities have very walkable street grids with sidewalks, green spaces, parks and access to trails
- Close to Downtown with good access to its unique parks, cultural, and entertainment destinations
- The numbers of community-based recreation options (community centres, recreation centres, pools, spray pads and wading pools), are higher in Mature Communities than in all other areas of Winnipeg
- Many community-based recreation partners, particularly community centres, assist in serving the recreation needs of the area

Recreation opportunities:

- Existing facilities in Mature Communities continue to age, and many are reaching the end of their useful lives. Renewing and retrofitting facilities to meet the level of service targets is critical to maintaining recreation services for the future
- There are opportunities to transform and optimize services within Mature Communities to better respond to Winnipeg's current and future recreation needs. For example, retrofitting a wading pool at the end of its useful life to a spray pad will improve service. The spray pad provides more and longer operating hours, better play value, and is physically accessible
- Major Redevelopment Sites adjacent to Mature Communities, including South Point Douglas, Parker Lands, Taylor Lands, Fort Rouge Yards, Kapyong Barracks, and Public Markets could increase residential density leading to renewed community involvement and reinvestment in existing recreation facilities. These Major Redevelopment Sites may also provide the space and flexibility to transform future recreation services through the development of new recreation facilities that address level of service targets
- In some instances, Mature Communities are over-served or under-served in terms of a specific type of amenity, such as wading pools. The City should undertake more detailed planning to develop area-specific adjustments to facility provision. Any adjustments should increase alignment with the target service levels and provide a diverse mix of recreation opportunities
- Many Mature Communities also include areas of higher poverty. Regular and ongoing conversation with the community to better understand current recreation needs and barriers to participation could result in more inclusive, relevant, and equitable recreation opportunities

3.3.3 Recent Communities

In 2016, Recent Communities had more residents than any other Winnipeg neighbourhood type. Recent Communities covered approximately 22,074 hectares and were home to 374,470 residents in 2016. Recent Communities in Winnipeg were generally planned from the 1950s to 2000.

Neighbourhood character is based on a variety of urban forms that adhered to the development trends of the time. Many neighbourhoods shift away from the grid patterns typical of Mature Communities. There is a move toward curvilinear street patterns. Some of these neighbourhoods also lack sidewalks, which has raised recent concerns about street safety for residents, especially children and youth. This lack of infrastructure and the more circuitous street pattern that increases travel distances have negatively impacted these areas' walkability. Consequently, there is often an increase in driving to reach services and amenities, including recreation.

In Recent Communities, City recreation facilities and park spaces are often co-located with neighbourhood schools. Compared to more Mature Communities, there are fewer City-operated facilities, which means the City's recreation programming can be limited. However, volunteer-led community centres are quite plentiful. Recent Communities are also served by a number of private recreation providers that offer a diverse range of recreation services, including fitness, martial arts, dance, and sport opportunities.

Areas of higher poverty are less prevalent in Recent Communities, but they do exist in pockets. They may require a localized approach to ensure inclusive and equitable access to recreation services.

Inventory of City of Winnipeg recreation facilities and amenities in Recent Communities

- 26 of 63 community centres (41 percent)
- 17 of 81 wading pools (21 percent)
- 11 of 21 spray pads (52 percent)
- Indoor pools: Margaret Grant, Elmwood Kildonan, St. James Assiniboia Centennial, and Seven Oaks
- Neighbourhood recreation and leisure centres: Peguis Trail Health and Fitness Centre
- Arenas: Century, Eric Coy, St. Vital, River East, , Billy Mosienko, Maginot, Terry Sawchuk, Seven Oaks, Gateway, Maples, Richmond Kings, St. Vital, Southdale, Dakota, Allard, Keith Bodley
- Outdoor pools: Kildonan Park, Westdale, Windsor Park

By investigating the neighbourhood structure, we begin to see neighbourhood strengths and opportunities to provide new or different recreation options or support what is working well already:

- Although there are fewer City-operated recreation facilities, there are a significant number of volunteer-led community centres that offer recreation opportunities for all ages
- The community centres tend to be slightly larger, with more programming space, than community centres located in more mature areas of the city
- Recreation facilities, including community centres, are slightly newer than in Mature Communities. Facilities are often in better condition, meaning less capital renewal is currently needed. However, there will still be renewal and redevelopment needs as these facilities age
- Recent Communities are home to many private service providers that offer a diverse range of recreation opportunities. Having multiple service providers presents residents with a broader range of recreation options. It also allows the City to focus municipal efforts on addressing key recreation service gaps

Recreation opportunities:

- Although there is a lack of City-operated facilities to support programming, there are a variety of organizations that the City could collaborate with to support community access to recreation opportunities. Current or potential partners could include the community centres, school divisions, the University of Manitoba, and many others
- There are neighbourhoods located in Recent Communities that are under-served with recreation facilities. Developing new recreation facilities that align with the target levels of service will help to address service gaps. The development of regional recreation complexes may be a viable approach to recreation service provision in Recent, Emerging, and New Communities. Regional facilities are larger and capable of serving more extensive geographic areas with diverse amenities and recreation opportunities
- Consistent investment to renew or retrofit existing recreation amenities, in alignment with the level of service targets, will improve service by addressing current functional and accessibility limitations while improving facilities' condition and energy efficiency
- School bookings (permits), and Joint-Use Agreements with the school divisions provide additional locations to run City recreation programming. However, availability can be limited due to school sports programs and other community uses. Weekend and summer use of schools can also be problematic
- Areas of higher poverty within Recent Communities require collaboration and localized approaches to address barriers to participation in recreation opportunities



3.3.4 Corridors

Winnipeg is traversed by routes that connect neighbourhoods, transport people, goods, and services, and accommodate a mix of commercial and higher density residential uses. Within these routes, Corridors are targeted segments that provide the best opportunities for mixed-use intensification outside of Downtown. Adjacent to existing neighbourhoods, Corridors are part of the Primary Transit Network and offer high frequency and direct transit service throughout the city. Segments of Main Street, Pembina Highway and St. Mary's Road are examples of Corridors.

Multi-family residential units are already common on Corridors and they are likely to increase as the *Complete Communities Direction Strategy* encourages strategic residential intensification in these areas. Corridors are envisioned as comfortable pedestrian environments and vibrant destinations for people to live, work, and play.

Recreation opportunities:

- Recreation and cultural facilities are encouraged on Corridors. They will help create a sense of vibrancy and support increased residential density
- Recreation facilities located on or near Corridors will be highly accessible by driving or transit



3.3.5 Emerging & New Communities

Emerging and New Communities are planned neighbourhoods typically constructed on the city's edges. Within the *Complete Communities Direction Strategy*, Emerging Communities are a subset of Recent Communities that have been very recently planned and are still being developed. Examples include the neighbourhoods of Sage Creek and Bridgwater Lakes. New Communities are undeveloped and unserviced areas that the City has identified for future development (see *Fig. 25*). The development of New Communities is sometimes referred to as greenfield growth.

In both Emerging and New Communities, parks and recreation space is primarily provided through the *Land Dedication Policy.* A set percentage of the overall development is dedicated as parkland that may be used for green space or become the location of a recreation facility. However, the amount of land dedicated is capped; therefore, careful planning is necessary to address the breadth of recreation and park spaces needed.

Although parkland is allocated during the development process, funding may not be readily available to construct recreation and park amenities. As a result, the space may be left underdeveloped for some time.

Recreation opportunities:

- Provide an opportunity for new recreation facilities that can meet contemporary standards and allow for those facilities to be strategically located to encourage access using a variety of transportation options
- Well-suited to the development of larger regional recreation complexes that can support these growing neighbourhoods and resolve existing service gaps in neighbouring Recent Communities
- Potential for facility development models that provide more mixed and shared use spaces supported by capital cost-sharing with other entities. Development of recreation campuses and facilities could include collaboration with developers, neighbouring municipalities, school divisions, and other City services to co-locate a broader range of services. Examples might include housing, schools and libraries

3.3.6 Major Redevelopment Sites

In addition to developing new communities (greenfield growth), Winnipeg continues to grow through larger initiatives occurring on Major Redevelopment Sites (see *Fig. 25*). Major Redevelopment Sites are generally large, under-utilized areas identified for redevelopment into mixed-use neighbourhoods. Major Redevelopment Sites are located within or adjacent to existing communities—this proximity offers unique and transformative opportunities to enhance the urban fabric.

Major Redevelopment Sites have the advantage of drawing on existing infrastructure and the opportunity to utilize existing services and assets. They are prime locations for intensification, given their proximity to major transportation routes and public transit. Although existing infrastructure is in place, inadequate capacity, physical barriers that create access limitations, and site contamination can pose redevelopment challenges.

In terms of recreation services, the transformation of Major Redevelopment Sites will often result in larger residential populations. Existing recreation facilities and amenities nearby can support this growth. However, existing facilities may be in poor condition or lack the amenities and capacity to adequately serve the increased population. Capital investment to upgrade recreation facilities, including potential expansions or total redevelopment, will be required in some of these areas.

Recreation opportunities:

- Major Redevelopment Sites offer unique transformative opportunities to support the renewal of recreation services in established areas that wouldn't typically have as much flexibility
- Capital investment in nearby recreation facilities to support increased residential populations will improve the services available by addressing capacity, functionality, physical accessibility, energy efficiency, quality, and condition

3.3.7 Rural & Agricultural Areas

Rural and Agricultural Areas are large tracts of undeveloped land that currently support and accommodate a mix of agricultural and rural residential uses within city limits. These areas represent the long-term supply of greenfield lands for future urban neighbourhoods although some of these lands are planned to remain within the current designation.

Recreation opportunities:

- Currently the Rural and Agricultural Areas of St. Vital Perimeter South, Wilkes South, and Kil-cona Park (West), are covered by an adopted statutory plan that will lead to the eventual development of New Communities with increased populations that require recreation services
- As Rural and Agricultural Areas are re-designated as New Communities, additional parkland will be required for the development of new City recreation facilities. The dedication of parkland through a greenfield development process is the most likely means of addressing this need although the City may also purchase land
- As sector plans for the re-designation of these areas into New Communities are developed, infrastructure costs for the development of recreation and library facilities should be identified within City financial plans. Recreation and library facilities support community health and wellbeing and are important components in the creation of complete communities

4. Policies

The following policies are guidelines that provide direction for how the goals of the Strategy will be achieved. The policies also provide specific items for implementation. Some policies have an (A) symbol in front of them. This indicates the policy is an action item that supports the implementation of the Strategy and is also identified in *Section 11.4: Strategic actions matrix*.

4.1 Goal 1: active living

Winnipeggers of all ages and abilities have opportunities for physical recreation, leisure, play, and sport.

4.1.1 Provide opportunities to learn and experience fundamental movements and skills that encourage participation and the development of physical literacy.

4.1.2 Offer recreation, leisure, and sport opportunities that support a variety of ways to be healthy and physically active and encourage lifelong participation.

4.1.3 Support the delivery of the first 3 stages and last stage stage of the *Canadian Sport for Life — Long-Term Development in Sport and Physical Activity Framework*, specifically Stage 1 – Active Start, Stage 2 – Fundamentals, Stage 3 – Learn to Train, and Stage 7 – Active for Life. Work collaboratively with other organizations that support the more advanced and competitive stages of the framework.

4.1.4 Provide a balanced distribution and supply of accessible and inclusive recreation facilities that provide city-wide, regional, community, or neighbourhood scales of service in alignment with the recreation facility levels of service in *Sections 6-10*.

4.1.5 Locate new facilities based on ease of access from all mobility modes, prioritizing walking, biking, and transit access.

4.1.6 Encourage, and support when feasible, other service providers to expand the provision of both facilities and programming for competitive sports.

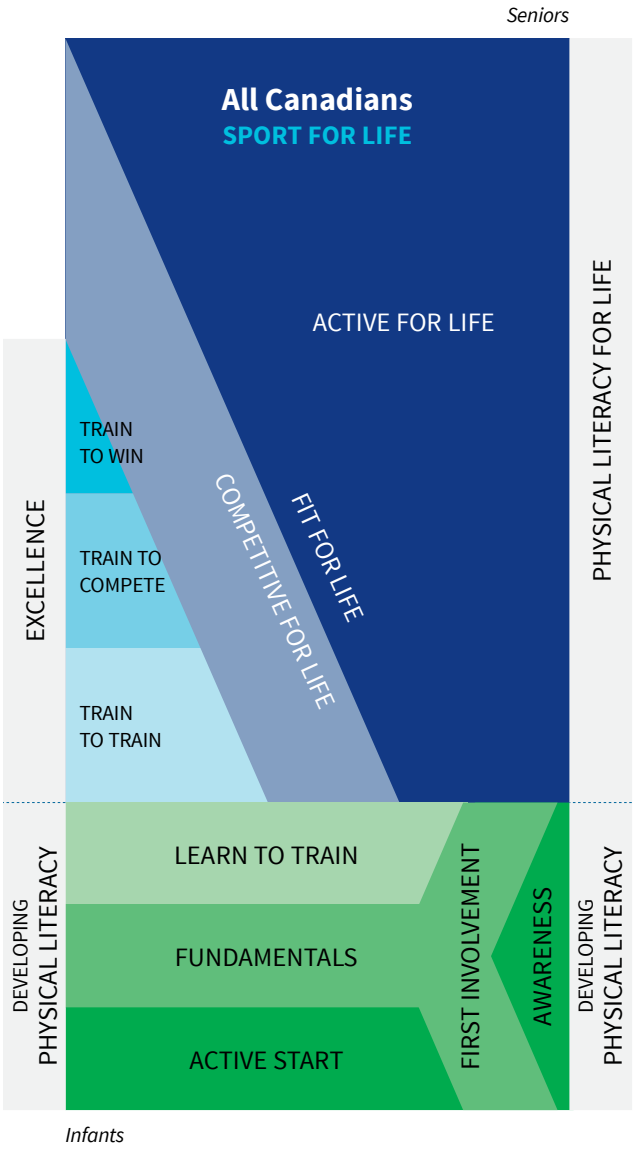


Fig. 26: Diagram showing the seven stages of the *Canadian Sport for Life Long-Term Development in Sport and Physical Activity Framework*.



4.2 Goal 2: inclusion and access

Individual and community participation in recreation activities is not limited by physical, social, economic, environmental, or systemic barriers.

4.2.1 Winnipeg will foster an inclusive, equitable, healthy, and vibrant city where everyone is encouraged and supported to experience the benefits of recreation and community engagement.

4.2.2 Prioritize recreation services and facility provisioning to advance the goals of health and social equity for all residents.

4.2.3 In the spirit of reconciliation, recognize and enable the experience of Indigenous Peoples in recreation with a holistic approach drawn from traditional values and culture. Enhance Indigenous voices and culture in the development of recreational programs and spaces.

4.2.4 Acknowledge and support the Truth and Reconciliation Commission's recreation and sport related calls to action, including:

i. *87*. We call upon all levels of government, in collaboration with Aboriginal peoples, sports halls of fame, and other relevant organizations, to provide public education that tells the national story of Aboriginal athletes in history.

ii. *88*. We call upon all levels of government to take action to ensure long-term Aboriginal athlete development and growth, and continued support for the North American Indigenous Games, including funding to host the games and for provincial and territorial team preparation and travel.

iii. *89.* We call upon the federal government to amend the *Physical Activity and Sport Act* to support reconciliation by ensuring that policies to promote physical activity as a fundamental element of health and wellbeing, reduce barriers to sports participation, increase the pursuit of excellence in sport, and build capacity in the Canadian sport system, are inclusive of Aboriginal Peoples.

iv. *90*. We call upon the federal government to ensure that national sports policies, programs, and initiatives are inclusive of Aboriginal Peoples, including, but not limited to, establishing:

a. In collaboration with provincial and territorial governments, stable funding for, and access to, community sports programs that reflect the diverse cultures and traditional sporting activities of Aboriginal Peoples.

b. An elite athlete development program for Aboriginal athletes.

c. Programs for coaches, trainers, and sports officials that are culturally relevant for Aboriginal Peoples.

d. Anti-racism awareness and training programs.

v. *91*. We call upon all levels of government, in collaboration with Aboriginal peoples, sports halls of fame, and other relevant organizations, to provide public education that tells the national story of Aboriginal athletes in history.



4.2.5 Build trust and participation through the provision of recreation opportunities that are respectful and appropriate for ethno-cultural groups.

4.2.6 (A) Undertake regular reviews of the recreation system including, but not limited to, identifying community needs or interests; reviewing participation levels and identifying possible barriers to participation; and assessing policies, fee structures, and service offerings.

4.2.7 Provide free and non-registered programming in and around areas of higher poverty and support efforts in the fee subsidy program to ensure cost is not a barrier to participation.

4.2.8 Renovate existing and build new facilities to:

i. Provide a welcoming and safe environment for all.

ii. Remove physical accessibility barriers, and align with the *City's Accessibility Plan, Universal Design Policy*, and *Accessibility Design Standards*.

iii. Incorporate gender neutral facilities such as universal washrooms and universal change rooms.

iv. Be age-friendly and incorporate spaces that support multi-generational use.

v. Support the Indigenous traditional practices of smudge and pipe ceremonies.

vi Be adaptable to changing community needs through the development of multi-use and flexible spaces.

4.3 Goal 3: connecting people with nature

People can connect with nature in their communities and have opportunities to learn and value ecological systems and their functions.

4.3.1 Promote and support outdoor — and, when possible, nature-based — play and recreation opportunities given their association with both increased physical activity levels and improved mental health outcomes.

4.3.2 Ensure the design of recreation facilities utilizes climate-sensitive design principles, does not harm archeological and historic resources, and supports other features that further the goals of *Winnipeg's Climate Action Plan* and *Green Building Policy.*

4.3.3 Seek opportunities to educate and instill environmental and cultural values within recreation programs and facilities. Model best practices.

4.3.4 (A) Explore, with other City departments and community organizations, opportunities to enhance outdoor recreation programs that activate and leverage existing City parks and pathways.



4.4 Goal 4: supportive environments

Recreation services and facilities are sustainable, reflect our community's diversity, foster socialization and participation, and build healthy, caring communities

4.4.1 The recreation system will strive to be of a high-quality, welcoming, inclusive, adaptable to community needs, and sustainable.

4.4.2 Programs, services, and facilities will provide supportive physical and social environments that recognize determinants of health, foster social connections, and encourage people to adopt healthy, active lifestyles.

4.4.3 Demographic analysis, user needs and data, current and emerging trends will guide service planning and provision.

4.4.4 Efforts to optimize facility access and use should employ a level-of-service approach that considers the role of specific recreation facilities within the context of the larger recreation system.

4.4.5 Capital investment decisions shall adhere to the *Asset Management Policy* and support efforts to achieve a more equitable, functional, and sustainable recreation system with facilities that align to the target levels of service in *Sections 6-10*.

4.4.6 Ensure the recreation facility inventory is maintained in accordance with sound asset management standards, that include sufficient resources for regular, planned maintenance and lifecycle renewal to meet level of service requirements.

4.4.7 When developing new facilities or retrofitting existing facilities, pursue opportunities that increase energy efficiency, reduce greenhouse gas (GHG), emissions, and support the transition to a low or zero carbon future.

4.4.8 (A) Continue to further develop a set of established tools and performance indicators, including the Recreation Levels of Service, that will serve as a framework for decision-making to ensure that programs, services, and facilities continue to meet the needs of residents.

4.4.9 The provision of programs and services will be supported by a combination of municipal taxes, funding mechanisms from other levels of government, and Council approved user fees.

4.4.10 Where possible, when developing new recreation facilities prioritize the repurposing or redevelopment of existing City-owned land.

4.4.11 Proceeds from property sales that may arise as a result of reconfiguring City-owned recreation and library assets will be reinvested in other City recreation and library facilities or amenities. The proceeds will be held in the Land Operating Reserve until they are reallocated.

4.5 Goal 5: capacity building

The recreation system supports growth, adapts to changing needs, enables collaboration, and increases resilience and community capacity.

4.5.1 The City of Winnipeg will provide a leadership role in the planning and delivery of recreation services within Winnipeg.

4.5.2 The City will actively seek strategic partnerships that are meaningful and beneficial in finding solutions to promote and enhance the wellbeing of all residents.

4.5.3 (A) Develop a partnership framework to determine the merits of a potential partnership and guide the development of partnerships to ensure clear benefits and accountabilities.

4.5.4 Encourage and provide opportunities for all partners involved in providing recreation, active living and sport activities within Winnipeg to work together in a coordinated system.

4.5.5 Promote shared-use arrangements between the City, educational institutions, community organizations, and other public agencies to increase service capacity.

4.5.6 The City will explore public-public and public-private partnership opportunities in order to provide efficient and affordable recreation programs and facilities.

4.5.7 Consider opportunities for capital cost-sharing and shared-use agreements with neighbouring municipalities.

4.5.8 Utilize formal, written agreements to help ensure public access requirements, that meet the goals of the *Recreation Strategy,* are clearly identified when the City owns or makes significant investments in recreation facilities operated by other organizations.

4.5.9 Recognize the role recreation facilities have in supporting economic development and tourism.

4.5.10 Co-locate recreation facilities with other complementary public facilities, particularly libraries, and when feasible, share facility space with other City services.

4.5.11 Library service provision will be at a ratio of one library per 30,000 to 50,000 people, recognizing the need to provide equitable access and adjust this standard to reduce physical, financial and social barriers to access.

Community centres

4.5.12 Continue to facilitate a strong and more sustainable community centre model through a formalized management agreement with the General Council of Winnipeg Community Centres (GCWCC). GCWCC will have a leadership mandate to strengthen and optimize the community centre model.

4.5.13 GCWCC will assist and support the volunteer community centres to build on individual and community strengths, to provide residents with recreation opportunities that reflect community needs and interests.

4.5.14 GCWCC will assist in providing day-to-day administrative support to community centres and will collaborate with the City to optimize the support provided to community centres.

4.5.15 GCWCC will facilitate consultation processes regarding opportunities to reconfigure and optimize centres in accordance with the Recreation Levels of Service for Community Centres as set out in *Section 7*.

4.5.16 GCWCC will consult with community centres to identify and prioritize capital investments, considering the needs of the local community, the district, the city overall, and in keeping with their mandate and the parameters of the *Recreation Strategy*.

4.5.17 GCWCC and the City will work collaboratively to determine the most effective means to operate community centres that are not able to sustain a volunteer board and programming. This may include temporary or long-term operation of the community centre by GCWCC or the City until a sustainable volunteer board can be re-established.

4.5.18 Proceeds from property sales that may arise as a result of community centre redevelopment will be reinvested in the community centre system. The proceeds will be held in the Land Operating Reserve until they are reallocated.

City-wide or regional sport complexes

4.5.19 With the exception of Pan Am Pool, the City will not be a direct provider but will continue to play an indirect role in the provision of city-wide or regional indoor sport complexes.

4.5.20 The City will support development of city-wide or regional sport complexes through partnerships with sport governing bodies that are responsible for the overall growth and development of their respective sports.

4.5.21 Partnerships for development and operation of city-wide or regional indoor sport complexes should be supported by a transparent and defendable business case that identifies the community benefits and aligns to the values of public good, inclusion and equity, sustainability, lifelong participation, and innovation which are articulated in *Section 2.2.*

5. Defining recreation levels of service

Recreation levels of service, organized by facility type, guide how the City will advance the goals of this Strategy. Recreation levels of service help define the value that recreation services provide to residents while ensuring the recreation system is financially sustainable into the future. The levels of service incorporate service objectives and clear targets related to the provision, demand or capacity, functionality, and quality of facilities. The development and reporting of *key performance indicators* (KPIs), can then support efforts to achieve the target level of service by measuring progress and identifying improvement areas.

Although the City is a significant recreation service provider, it is not the only provider. Many community organizations, educational institutions, cultural groups, non-profits, and for-profit private businesses are all part of Winnipeg's recreation landscape. Therefore the recreation levels of service also consider facilities operated by others if the facilities are similar to City-operated facilities in terms of size, amenities and services offered. The recreation levels of service also consider the variety of roles (see *Fig. 20*), that the City plays in providing facilities and offers guidance for the future.



WHAT IS LEVEL OF SERVICE?

As consumers we make choices about levels of service all the time. When we book a hotel room, we decide based on the hotel's rating and the associated cost. We expect a higher level of service from a five-star hotel than a one-star hotel, but understand that a higher quality hotel room will likely come at an increased cost.

This same principle can be applied to the services that cities provide including recreation services.

The City needs to balance between an acceptable level of service that reflects resident's priorities and a cost that is affordable for Winnipeggers.

5.1 Facility provision

Facility provision and access have a significant impact on current and future service levels. Evaluation of facility provision and access incorporates mapping, spatial assessment, and population analysis based upon census data.

5.1.1 Catchment analysis

The mapping and spatial assessments utilize a catchment-based approach where each facility serves a geographic area defined by travel distance. Winnipeg's walkable streets, shared-use pathways, off-street pedestrian paths, and trails are combined to determine the city's walkable network. Mapping the catchments around each facility demonstrates which areas are within the specified travel distance using the walkable and road networks. As a result, catchment areas reflect the actual travel distances, whether patrons access the facility by walking, biking, driving or taking transit.

Catchments versus buffers

The City has traditionally relied on a buffer-based approach to assess facility provision and access levels. However, buffers do not reflect how people travel across the city. In a city like Winnipeg, with significant river and rail systems that act as barriers, buffers tend to underestimate the travel distance required to reach a facility. As a result, assessments will often overestimate access levels and the number of people readily served by a facility.

Instead of buffers, the Strategy applies a catchment-based approach that incorporates the actual road and walkable networks. The catchments are based on travel paths and reflect barriers to movement such as rivers and railyards. For example, a catchment recognizes that people living across the river from a recreation facility may be nearby as-the-crow-flies. However, their travel distance to the facility is much further because they must reach a bridge to cross the river. Compared to buffers, catchments more accurately reflect a facility's true service area and better support provision assessment. *Fig. 27* below highlights the value of adopting a catchment-based approach.

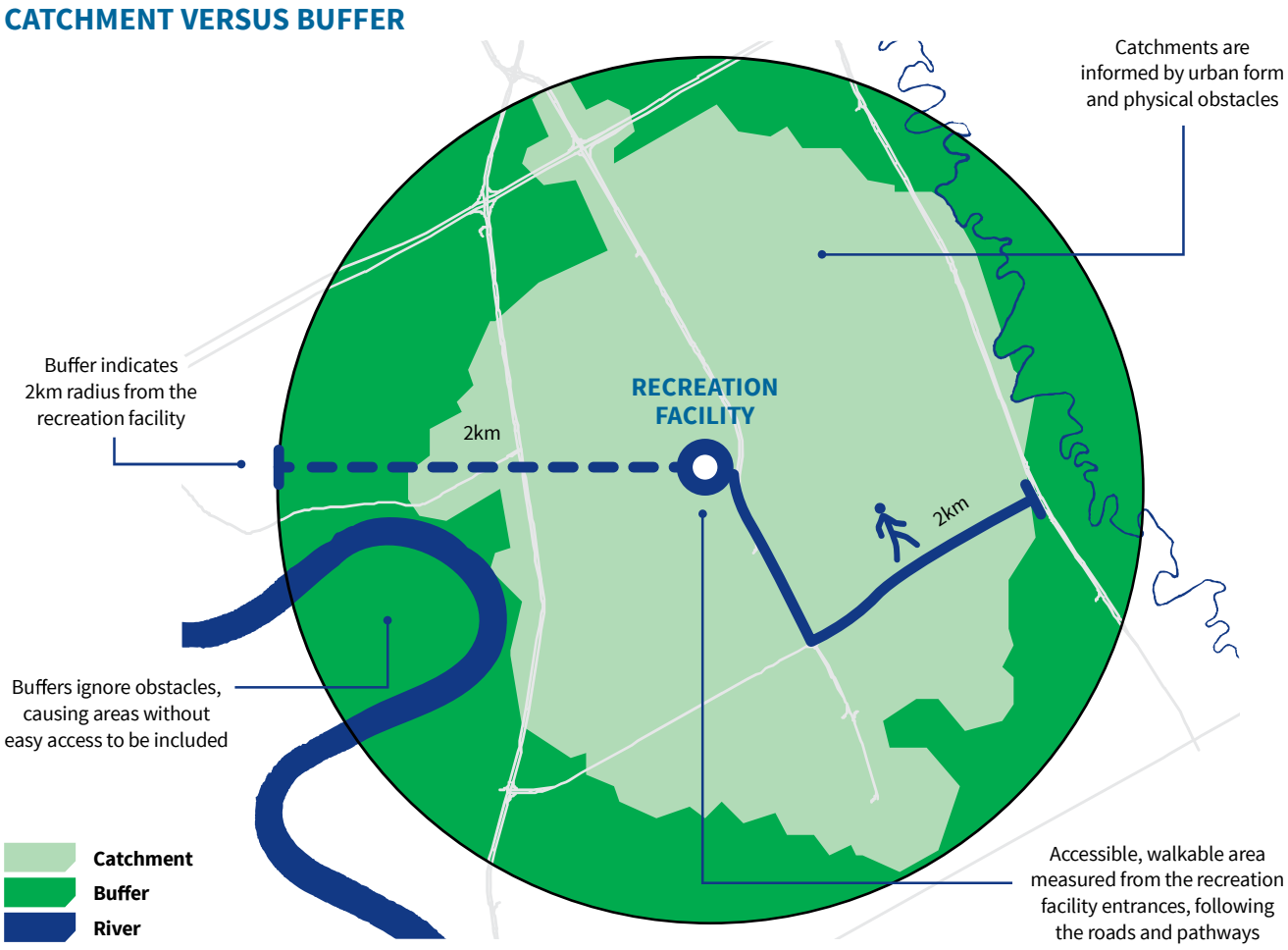


Fig. 27: Diagram demonstrating the benefit of a catchment-based approach to assess service provision. Catchments factor in how people travel (whether walking, biking, or driving) to estimate the service area of a facility or amenity. In comparison, buffers are calculated 'as the crow flies' and do not reflect barriers such as rivers or major roadways. Therefore, buffers tend to over-estimate access, especially near features such as rivers, where buffers will include the opposite shore. A catchment more accurately reflects the true service area of a facility.

5.1.2 Provision assessment

Within the Strategy, maps of current facilities and associated catchments identify the geographic areas served. Overlapping catchments on the maps indicate areas that are served by more than one facility. This analysis also identifies areas that are outside of any facility catchment. These areas could be too far away from the facility, or there is a physical barrier that prevents access.

In the following sections, maps of current facility provision assess the level of access in the following ways:

- **Meets base level of access:** The minimum level of access for each recreation facility type is to be within the catchment distance for at least one instance of that facility. Thus, populated areas that fall within the catchment of at least one facility meets the base level of access for that facility type. The focus in these areas is to maintain existing provision levels and improve the functionality, quality, or condition of existing facilities
- **Above base level of access:** Some areas are within the catchment distance of more than one instance of the specific facility type and have access above the base level. In areas with access that is above the base level, monitoring should occur to determine the level of facility utilization. If utilization rates are low, there may be an opportunity to optimize facilities through divestment or re-purposing to other uses
- **Potential access gaps:** Potential access gaps indicate populated areas outside of the recommended catchment where people would not have ready access to that type of facility. Assessment of these areas for current and future community need is required. The needs assessment may suggest an alternate service strategy or additional facilities are warranted

5.1.3 Current city-wide level of access

The catchment analysis allows the City to calculate how many instances of a facility or amenity are currently available to residents at every point in Winnipeg. The addition of population figures from the 2016 Canadian Census to the catchment analysis also allows the City to calculate the number of people served by a recreation facility or amenity.

Using the travel distance that defines the catchment areas for each facility type, all of the level of service sections within the Strategy (see *Sections 6-10*), highlight two key metrics:

- The percentage of Winnipeggers within the catchment distance of the facility type
- The number of facilities within that facility type that the average Winnipegger can access

5.1.4 Facility to population ratios

Also included within the current and target levels of service are facility to population ratios that support the transition to a more sustainable mix of City-owned facilities. The ratios are guidelines to ensure adequate coverage within the community by matching the population to a facility's size and type. The facility to population ratios consider market demand for the amenities and programming the facility might offer. The ratios are responsive to population growth and indicate when the City may have too many or too few facilities based on the type.

5.2 Functionality

Assessing a recreation facility's functionality requires understanding expectations for use and then determining how well-suited the facility and its amenities are to meeting that purpose. A recreation facility's functionality involves a wide variety of considerations: the types of activities, the size and configuration of spaces, levels of physical accessibility, diversity of users, numbers of users, changing trends, and many other operational or maintenance considerations.

Winnipeg's recreation facilities vary in age — many were built in the mid to late 1960s as part of Canada's Centennial program. Although there have been more recent investments in recreation facilities, several facilities that pre-date the 1960s are still in use. Facilities built in the past generally reflect the standards of the time. They may have several functional limitations based on today's needs. Deficiencies related to universal design and physical accessibility are widespread. Improving the functionality of existing facilities to meet current and future needs can be technically challenging and costly. Replacing the facility could be a more cost-effective approach in cases where there is a high degree of functional obsolescence.

5.3 Quality

Quality combines facility age and condition information to determine the facility's remaining useful life and assess when an asset needs to be repaired, renewed, or replaced. Asset age and condition are also indicators of how well a facility can perform its function. The quality targets also consider measures for energy efficiency, climate adaptation, and climate resiliency.

The City uses a 5-point rating scale to assess the condition of recreation facilities from 'very good' to 'very poor' (see *Fig. 28*). The rating scale aligns with the *Canadian Infrastructure Report Card*, which enables benchmarking with other Canadian municipalities. The City's *2018 State of the Infrastructure Report* used the same rating scale and assigned each condition level a letter grade.

FACILITY CONDITION SCALE		
Very good	The facility is generally in very good condition, typically new or recently rehabilitated. A few elements may show general signs of deterioration that require attention	**A**
Good	The facility is in good condition with some elements showing general signs of deterioration that require attention. A few elements exhibit significant deficiencies	**B**
Fair	The facility is in fair condition and shows general signs of deterioration that require attention. Some elements exhibit significant deficiencies	**C**
Poor	The facility is in poor condition and mostly below standard, with many elements approaching the end of their service life. A large portion of the facility exhibits significant deterioration	**D**
Very poor	The facility is in unacceptable condition with widespread signs of advanced deterioration. Many components of the facility exhibit signs of imminent failure, which is affecting service	**F**
Not assessed	This category is reserved for assets where data is either missing, requires updating, or cannot be considered reliable	**N/A**

Fig. 28: Table of the five-point rating scale used to assess recreation facility condition.

5.4 Strategic priorities for target levels of service

Given all of the considerations that shape a service level, it is not feasible for the City to have precisely the same recreation services and facilities in all neighbourhoods or communities. The City must endeavour to provide residents equitable access (financial and geographic), to recreation opportunities. Equitable access means recognizing that recreation programs, amenities and facilities are part of a system of services offered to residents. Planning should consider the overall system rather than focusing on individual programs and facilities in isolation. Decisions, particularly around infrastructure and investment, should increase alignment to the target levels of service.

Building an effective, inclusive, equitable, and sustainable recreation system requires balancing the level of service and cost of service. To do so, the Strategy proposes the following priorities to move from the current situation towards the target levels of service

- **Flexible, multi-use, and multi-generational:** Recreation facilities will accommodate diverse and changing needs by incorporating multi-use spaces that support a variety of activities for all ages with recreation opportunities that occur throughout the year.
- **Travel distance:** Utilize a facility hierarchy tied to geographic scales of service. Ensure access to recreation opportunities at all geographic scales but recognize that not all activities and amenities are provided at all scales. Use travel distance as a key measure.
- **Partnerships with a focused city role:** Partner with other stakeholders and service providers to stretch limited resources and maximize community benefits.
- **Equity-based planning approach:** Recreation is a powerful tool supporting health and social equity for all Winnipeggers. As Winnipeg grows, the diversity of needs and aspirations for both individuals and neighbourhoods increases. Planning for this diversity is critical to ensuring recreation programs and services remain relevant, meaningful and effective for all residents. The City will apply an equity-based planning approach to recreation services. Planning will include prioritizing programs, tools, and resources that remove barriers to participation and achieve successful outcomes for all residents.
- **Climate resilience:** Transform the facility inventory to increase energy efficiency, support carbon reduction targets and provide warming/cooling centres for residents in times of extreme weather. Design and construct recreation facilities that can assist and support municipal emergency and disaster response.
- **Optimization of assets:** Provide larger, multi-use, and multi-generational facilities that meet contemporary service requirements by considering opportunities to consolidate aging, single-use assets that require significant capital investment. Maximize the use of existing public facilities through shared-use agreements with other providers and school divisions.


Disney

6. Indoor aquatic and recreation centres level of service

By 2045, indoor aquatic and recreation centres are multi-use, multi-generational recreation facilities that support residents being active for life. They will provide a mix of amenities and programs to support structured and unstructured recreation and leisure pursuits. Welcoming and inclusive, indoor aquatic and reaction centres will encourage community connections and social gathering. The inclusion of community kitchens, and access to healthy food choices will support the health and wellbeing of all.

Indoor aquatic and recreation centres will include a variety of amenities with some variations based upon the facility scale. Facilities of this type, at all scales, should consist of an indoor pool, fitness area, a mix of multi-purpose rooms and program spaces suitable for a diverse range of contemporary recreation activities and programs.

More extensive regional recreation complexes will incorporate a broader range of multi-purpose and specialized programming spaces. Regional facilities will include larger indoor pools with lap tanks and leisure pools, walking tracks, fitness areas, and multiple court/gymnasium spaces. Co-locating libraries with regional recreation complexes offers many benefits and will be prioritized.

INDOOR AQUATIC AND RECREATION CENTRES

- Pan Am Pool
- Cindy Klassen Recreation Complex
- Sergeant Tommy Prince Place
- St. James Assiniboia Centennial
- St. James Civic Centre
- Bonivital Pool
- Eldon Ross Pool
- Elmwood Kildonans Pool
- Kinsmen Sherbrook Pool
- Margaret Grant Pool
- Seven Oaks Pool
- Transcona Kinsmen Centennial Pool

HOW DOES WINNIPEG COMPARE?

	Population (2016)	Number of indoor pools	Indoor pools/population
Regina	215,106	3	1/71,702
Saskatoon	246,376	4	1/61,594
Edmonton	932,546	16	1/58,284
Hamilton	536,917	19	1/28,258
Toronto	2,731,571	67	1/40,769
Calgary	1,239,220	14	1/88,515
Winnipeg	705,244	12	1/58,770

** Numbers only include facilities owned/operated by the municipality*

Fig. 29: Table comparing the number of municipally owned and operated indoor pools per population in various Canadian cities. Source: Facility counts for Regina, Hamilton, Toronto and Calgary come from the Municipal Benchmarking Network Canada (2017). Facility counts for Saskatoon and Edmonton were obtained by jurisdictional scan.

6.1 Current level of service

Aquatics programming encompasses the broadest cross-section of users. Aquatics is one of the most highly valued and in-demand recreation services currently provided by the City. Demand for learn-to-swim programs exceeds the City's current capacity resulting in hundreds of individuals added to waitlists during every program registration period. However, addressing demand and capacity issues can be challenging as indoor aquatic facilities have high operating and capital costs compared to other recreation amenities.

The City currently owns 12 indoor pools, five of which are part of larger multi-use aquatic and recreation centres. Except for St. James Civic Centre, all of these facilities were originally built as single-use, stand-alone indoor pools. Over time some of the pools have seen other recreation and leisure spaces added. Seven indoor aquatic facilities remain as stand-alone pools that lack the desired mix of indoor recreation spaces. Other organizations providing public or membership access to comparable facilities in Winnipeg include the YMCA, the University of Manitoba, Rady Jewish Community Centre, and the Wellness Institute at Seven Oaks Hospital.

The majority of City facilities were built to a 1960 standard. They have many functional limitations, with the most significant being undersized, inefficient change rooms and the lack of contemporary leisure pools. The facilities also have substantial physical barriers limiting accessibility, particularly into the pool tanks. The absence of universal and gender-neutral change rooms is another challenge for many individuals and families.

The inventory of indoor aquatic facilities is more than 50 years old. The buildings are reaching the end of their useful life and require significant repair or replacement. The humid and corrosive environment within indoor aquatic facilities means building components deteriorate more quickly, which exacerbates this challenging situation. Past civic budgets have been insufficient to cover maintenance needs, and the overall condition of the inventory has been declining. Despite ongoing efforts to address the most critically required repairs, continued investment in some of these facilities is not the most cost-effective solution to meeting current or future needs. In many instances, replacing these facilities is a better strategy.

Current city-wide level of access

78% of Winnipeggers are within 4 km of an indoor pool

1.5 number of indoor pools the average Winnipegger can access within 4 km



6.1.1 Current provision assessment

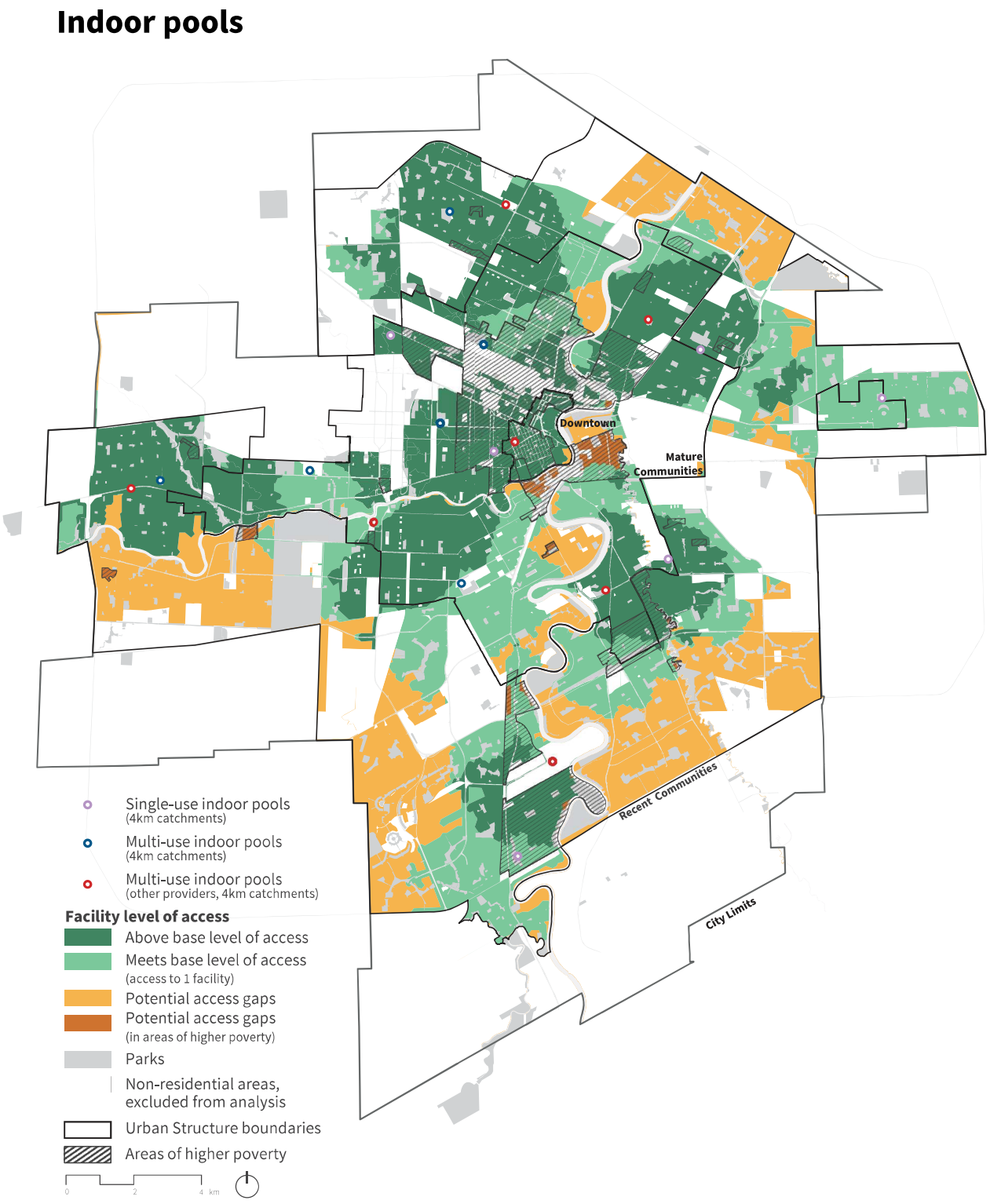


Fig. 30: Map assessing the level of access for indoor pools in Winnipeg. The map includes City-owned facilities along with comparable facilities operated by other organizations. A 4km travel distance has been applied to determine the service catchment. Areas that meet the base level of access are green while areas that are above base level are dark green. Potential access gaps are shown as yellow or orange if they occur in geographic areas of higher poverty.

6.2 Target level of service

Over the next 25 years, the City will provide indoor aquatic and recreation centres employing facilities designed to support three different geographic scales of service. They are outlined below and in *Section 6.3: Level of service table: indoor aquatic and recreation centres.*

Indoor aquatic and recreation centres can also support the development of healthy food systems. Healthy food systems contribute to the health and well-being of local communities by providing equitable access to affordable, safe, nutritious, and culturally appropriate foods. In addition to physical health, access to healthy food choices also supports positive mental health outcomes and social well-being. Providing and promoting healthy food choices at City recreation programs and facilities would be beneficial to creating supportive environments that help sustain the health and well-being of individuals and the community as a whole.

Sharing and preparing food is a key component of a healthy food system and community kitchens can support a variety of cooking and nutrition programs, along with celebrations, and community events. Many facilities already include kitchens but some do not, or the space may have functional limitations. Investment in kitchen spaces at indoor aquatic and recreation centres to enable them to function effectively as community kitchens will support community health, along with social and economic well-being.

6.2.1 City-wide major competitive aquatic sports venue

The City of Winnipeg currently owns and operates the Pan Am Pool. This city-wide major competitive aquatic sports venue hosts international, national, and provincial competitive events. Pan Am Pool attracts residents from across Winnipeg due to its unique, specialized amenities that support competitive and high-performance training for several aquatic sports.

The City should pursue partnership or an indirect role in the provision and operation of any future city-wide major aquatic sport venue.





6.2.2 Regional recreation complexes

Regional recreation complexes will provide a broad range of contemporary program spaces and amenities that support active living and lifelong participation for all residents. The regional recreation complexes are a shift from smaller community-scale facilities to significantly larger facilities or campuses. The goal is to improve service quality by providing more amenities and enhanced functionality that supports intergenerational use and provides options for entire families. These adaptable, multi-use facilities will also offer the capacity to accommodate increased demand as Winnipeg continues to grow.

Inclusive and welcoming, regional recreation complexes shall meet universal design and accessibility standards. They will include gymnasiums, walking tracks, fitness spaces, community kitchens, gathering spaces, multi-purpose and more specialized activity spaces. A substantial indoor aquatic component incorporating lap and warm water leisure pools with play components will offer enhanced fun, recreation, and instructional opportunities. Given the current and growing demand for aquatic programming, a modern indoor pool component is likely to be especially popular with residents.

Regional recreation complexes could be developed and operated directly by the City. However, they also offer the potential for facility models that provide more mixed and shared use spaces supported by capital cost-sharing with other entities. Development of regional recreation complexes and campuses could include collaboration with developers, neighbouring municipalities, school divisions, and other City services to co-locate a broader range of services. Examples might include housing, schools and libraries.

The development of regional recreation complexes also provides unique opportunities to advance climate adaptation and mitigation goals from *OurWinnipeg* and *Winnipeg's Climate Action Plan*. New regional facilities shall be low or zero-carbon buildings that are operationally efficient and sustainable. Strategically locating regional facilities on major transportation routes will provide easy access from a full range of transportation modes, including transit and active transportation options.

6.2.3 Community multi-use recreation centres

Community multi-use recreation centres are mid-sized, multi-use recreation facilities with a mix of recreation spaces that support multi-generational use. They contain various amenities, including indoor pools, gymnasium, activity rooms, fitness areas, and occasionally libraries or arenas. Most of the City's current inventory of multi-use indoor aquatic facilities falls within this category. Current examples include Cindy Klassen Recreation Complex, St. James Civic Centre, and Sergeant Tommy Prince Place.

The City will continue to provide community multi-use recreation centres in areas of higher poverty to mitigate barriers to participation in recreation opportunities. Community multi-use recreation centres should be strategically located to shorten travel distances and be convenient to access. They should be welcoming, inclusive, operationally efficient and sustainable. Capital investment in existing facilities should focus on improving accessibility, functionality, energy efficiency, and overall facility condition. The City will continue to be a direct provider while also considering opportunities to work in partnership.

The City will continue working with partners and other service providers, including the Winnipeg Food Council, to encourage the development of gardens and gardening programs that can support the recreational, cultural, or small-scale food production needs of the community. Community gardens can be a source of healthy, fresh food, provide a space for recreation and physical activity, and bring communities together. This is particularly important in areas of the city with higher population densities and lower access to private yards along with geographic areas of higher poverty. As important community resources, community recreation centres are well-positioned to support community gardening initiatives including providing access to water.

6.3 Level of service table: indoor aquatic and recreation centres

	CURRENT LEVEL OF SERVICE (2020)	TARGET LEVEL OF SERVICE (By 2045)
	Indoor pools	**City-wide major competitive aquatic sports venue**
City-owned inventory	• 5 multi-use facilities with indoor pools • 7 single-use indoor pools	• 1 facility
Provision and access	• 1:63,500 people (2020 population) • 78 percent of the population is within 4 km • Average Winnipegger has access to 1.5 indoor pools within 4 km • Often on secondary routes or even local streets meaning access can be difficult • Access varies with a number of single-use facilities serving smaller geographic areas	• City-wide • On a major transportation route accessible by multiple transportation modes
City role	• Direct provider • No role in additional 8 facilities owned by other organizations	• Indirect provider or partnership
Demand and capacity	• Generally high use sites but demand and capacity vary due to facility size, amenities and locations	• High use amenity • Maintain the facility inventory at one but increase facility capacity
Functionality	• Older facilities with limited accessibility, poorly configured spaces • 100 percent of facilities have lap tanks • 58 percent of facilities are single-use sites that lack other programming spaces to be considered multi-use and multi-generational • 50 percent facilities have undersized tanks not suitable for competitive swimming • 0 percent of facilities have warm water leisure pools • Existing change rooms are poorly configured, often undersized and lack universal access	• Modern and inviting aquatic sport amenity • Contemporary spaces and technology • Fully accessible • Training and competition tanks suitable for multiple-aquatic sports • Warm water teaching and leisure pool with accessible sloped or beach entry • Increased deck space • Inviting and efficient change rooms with universal access • Enhanced training facilities including running track, fitness areas and multi-purpose rooms
Quality[43]	• 50 years is the average age of the inventory • Maintenance level at reactive management • Maintenance backlog • Condition of inventory is trending down • 75 percent of facilities in POOR or VERY POOR condition • Inventory has an investment need that exceeds $277 million	• Facility has a condition rating of GOOD • Maintenance budgets support planned, ongoing maintenance and renewal • Facility is energy efficient, low carbon, and supports climate adaptation
Future direction		• The City will continue to be a direct provider and operate Pan Am Pool. The City should pursue partnership or an indirect role in the provision and operation of any future city-wide major competitive aquatic sports venue

Fig. 31: Table summarizing the current and target levels of service for indoor aquatic and recreation centres.

[43] Section 3.9 Community Services (pages 3-120 to 3-143), *City Asset Management Plan*, City of Winnipeg, 2018.

TARGET LEVEL OF SERVICE (BY 2045)	
Regional recreation complexes	**Community multi-use recreation centres**
• 5-6 facilities	• 2-3 facilities
• 1:150,000–200,000 people (2045 population) • 100 percent of the population is within 4-6 km of a regional recreation complex • On a major transportation route accessible by multiple transportation modes	• 1:50,000-65,000 people living within a defined geographic area of higher poverty • 100 percent of people living within a geographic area of higher poverty are within 2-4 km of a community multi-use recreation centre • Located in a defined geographic area of higher poverty • On a transportation route accessible by multiple transportation modes
• Direct provider or partnership	• Direct provider or partnership
• High use amenity • Larger multi-use and multi-generational facilities, with increased capacity in order to serve larger areas of the city	• High use amenity • Mid-sized multi-use and multi-generational facilities
• Contemporary, accessible facilities with a mix of aquatic and recreation spaces • 100 percent of facilities are multi-use and have space for multi-generational programming • 100 percent of facilities have lap tanks • 100 percent of facilities have warm water leisure pools • Facility amenities include walking tracks, fitness areas, gymnasiums and multi-purpose rooms • Inviting and efficient change rooms with universal access • May include an arena component • May include a library component	• Accessible and welcoming mid-sized, multi-use recreation facilities with a mix of recreation spaces to support multi-generational programming • Inclusion of an aquatic component considered ideal • Inviting and efficient change rooms with universal access • May include an arena component • May include a library component
• Facilities have an average condition rating of GOOD • Maintenance budgets support planned, ongoing maintenance and renewal • Facilities are energy efficient, low carbon, and support climate adaptation • Facilities are constructed to be durable to achieve a higher level of climate resilience	• Facilities have an average condition rating of FAIR • Maintenance budgets support planned, ongoing maintenance and renewal • Facilities are energy efficient, low carbon, and support climate adaptation
• Over the next 25 years, the City should develop 5 or 6 regional recreation complexes • Existing single-use and end-of-life facilities in the area to be decommissioned as new facilities open • Regional recreation complexes to be operated by the City as a direct provider or through a partnership model	• Community multi-use recreation centres are smaller than regional recreation complexes and they should be strategically located in order to shorten travel distances and be convenient to access • The City currently operates a number of these facilities including Sgt Tommy Prince Place and Cindy Klassen Recreation Complex • The City should continue to be a direct provider while also considering opportunities to work in partnership

6.4 Achieving the target level of service

6.4.1 City-wide major competitive aquatic sports venue

The City will continue to operate Pan Am Pool as a direct provider. However, Pan Am Pool is more than 50 years old, increasingly obsolete, and already lacks the capacity to fully meet service needs. To maintain the current level of service, ongoing investment to improve the functionality and condition of Pan Am Pool is required. However, as Pan Am Pool reaches the end of its useful life and requires replacement, the City will pursue a partnership or indirect role in a replacement facility. The City will initiate a planning process, working with interested stakeholders, to explore options for the redevelopment or replacement of Pan Am Pool.

6.4.2 Regional recreation complexes

Over the next 25 years, the City should develop five to six regional recreation complexes, which may include redevelopment or addition to existing community-scale facilities, as well as new facility development. As new regional recreation complexes become operational, they will replace existing, outdated facilities which can be decommissioned. As new regional centres are developed, opportunities to optimize other recreation facilities within the geographic areas will be identified. Recognizing the considerable costs of developing indoor facilities of this scale, alternative financing options and operating models should be considered. The City will explore opportunities that integrate housing or mixed-use developments that could leverage public-private partnership and opportunities for tax incremental financing.

Decision-making framework

Achieving the target level of service within available resources requires the City to consider which facilities should see investment and which facilities are candidates for rationalization. The adjacent diagram provides prioritization factors to ensure a consistent, clear, and transparent decision-making process.

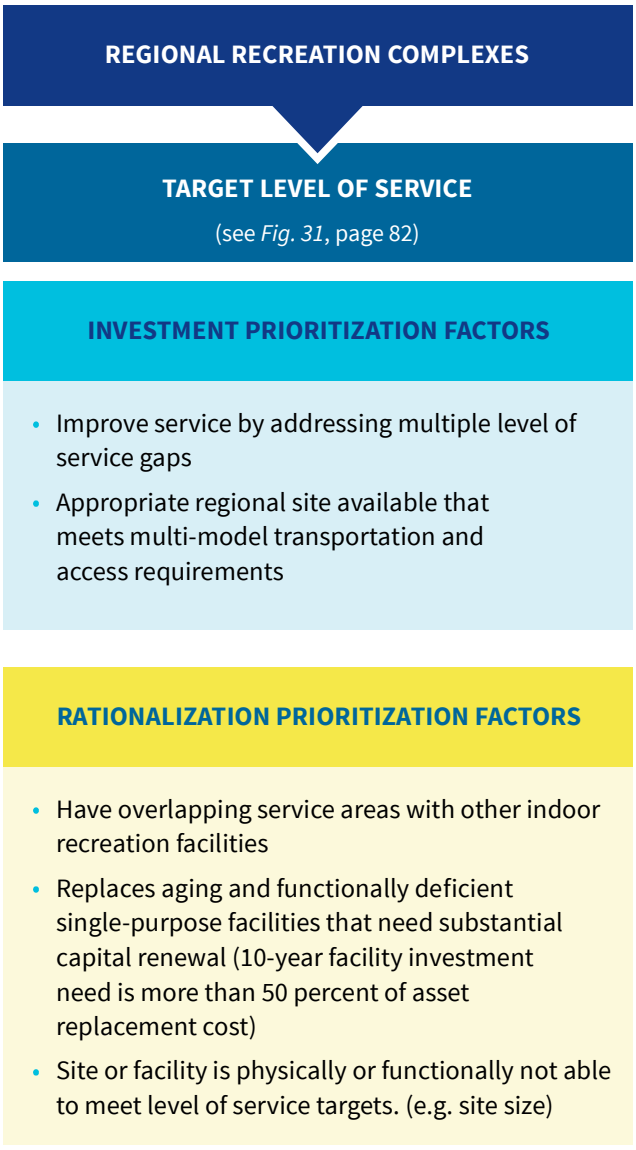


Fig. 32: Diagram of the decision-making framework for regional recreation complexes that indicates the priority factors for investment and rationalization.

6.4.3 Community multi-use recreation centres

The City currently operates a number of these multi-use facilities including Sergeant Tommy Prince Place and Cindy Klassen Recreation Complex. The focus is to maintain existing access and provision in alignment with the target level of service but to improve the functionality, quality, or condition of existing facilities and continue to provide value to residents.

Decision-making framework

Achieving the target level of service within available resources requires the City to consider which facilities should see investment and which facilities are candidates for rationalization. The adjacent diagram provides prioritization factors to ensure a consistent, clear, and transparent decision-making process.

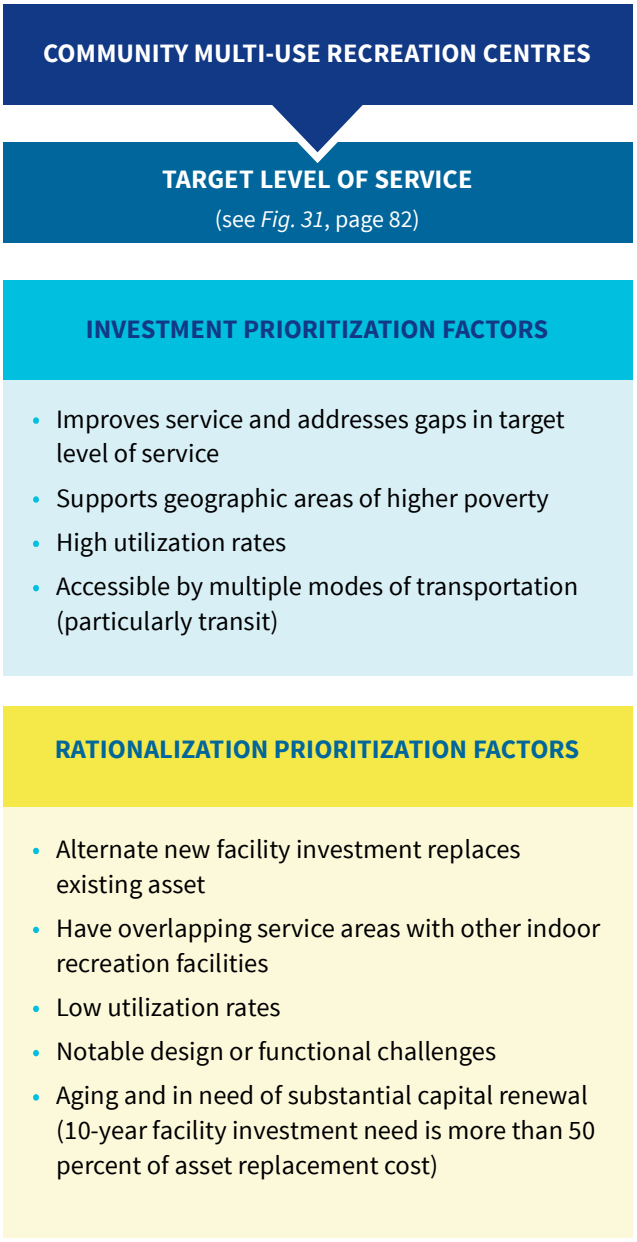


Fig. 33: Diagram of the decision-making framework for community multi-use recreation centres that indicates the priority factors for investment and rationalization.

7. Community centres & neighbourhood recreation and leisure centres levels of service

Winnipeg's community centres are a unique service model that encompasses numerous multi-use facilities owned by the City of Winnipeg but organized, operated, and programmed by non-profit volunteer boards. Community centres offer a diverse range of programs and provide opportunities for social gathering and community connection. Historically, community centres have been a primary provider of sports programs within Winnipeg; however, their role continues to evolve in response to other service providers and changing community needs. For more information on Winnipeg's community centre model, see *Section 2.5.3*.

Traditionally organized with a strong hockey focus, most community centres have a skate change area, a kitchen/canteen, multiple dressing rooms, and a multi-purpose hall. Indoor ice sheets and gymnasiums have been the two most significant amenities added to newer or redeveloped centres.

The interior spaces support several outdoor activities and virtually all community centres will have an outdoor rink (or two), on-site, along with athletic fields, and other park amenities such as toboggan slides, playgrounds, or outdoor courts for basketball, tennis, or pickleball.

Community centres were originally constructed to serve a defined geographic area; however, people often access programs or services at other community centres that are outside of the catchment area in which they live. The size of the population served by a community centre can vary considerably, as do the facility size and amenities. Community centres can be loosely categorized into three scales of centre: district-scale, community-scale, and neighbourhood-scale.

To increase access to recreation opportunities in geographic areas of higher poverty, the City may provide additional neighbourhood recreation and leisure centres

CITY OF WINNIPEG COMMUNITY CENTRES

- Archwood
- Assiniboine West
- Bord-Aire
- Bourkevale
- Bronx Park
- Burton Cummings
- Central
- Central Corydon
- Chalmers
- Champlain
- Dakota
- Deer Lodge
- Earl Grey
- East Elmwood
- Fort Garry
- Garden City
- Gateway
- Glenwood
- Greendell
- Heritage-Victoria
- Kirkfield-Westwood
- Linden Woods
- Lord Roberts
- Luxton
- Maples
- Melrose Park
- Morse Place
- Norberry-Glenlee
- Norquay
- North Kildonan
- Northwood
- Norwood
- Notre Dame
- Oxford Heights
- Park City West
- Ralph Brown
- Red River
- River Osborne
- Riverview
- Robert A Steen
- Roblin Park
- Sinclair Park
- South Transcona
- South Winnipeg
- Southdale
- St. Norbert
- Sturgeon Heights
- Transcona East End
- Tuxedo
- Tyndall Park
- Valley Gardens
- Valour
- Varsity View
- Vince Leah
- West Kildonan
- Westdale
- Weston Memorial
- Westridge
- Whyte Ridge
- Wildwood
- Winakwa
- Windsor
- Woodhaven

CITY OR PARTNER OPERATED NEIGHBOURHOOD RECREATION AND LEISURE CENTRES

- Broadway Neighbourhood Centre
- Fort Rouge Leisure Centre
- Freight House Recreation Centre
- Magnus Eliason Recreation Centre
- Mayfair Recreation Centre
- Peguis Trail Health & Fitness Centre
- St. John's Leisure Centre
- Turtle Island Neighbourhood Centre

operated by the City or other community partners. These facilities are relatively small in scale and provide multi-use programming spaces that are similar to neighbourhood-scale community centres.

7.1 Current level of service

There are currently 63 community centres operating 81 locations organized into five districts. Each community centre has specific geographic boundaries that define its catchment area. Although over time, community centre boundaries have become less relevant in the delivery of programs and services, the boundaries are still used as a planning tool to determine the number of people a centre serves. Before the development of this Strategy, City policy recognized three scales of community centres based on population targets:

- **District-scale community centres** serve a catchment exceeding 30,000 people. Presently only three centres serve populations of this size
- **Community-scale community centres** serve catchments with 10,000 to 30,000 people. This scale accounts for 22 of the current centres
- **Neighbourhood-scale community centres** serve catchments of less than 10,000 people. Currently 38 community centres fall within this category

Although community centres can be categorized by the size of the populations within their defined catchment areas, the size of the facilities and the mix of amenities are often misaligned to the population they are intended to serve. Additionally, community centres may have multiple buildings and multiple locations that are used to serve their catchment population. For example, Central Corydon Community Centre serves a population of more than 30,000 people but it operates three separate buildings at three separate locations rather than one large facility.

Built to the standards of earlier times, many community centre facilities are undersized and lack the amenities to support the desired mix of community programming needed today. One of the most in-demand amenities is gymnasium space. Most facilities also have universal design and accessibility limitations. Despite some of the functional limitations, overall, community centres are in better condition than City-operated facilities. Although limited, historically there has been more consistent funding available for the maintenance and renovation of community centres. One such program, the Community Centre Renovation Grant Program, launched in 2012, is a City grant program that supports centres to address repairs and smaller facility upgrades. The program has proven successful in maintaining the condition of the community centre facilities but is not suited for the larger redevelopment and expansion projects often required to improve more significant functional limitations.

Community centres currently operate and maintain more than 130 outdoor rinks complete with boards, players' boxes, and lights. Many also construct outdoor pleasure rinks on grassed areas. The climate change forecasts for Winnipeg project winters with less snow and many more days above freezing. As a result, outdoor ice surfaces will have shorter seasons and be more challenging to maintain. Further conversation is required in the coming years to identify adaptations that can respond to our changing climate.

GCWCC PLAN 2025

Finalized in 2009, *Plan 2025* was one of the most ambitious planning exercises ever undertaken by the General Council of Winnipeg Community Centres (GCWCC).

It was a 20-year plan for the community centre model that was intended to help:

- support and sustain a volunteer base
- guide the delivery of programs
- direct the development of facilities

Plan 2025 is available on GCWCC's website at **www.gcwcc.mb.ca**

7.1.1 Evolution of the community centre model

The community centre model has played an important role in Winnipeg for decades, but a combination of pressures, including limited resources, challenges with volunteer capacity, and changing community needs, requires that the model continues to adapt and evolve. Adopted in 2005, the *Recreation, Leisure, and Library Facilities Policy* identified a leadership mandate for the General Council of Winnipeg Community Centres (GCWCC), to strengthen and optimize the community centre model. This mandate resulted in the development

of the GCWCC-led *Plan 2025* which has had a significant effect on supporting the ongoing evolution of the community centre model. *GCWCC Plan 2025* employed a grassroots planning process that empowered community centres to reconfigure the community centre model in a way that was more responsive to local needs while providing a contemporary and financially sustainable mix of facilities.

Key to achieving the recommendations within *GCWCC Plan 2025* was the creation of a capital replacement and renewal fund (the Community Centre Investment Fund). This fund, with an initial allocation of $10M, leveraged over $27M of investment that supported consolidating centres into expanded facilities and also constructed new buildings to replace end-of-life facilities.

Within its leadership mandate, GCWCC has also assumed operations of community centres that are unable to sustain an elected board or are unable to meet their constitutional, financial, or programming requirements. Currently, GCWCC is responsible for the management of six community centres that are, with one exception, located in areas of higher poverty. It is anticipated that GCWCC may manage additional community centres in the future, if only on a temporary basis. While GCWCC is well versed in assuming the added responsibility, it is not the intention to manage centres long term, therefore reviewing alternate governance models and staffing options for future sustainability should be reviewed as part of the update to *Plan 2025*.

Going forward, shifting demographics, diverse community needs, and changes in the volunteer environment will continue to be a challenge for community centres. As *Plan 2025* is revisited and updated it will be critical to identify capacity-building approaches that assist community centres in meeting the Strategy goals of providing welcoming, inclusive, and supportive environments that encourage lifelong participation for people of all backgrounds, ages and abilities.

Current city-wide level of access



94% of Winnipeggers are within 2 km of a community centre

4 number of community centres the average Winnipegger can access within 2 km

PROJECTS ACHIEVED THROUGH THE COMMUNITY CENTRE INVESTMENT FUND

- Creation of Valour Community Centre through the amalgamation of Isaac Brock, Orioles, and Clifton Community Centres. Gymnasium addition at the Isaac Brock site and the decommissioning of the Minto satellite site
- Amalgamation of Norberry-Glenlee Community Centre and the gymnasium addition at the Norberry site
- Redevelopment of Sinclair Park Community Centre
- Redevelopment of Bronx Park Community Centre, decommissioning of the Kelvin building and reinvestment in the site to create the Clara Hughes Recreation Park which operates as a satellite site for Bronx Park Community Centre
- Amalgamation and decommissioning of Silver Heights and Sturgeon Creek Community Centres to create the new Sturgeon Heights Community Centre
- Gymnasium expansion at Linden Woods Community Centre
- Gymnasium expansion at Winakwa Community Centre

Space-to-population ratios

Since 2005, City policy has constrained the expansion of community centre facility space to curb limitless growth and the development of new or expanded facilities that were fiscally unsustainable within available budgets. The R*ecreation, Leisure, and Library Facilities Policy* limited the net square footage of most community centre space at 2005 levels (city-wide), but did allow increases in relation to population growth. A space-to-population ratio was developed to facilitate discussions and planning relative to community centre facilities. Subsequently the *GCWCC Plan 2025* process and recommended outcomes adopted in 2009 reflected this policy requirement.

Fourteen community centres have amalgamated since the adoption of the *Recreation, Leisure, and Library Facilities Policy* in 2005 and the subsequent *GCWCC Plan 2025*. These amalgamations supported improved operations and governance while also allowing the centres to reconfigure facility spaces and, in some cases, expand or rebuild. Amalgamation continues to be an effective means of optimizing and repositioning older and smaller community centres in a manner that addresses functional or operational limitations while supporting improved organizational capacity, effective governance, enhanced programming, and sustainable capital investment.

At present, the population of Winnipeg is served by an average of 1.66 square feet of community centre space per person. A full breakdown of the space to population, by community centre, can be found in the Appendix. However, as mentioned earlier, the catchment areas, the size of facilities, and the size of the population community centres serve vary considerably which results in significant variation in the space-to-population ratios by centre.

7.1.2 Neighbourhood recreation and leisure centres

In addition to the volunteer-operated community centres, there are currently eight City-owned neighbourhood recreation and leisure centres. The City is a direct provider of services in most of these locations but also works collaboratively with other program and operating partners.

Neighbourhood recreation and leisure centres are intended to serve geographic areas of higher poverty rather than the defined catchments and population targets that are applicable to community centres. As such, the space to population ratio is not applicable to them. As shown in the provision mapping that follows, these centres are currently all located in geographic areas of higher poverty.

The types of activity spaces within neighbourhood recreation and leisure centres are comparable to many community centres; however, the programming offered is often more expansive. Responsive to the needs of the local neighbourhoods, current programming includes not only sport and recreation programs but also training and employment, violence prevention, 24-hour safe spaces, gardening, nutrition, and cultural programs.

Mayfair Recreation Centre was completely redeveloped in 2014, but the condition of the remaining neighbourhood recreation and leisure centres is poor. Functional and accessibility limitations are also prevalent. Investment to improve the function and condition of neighbourhood recreation and leisure centres is critical to ensuring these facilities continue to be welcoming and inclusive community places.

7.1.3 Current provision assessment

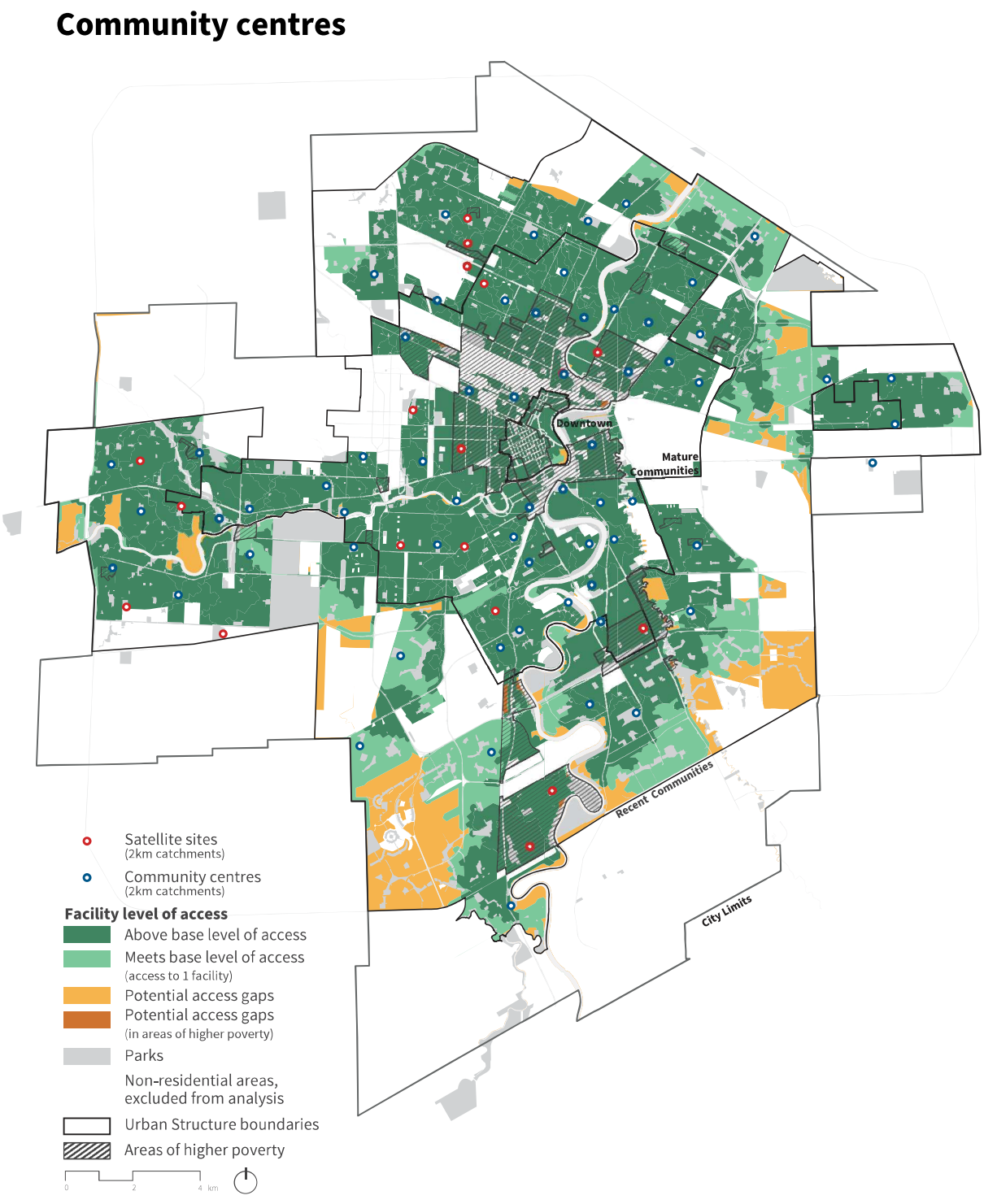


Fig. 34: Map assessing the level of access for community centres in Winnipeg. A 2km travel distance has been applied to determine the service catchment. Areas that meet the base level of access are green while areas that are above base level are dark green. Potential access gaps are shown as yellow or orange if they occur in geographic areas of higher poverty.

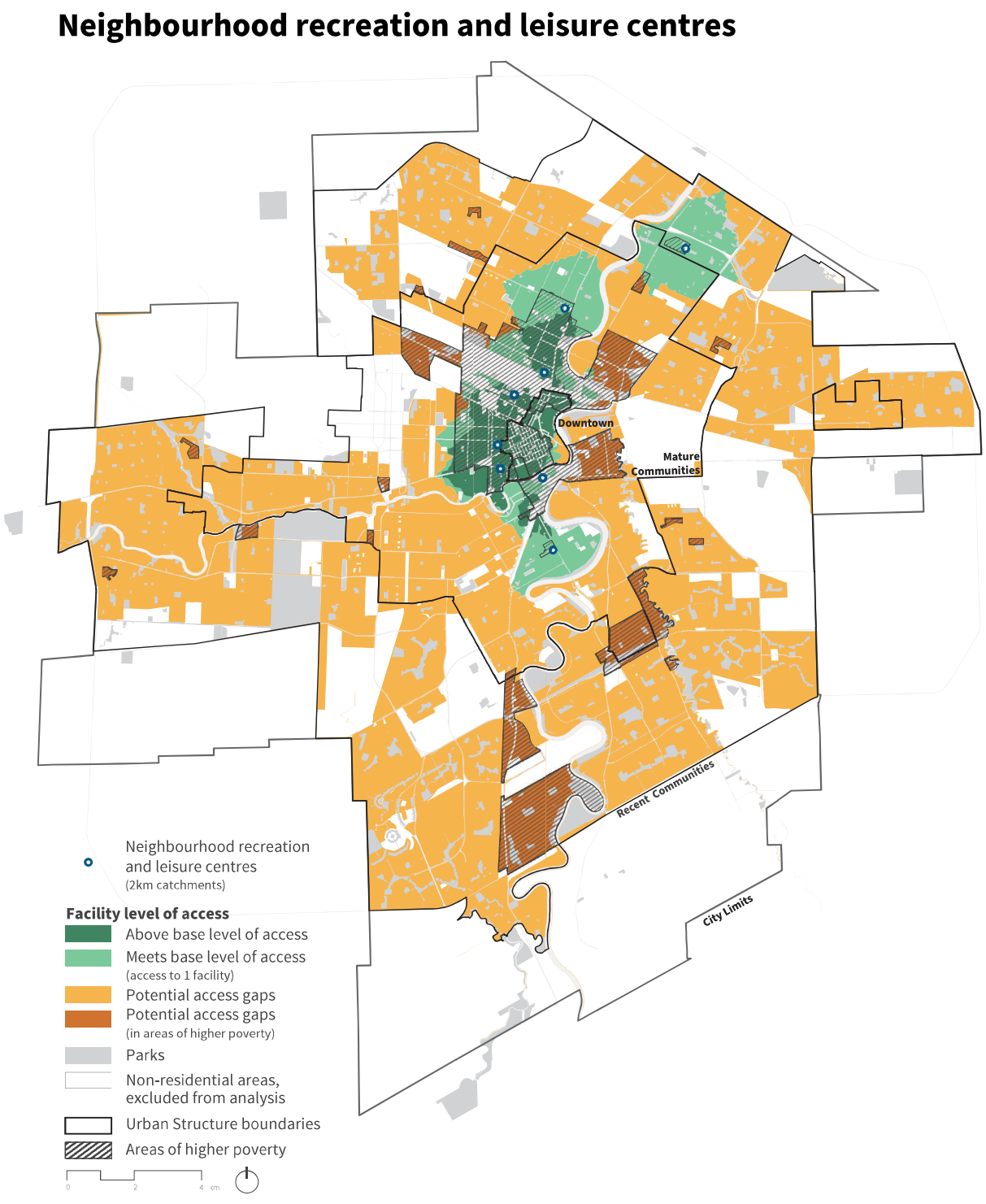


Fig. 35: Map assessing the level of access for neighbourhood recreation and leisure centres in Winnipeg. A 2km travel distance has been applied to determine the service catchment. Areas that meet the base level of access are green while areas that are above base level are dark green. Potential access gaps are shown as yellow or orange if they occur in geographic areas of higher poverty.

7.2 Target level of service

Over the next 25 years, facility renewal, redevelopment and optimization are necessary to provide an effective and sustainable community centre model. City-operated neighbourhood recreation and leisure centres also require renewal and reinvestment to ensure they can effectively respond to community needs. The goal for all centres is to provide contemporary, welcoming, multi-use programming spaces that support community needs while being operationally sustainable and resilient.

Community centres and neighbourhood recreation and leisure centres are also uniquely positioned to support the development of healthy food systems. Healthy food systems contribute to the health and well-being of local communities by providing equitable access to affordable, safe, nutritious, and culturally appropriate foods. In addition to physical health, access to healthy food choices also supports positive mental health outcomes and social well-being. Sharing and preparing food is a key component of a healthy food system and community kitchens can support a variety of cooking and nutrition programs along with celebrations and community events. Many centres already include kitchens but some do not, or the space may have functional limitations. Investment in kitchen spaces at community centres and neighbourhood recreation and leisure centres to enable them to function effectively as community kitchens will support community health, along with social and economic well-being.

The City will also continue working with partners; including community centres, other service providers, and the Winnipeg Food Council to encourage the development of gardens and gardening programs that can support the recreational, cultural, or small-scale food production needs of the community. Community gardens can be a source of healthy, fresh food, provide a space for recreation and physical activity, and bring communities together. This is particularly important in areas of the city with higher population densities and lower access to private yards along with geographic areas of higher poverty. As important community resources, community centres and neighbourhood recreation and leisure centres are well-positioned to support community gardening initiatives including providing access to water.

Community centre provision will continue to be a mix of facility types, provided at three scales as highlighted below and more fully outlined in the level of service table shown in *Section 7.3*.

The City will continue to support the redevelopment and expansion of existing community centres provided the population targets found in the level of service table are met. Future planning for community centres should seek to improve the consistency of community centres in alignment with the target levels of service below and also in *Section 7.3*.

7.2.1 District-scale community centres

District-scale community centres serve a population of more than 30,000 people within a large geographic area or district. Providing diverse recreation programs and services, district-scale centres will include a mix of multi-use programming spaces but also incorporate larger or more specialized amenities such as walking tracks, fitness areas, multiple gymnasiums, or multiple indoor ice sheets. A district centre may be a single large building but it could also be multiple buildings on multiple sites or a combination of buildings on a single site that operate as a recreation campus.

District-scale community centres may develop as a result of facility amalgamation or as new neighbourhoods are planned with sufficient populations to support them.

7.2.2 Community-scale community centres

The community-scale community centre is a mid-size facility capable of responding to contemporary community needs through a mix of multi-purpose programming and gathering spaces. Larger than 20,000 square feet in size, community-scale centres will include a full-size gymnasium and a wider variety of spaces, thereby making them slightly larger than many community centres developed in the past. Community-scale centres are intended to serve a population of 15,000-30,000 which is sufficient to support sustainable program delivery, operations and governance. When developing any new community centres, the City will advance this scale of facility in alignment with the level of service targets.

Mid-size community-scale centres may not be practical or reasonable in all instances. In areas of higher poverty where there is an effort to reduce travel distances, a smaller neighbourhood-scale facility may be the most appropriate choice.

7.2.3 Neighbourhood-scale community centres

Neighbourhood scale centres serve a population of less than 15,000 people within a localized cluster of neighbourhoods. These multi-use centres are under 20,000 square feet and have the fewest number of amenities. Neighbourhood-scale centres will include a mix of multi-purpose, multi-generational programming and gathering spaces but are less likely to include a full-size gymnasium.

The City will only provide new neighbourhood-scale facilities in geographic areas of higher poverty. However, the City will support the continued operation of existing neighbourhood community centres. Significant expansion or redevelopment of neighbourhood-scale community centres, in order to address functional and operational limitations, will only be considered within the context of optimizing and repositioning older and smaller centres through amalgamations.

7.2.4 Neighbourhood recreation and leisure centres

The City will continue to provide neighbourhood recreation and leisure centres in geographic areas of higher poverty to enable inclusive and equitable services by increasing access to recreation opportunities and shortening travel distances. Neighbourhood recreation and leisure centres will have a mix of multi-purpose programming and gathering spaces that support intergenerational use. Where possible, the facilities should include community kitchens with the capacity to support cooking and nutrition programs as well as larger community gatherings.

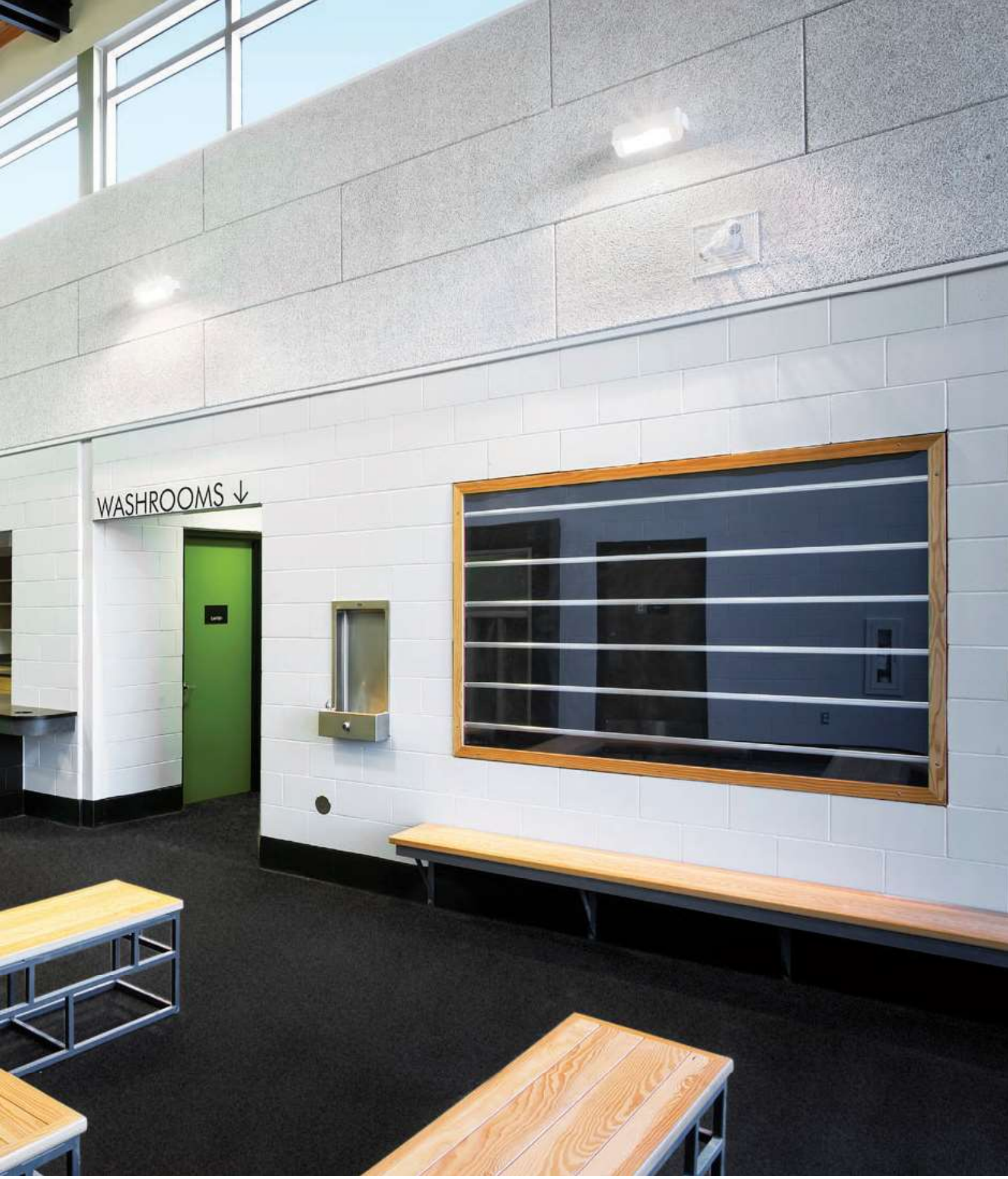
The City will look for opportunities to collaborate and partner with community stakeholders to provide programming that maximizes the use of existing neighbourhood recreation and leisure centres.

Future capital investment should focus on addressing facility renewal needs to improve the physical accessibility, functionality, and the quality of neighbourhood recreation and leisure centres.



Photo of Mayfair Recreation Centre provided by Bridgman Collaborative Architecture.


CANTEEN


WASHROOMS ↓

7.3 Level of service table: community centres and neighbourhood recreation and leisure centres

	CURRENT LEVEL OF SERVICE (2020)
	Community centres & neighbourhood recreation and leisure centres
City-owned inventory	• 63 volunteer-led community centres operating 81 locations with 130+ outdoor rinks • 8 neighbourhood recreation and leisure centres operated by the City or other community partners

Provision and access	• Community centres have defined geographic catchments:
	  • 38 serve 1:<10,000 people
	  • 22 serve 1:10,000–30,000 people
	  • 3 serve 1:>30,000 people
	• 94 percent of residents are within 2 km of a community centre
	• Average Winnipegger has access to 4 community centres within 2 km
	• Existing facilities vary greatly in terms of amenities and programming resulting in uneven access levels
	• Often on local streets, meaning access can be difficult

City role	• Direct provider and partnership
Demand and capacity	• Demand and capacity vary due to facility size, amenities, locations and catchment size • Space to population ratio across the community centre inventory is 1.66
Functionality	• Most centres were originally smaller facilities constructed to support outdoor recreation activities and they lack the indoor spaces required to meet contemporary programming needs • Due to the age of their construction, most facilities have universal design and accessibility limitations
Quality[44]	• Average age is 47 years • Maintenance backlog • Average condition of the inventory is FAIR • 39 percent of facilities in POOR condition • Inventory has an investment need that exceeds $255 million
Future direction	• Amalgamation of community centres has proven to be an effective means of optimizing and repositioning older and smaller community centres in a manner that addresses functional or operational limitations while supporting improved programming, effective governance, and sustainable capital investment

Fig. 36: Table summarizing the current and target levels of service for community centres and neighbourhood recreation and leisure centres.

[44] **Section 3.9 Community Services (pages 3-120 to 3-143), City Asset Management Plan, City of Winnipeg, 2018.**

TARGET LEVEL OF SERVICE (BY 2045)		
District-scale community centres	**Community-scale community centres**	**Neighbourhood-scale community centres and neighbourhood recreation and leisure centres**
• 60-70 facilities (total) consisting of a mix of district, community and neighbourhood-scale centres		
• 1:>30,000 people • Facility catchment of 4-6 km (20 min drive) • On a major transportation route accessible by multiple transportation modes	• Base level of provision • 1:15,000–30,000 people • Facility catchment of 2-4 km (20 min bike) • 100 percent of residents are within 2 km of a community centre or neighbourhood recreation centre • On a major or secondary transportation route accessible by multiple transportation modes	• 1: <15,000 people living within a defined geographic area of higher poverty • Facility catchment of less than 2 km (20 min walk) • 100 percent of residents are within 2 km of either a community centre or a neighbourhood recreation and leisure centre • Smaller facilities provided in defined geographic areas of higher poverty in order to reduce travel distances
• Partnership	• Partnership	• Partnership and direct provider
• Large multi-use and multi-generational facilities to serve larger areas or districts with a wide range of services and programming • Serving users who travel beyond their immediate communities to use specialized facilities, or facilities with a wide range of services	• Mid-size multi-use and multi-generational facilities to serve several neighbourhoods with a wide range of services and programming • Facility size is larger than 20,000 square feet (not including indoor ice sheets)	• Smaller multi-use and multi-generational facilities serving clusters of neighbourhoods in defined areas of higher poverty • Facility size is less than 20,000 square feet
• Contemporary, fully accessible facilities with a mix of indoor and outdoor recreation spaces • Can be a single building or a campus • Facilities include a mix of multi-purpose programming and gathering spaces typical of a community centre • Facilities also include larger or more specialized amenities such as walking tracks, fitness areas, two to four courts/gymnasium or multiple indoor ice sheets	• Contemporary, fully accessible facilities with a mix of indoor and outdoor recreation spaces • Facilities include a mix of multi-purpose programming and gathering spaces including a gymnasium, hall and multi-purpose rooms of various sizes • Facilities may also include a single indoor ice sheet	• Contemporary, fully accessible facilities with a mix of indoor and outdoor recreation spaces • Facilities include a mix of multi-purpose programming and gathering spaces but are less likely to include a full-size gymnasium
• Facilities have an average condition rating of FAIR • Maintenance budgets support planned, ongoing maintenance and renewal • Facilities are energy efficient, low carbon, and support climate adaptation	• Facilities have an average condition rating of FAIR • Maintenance budgets support planned, ongoing maintenance and renewal • Facilities are energy efficient, low carbon, and support climate adaptation	• Facilities have an average condition rating of FAIR • Maintenance budgets support planned, ongoing maintenance and renewal • Facilities are energy efficient, low carbon, and support climate adaptation
• Facility renewal, redevelopment and optimization is necessary to provide an effective and sustainable community centre model • Community centre provision will continue to be a mix of facility types, but the mid-size, community scale facility generally provides the best fit within the 'community centre mandate,' along with sustainability for program delivery, board volunteerism, and governance • Centres will be encouraged to work together to identify options for the amalgamation and consolidation of existing centres in order to better align to the target level of service • Support the GCWCC-led, grassroots planning process to update *Plan 2025*		

7.4 Achieving the target level of service

7.4.1 Community centres

To ensure a strong and vibrant community centre model that is effective and sustainable into the future, the City will work collaboratively with community centre boards and GCWCC to improve the quality and functionality of community centre facilities. In communities where change is not desired, existing facilities will be maintained as best as can be done within the confines of approved budgets.

Community centres communicate and promote the recreation opportunities they offer through a variety of communication channels. However, it can sometimes be challenging or confusing for seniors, newcomers or anyone unfamiliar with the community centre model to find recreation opportunities that fit their interests. The City, GCWCC, and indiviudal community centres should work collaboratively to create communication approaches that support stronger program promotion. Exploring the potential to develop an integrated method of sharing program information that encompasses all the programs offered by the City and the community centres should be considered. Multi-lingual promotion of recreation programs and services would also benefit many communities.

The City will continue to encourage community centre amalgamations as a means of improving the alignment to the target level of service. This will include evaluations of the ability to consolidate activities/ programming, reconfigure existing facility space and the potential closure of some locations. Proceeds from property sales that may arise as a result of community centre redevelopment will be reinvested in the community centre system. Proceeds from property sales will be held in the Land Operating Reserve until they are reallocated.

As the *GCWCC Plan 2025* reaches the end of its planning horizon it should be revisited and refreshed to address current opportunities and ensure alignment to higher-level policy documents including *OurWinnipeg*, *Complete Communities*, the *Recreation Strategy,* and the *Parks Strategy*.

Building on the demonstrated success of the original Community Centre Investment Fund (discussed in *Section 7.1.1*), the creation of a new, dedicated capital replacement and renewal fund for community centres is recommended.

Facility-to-population ratios:

Where change is desired by the community, the mix and number of facilities will be guided by the facility-to-population ratios. These ratios facilitate a match between facility size and market demand; recognize population growth, areas of higher poverty, and geographic barriers; and move communities in a more sustainable direction. The City will continue to support the redevelopment and expansion of existing community centres provided the population targets found in the level of service table are met.

Space-to-population ratios:

The current space-to-population ratio of 1:1.66 is a valuable decision-making tool to assess areas that may be under or over-served and to guide fiscally sustainable facility development decisions. However, it is important to ensure the space-to-population ratio is not employed in a manner that results in poor or undersized facility spaces unable to meet the functional requirements outlined in the target levels of service. Therefore, space-to-population ratios are not recommended as a prescriptive requirement within this Strategy. Over the last few years, the City has developed additional policy and business tools, including an Asset Management Program to better assess levels of service, the cost-benefits of specific investments, and the sustainability of built assets. Facility investment decisions will be assessed using the target levels of service in *Sections 7.2* and *7.3* and the asset management tools developed to support the City's investment planning process. The use of a space-to-population ratio should be further analyzed and evaluated within the process of updating *GCWCC Plan 2025*.

Decision-making framework

Achieving the target level of service within available resources requires the City to consider which facilities should see investment. The following diagram provides prioritization factors to ensure a consistent, clear, and transparent decision-making process.

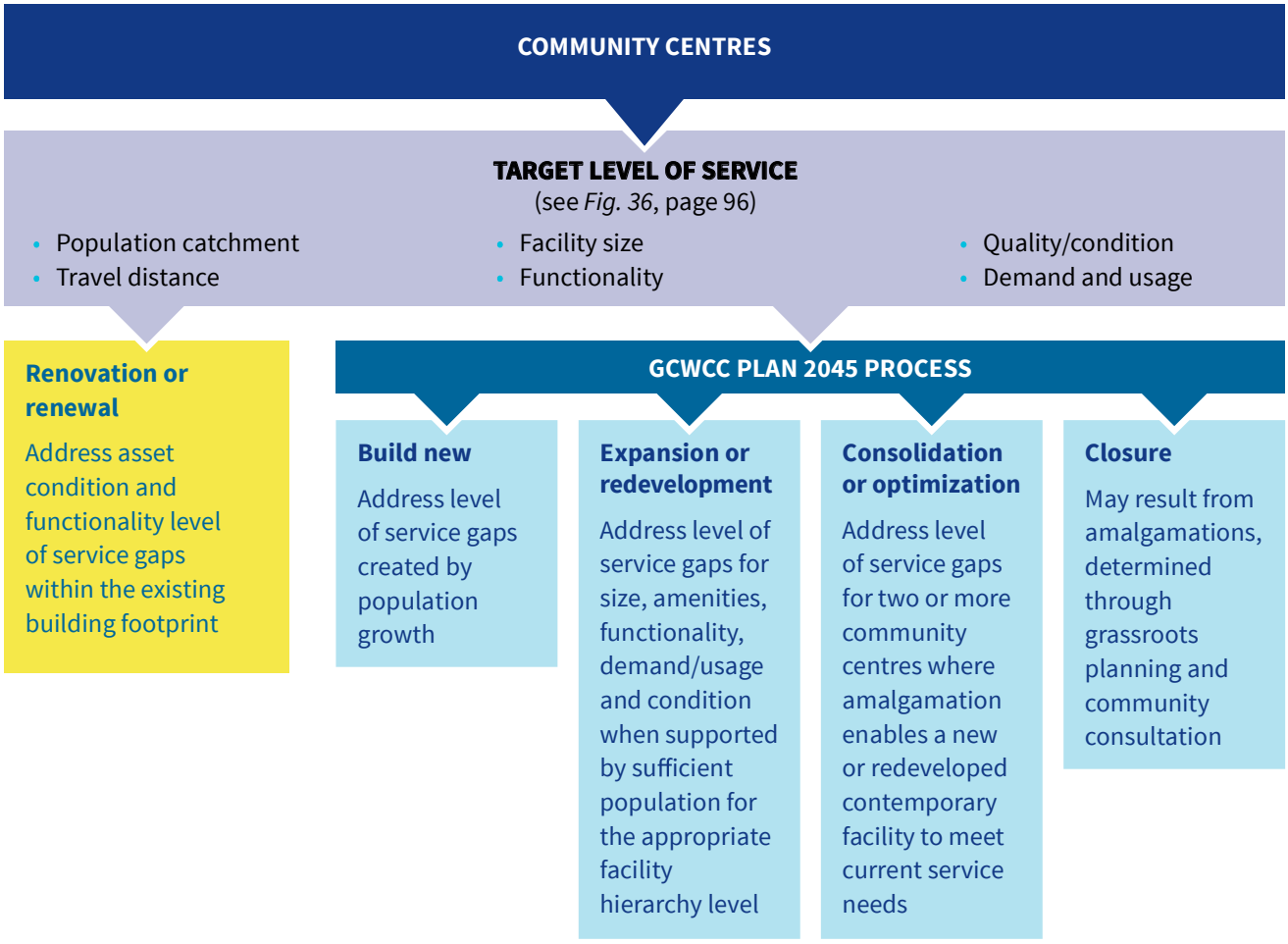


Fig. 37: Diagram of the decision-making framework for community centres that indicates the priority factors for investment and rationalization.

7.4.2 Neighbourhood recreation and leisure centres

The City will continue to operate neighbourhood recreation and leisure centres in geographic areas of higher poverty as a means of providing equitable access to recreation opportunities and address barriers to participation. Capital investment will focus on improving the quality and functionality of the facilities to ensure they continue to meet current and future community needs. Future capital investment will be assessed using the target levels of service in *Sections 7.2* and *7.3* and should focus on addressing facility renewal needs to improve the physical accessibility, functionality, and quality of neighbourhood recreation and leisure centres.


CCM
CCM

8. Arenas and indoor ice sheets level of service

Accessed by individuals, families, schools, sport organizations, community centres and a diverse range of community organizations, arenas serve a broad cross-section of our community and serve as an important gathering place. On-ice activities include learn-to-skate, hockey, sledge hockey, ringette, figure skating, speed skating, pleasure skating, broomball, and occasionally curling. Additionally, arenas are also used for off-season and off-ice purposes such as ball hockey and roller sports. Due to their large clear-span volumes and the concrete slab that makes up the ice pad, arenas are also occasionally venues for farmer's markets, trade shows, and other large-scale events.

Winnipeggers currently have access to 45 indoor ice sheets provided by a mix of public sector, non-profit and private sector organizations. Indoor ice access is also supplemented by the many outdoor community centre rinks located in all areas of the city.

8.1 Current level of service

The City currently owns 34 indoor ice sheets but only directly operates 12 of them. Of the remaining 22 indoor ice sheets owned by the City, community centres operate 20 and two sheets are operated by minor hockey associations via agreements.

The demand for arenas is changing and evolving due to a number of factors:

- Changing trends in on-ice activities and participation levels, including increasing female participation in some sports
- Growing preferences for different sizes and types of ice surfaces that are suitable for different activities including 3-on-3 hockey, pleasure rinks, smaller ice surfaces for sport development programs and learning to skate
- Increased use of indoor arenas by school sports, sport academies, and private training programs focused on athlete development
- Desire for access to off-ice amenities for dryland training and instruction
- Users migrating to newer arenas that have better amenities

CITY-OWNED AND OPERATED ARENAS

- Ab McDonald Memorial (located in St. James Civic Centre)
- Bertrand
- Billy Mosienko
- Century
- Charles A. Barbour (Grant Park)
- Eric Coy
- Maginot
- Charlie Gardiner (formerly Pioneer)
- River East
- Sam Southern
- Sargent Park
- Terry Sawchuk

CITY-OWNED AND SPORT ASSOCIATION OPERATED ARENAS

- Allard
- St. Vital

CITY-OWNED AND COMMUNITY CENTRE OPERATED ARENAS

- Ed Golding (Transcona East End)
- Gateway
- Glenwood
- Jonathon Toews Sportsplex (Dakota)
- Keith Bodley (Kirkfield Westwood)
- Maples
- Notre Dame
- Richmond Kings (South Winnipeg)
- River Heights (Central Corydon)
- Seven Oaks (Garden City)
- Southdale
- St. Norbert
- Varsity View Sportsplex
- West Kildonan Memorial

The ice sheets operated by the City are all single-sheet facilities and only two of the 12 are part of larger multi-use facilities. The remaining 10 arenas are stand-alone facilities. The average age of a City-operated arena is 53 years with many of them constructed in 1967 as part of Canada's centennial celebrations. Years of limited maintenance and renewal budgets have taken their toll and all of the City-operated arenas are in poor or very poor condition.[45] Functional limitations of the City-operated arenas include undersized ice surfaces, poor sight lines, undersized dressing rooms, physical configurations that limit use by female athletes, and a lack of contemporary training or programming spaces. Utilization rates for City-operated arenas are continuing to decrease with 19 percent of prime time and 54 percent of non-prime time ice unsold (2019 figures).

In addition to the City-operated sites, another 20 indoor ice sheets are operated by community centres. These arenas are also owned by the City but operated by the non-profit volunteer boards of 14 community centres.

Although, a number of community centre arenas date to the 1960's, many of the facilities are newer and the average age of the inventory is 35 years. In addition to being newer, community centre arenas are also generally in better condition than arenas operated by the City. They also see higher use. A number of community centre arenas are part of larger multi-use facilities and five of the community centre arenas are multi-pad developments with two or more sheets of ice.

Current city-wide level of access



94% of Winnipeggers are within 4 km of an indoor ice sheet

3 number of indoor ice sheets the average Winnipegger can access within 4 km

[45] Section 3.9 Community Services (pages 3-120 to 3-143), *City Asset Management Plan*, City of Winnipeg, 2018.

HOW DOES WINNIPEG COMPARE?

	Population (2016)	Number of indoor ice sheets	Indoor ice sheets/population
Regina	215,106	14	1/15,364
Saskatoon	246,376	6	1/41,062
Edmonton	932,546	23	1/40,545
Hamilton	536,917	27	1/19,885
Toronto	2,731,571	65	1/42,024
Calgary	1,239,220	19	1/65,222
Winnipeg	705,244	34	1/20,742

** Numbers only include facilities owned by the municipality*

Fig. 38: Table comparing the number of municipally owned indoor ice sheets per population in various Canadian cities. Source: Facility counts for Regina, Hamilton, Toronto and Calgary come from the Municipal Benchmarking Network Canada (2017). Facility counts for Saskatoon and Edmonton were obtained by jurisdictional scan.

8.1.1 Current provision assessment

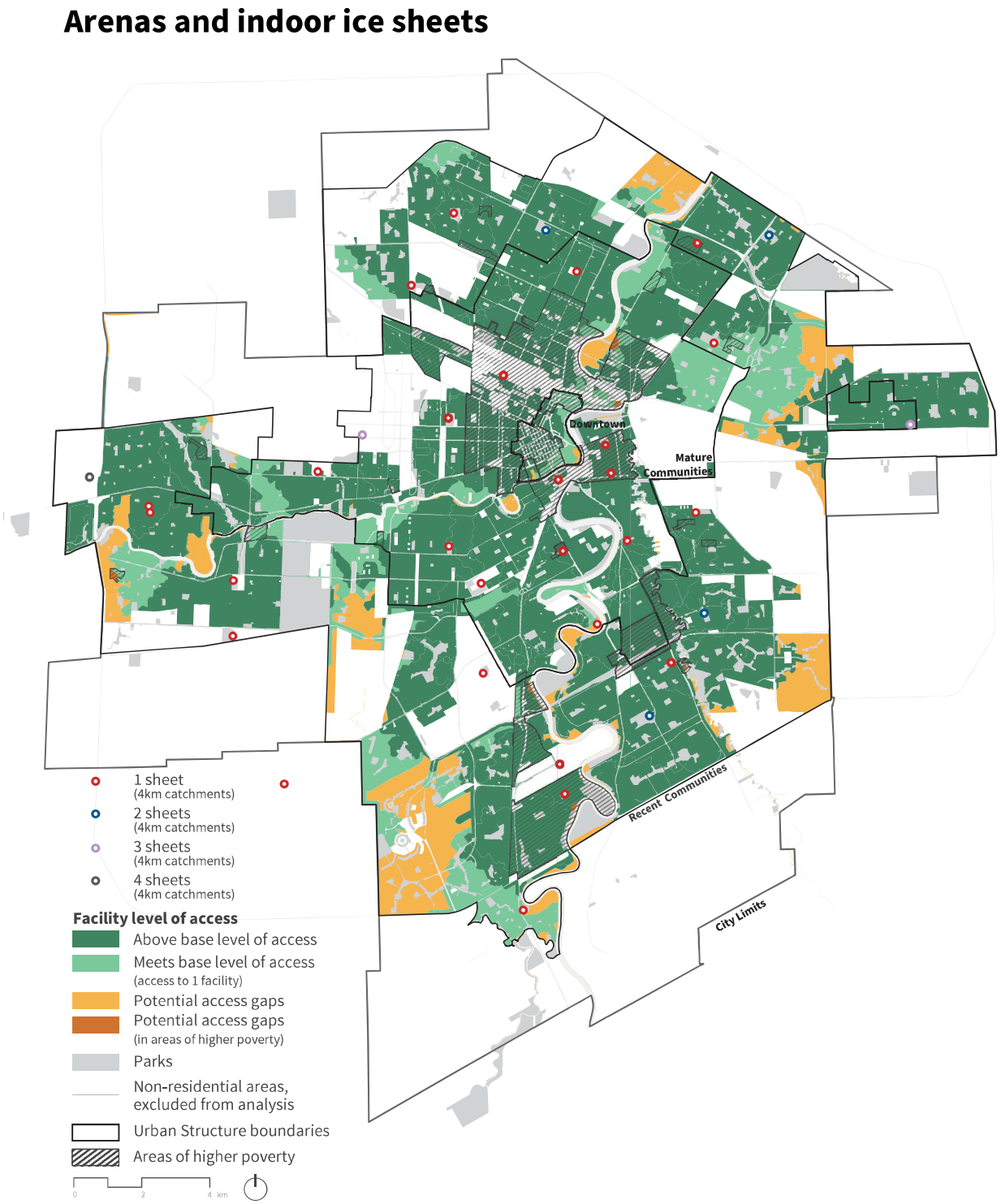


Fig. 39: Map assessing the level of access for indoor ice sheets in Winnipeg. A 4km travel distance has been applied to determine the service catchment. Areas that meet the base level of access are green while areas that are above base level are dark green. Potential access gaps are shown as yellow or orange if they occur in geographic areas of higher poverty.

8.2 Target level of service

As indicated in the level of service table in *Section 8.3*, arenas will serve a target population of 15,000 to 20,000 people and serve a catchment area between 4-6 km. Winnipeg is currently well served with the number of indoor ice sheets and very few additional sheets will be required by 2045. However, much of the City-owned arena inventory requires replacement with more contemporary facilities.

Over the next 25 years, the City will support the replacement of the current arena inventory with more contemporary arenas that are characterized by multi-pad facilities (two or four sheets per arena), with regulation-size ice surfaces. Including ice surfaces of varying sizes and shapes that supplement the larger regulation-size ice pad(s), should be considered to support different training, instructional, leisure, and recreational opportunities. The City will focus new arena development to multi-use locations that attract broader community use, increase equitable access, and support a diverse range of year-round activities.



Photo of Seven Oaks Arena provided by Stantec Architecture + Engineering.
Photography by Gerry Kopelow.

8.3 Level of service table: arenas and indoor ice sheets

	CURRENT LEVEL OF SERVICE (2020)	TARGET LEVEL OF SERVICE (BY 2045)
	Arenas and indoor ice sheets	**Arenas and indoor ice sheets**
City-owned Inventory	Total of 34 sheets: • 12 City-owned and operated • 02 City-owned, operated by third parties • 20 City-owned, community centre operated	• Total inventory, including all providers, to be 48 - 64 sheets
Provision and access	• 1:15,000–20,000 people • Provision is partially market driven • 94 percent of residents are within 4 km of an indoor ice sheet • Average Winnipegger has access to 3 indoor ice sheets within 4 km • There are a total of 45 sheets across the city, when the 11 privately owned and operated sheets are included	• 1:15,000–20,000 people • 100 percent of residents are within 4 km of an indoor ice sheet • Provision is partially market driven • Population catchment of 4–6 km
City role	• Direct, partner and none	• Direct, partner and none

Demand and capacity	• Demand in City-operated rinks has been steadily decreasing over the last 10 years
	• City operated arenas operating at 70 percent capacity
	• 19 percent of prime time and 54 percent of non-prime time ice in City operated arenas was left unsold in 2019
	• Across Canada, minor hockey programs are declining (relative to population)
		• Changing trends in on-ice activities and participation levels
		• Increasing female participation in some sports, particularly hockey
		• Partially market driven
		• City-owned arenas:
		  • 90 percent of primetime ice is utilized
		  • 60 percent of non-prime ice is utilized

Functionality	• Functional limitations of the City-operated arenas include undersized ice surfaces, poor sight lines, undersized dressing rooms, physical configurations that limit use by female athletes and a lack of contemporary training or programming spaces • Few City-operated arenas are designed to function year-round. A shut-down period is required to allow the concrete ice slab to thaw	• Should incorporate regulation size ice sheets with viewing typically provided for approximately 200 • Consider opportunities for different sizes and types of ice surfaces that supplement the larger ice pad • Design to emphasize broader community use, universal design, physical accessibility and ensure good sight lines • More and larger dressing rooms to support diverse use • Ability to use the arena year-round • Ideally co-located with other recreation amenities such as walking tracks, training spaces, and multi-purpose space
Quality[46]	• Average age is 46 years • Maintenance level at reactive management • Maintenance backlog • 50 percent of City-owned arenas are in POOR or VERY POOR condition • Inventory has an investment need that exceeds $149 million	• Facilities have an average condition rating of FAIR • Maintenance budgets support planned, ongoing maintenance and renewal • Facilities are energy efficient, low carbon, and support climate adaptation
Future direction		Facility renewal and redevelopment is necessary to provide a sustainable arena supply Future arena investments should respond to a wider array of community needs (both ice and non-ice), and find ways to extend the use throughout the entire year. Options for accommodating all ice-sports should be considered as should alternative arena operating arrangements Co-locating arenas with other recreation spaces broadens their appeal and provides more program options

Fig. 40: Table summarizing the current and target levels of service for arenas and indoor ice sheets.

[46] Section 3.9 Community Services (pages 3-120 to 3-143), *City Asset Management Plan*, City of Winnipeg, 2018.

8.4 Achieving the target level of service

Facility renewal and redevelopment is necessary to provide a sustainable arena supply for the next 25 years.

In order to improve utilization and respond to changing demand, a service strategy that considers alternative operating arrangements for existing City-operated arenas should be developed. As part of this strategy, the City will retain Ab McDonald Memorial Arena (in St. James Civic Centre), and Sam Southern Arena, both of which are part of larger multi-use recreation sites. The City will also retain Charlie Gardiner Arena as a City-run asset to enable equitable access to indoor ice and programming within geographic areas of higher poverty. Decisions regarding current and future arena operating models should also be guided by the service strategy and facility-specific business plans.

Where appropriate, the City may utilize a Request for Proposal (RFP) or Expression of Interest (EOI) process to develop new arenas. An RFP or EOI process is intended to support private or community organizations capable of operating and developing new multi-pad arena facilities that potentially enable the closure and decommissioning of an equivalent number of aging City-operated arenas. Investment and rationalization decisions should consider the decision-making framework that follows.

If the City contributes funding or resources to other organizations for the construction or operation of arenas, public access requirements that meet the goals of this *Strategy* and are responsive to the needs of the community, should be maintained and formalized through a written agreement.

Proceeds from any property sales that may arise as a result of decommissioning City-owned arenas will be reinvested in other City recreation facilities or amenities. Proceeds from land sales will be held in the Land Operating Reserve until they are reallocated.

In recognition that the City only directly controls about 25 percent of the available ice sheets within Winnipeg, an updated ice allocation policy is required to ensure equitable community access while addressing the evolving demand for ice sports, and the diversity of users and arena operators/service providers.

Decision-making framework

Achieving the target level of service within available resources requires the City to consider which facilities should see investment and which facilities are candidates for rationalization. The following diagram provides prioritization factors to ensure a consistent, clear, and transparent decision-making process.

ARENAS & INDOOR ICE SHEETS

TARGET LEVEL OF SERVICE

(see *Fig. 40*, page 105)

INVESTMENT PRIORITIZATION FACTORS

- Improves services by addressing level of service gaps
- Co-location at multi-use recreation site
- Consolidates older, functionally obsolete arenas
- Utilization or demand
- Partnership opportunity for operation and capital risk sharing or transfer
- Supports geographic areas of higher poverty

RATIONALIZATION PRIORITIZATION FACTORS

- Stand-alone single pad arena with notable design or functional challenges
- Operated by the City
- Low utilization rate - particularly during prime time
- Aging and in need of substantial capital renewal (10-year facility investment need is greater than 50 percent of asset replacement cost)
- Located in proximity to another arena

Fig. 41: Diagram of the decision-making framework for arenas and indoor ice sheets that indicates the priority factors for investment and rationalization.



Photo of Seven Oaks Arena provided by Stantec Architecture + Engineering.
Photography by Gerry Kopelow.

9. Outdoor pools level of service

Outdoor pools provide public swim opportunities during the warm summer months. They offer options for water play, recreation, fitness and instructional swimming as well as special events.

Outdoor pools support climate adaptation efforts and provide opportunities for people to cool-off and escape the heat of summer. This will become increasingly important as the number of days per year with temperatures above 30°C is forecasted to increase from the current average of 11 to 47 by 2050[47].

9.1 Current level of service

The City currently operates nine outdoor pools; the distribution varies widely with some areas of Winnipeg having a number of outdoor pools while other areas have none. Facility attendance also varies quite considerably. The most popular outdoor pool, Kildonan Park, attracts people from across the city and generates 49,984 visits annually. Other outdoor pool facilities attract a much more localized population, often serving only a handful of neighbourhoods, with annual attendance in the range of 7,000 visits/year.

Most of the outdoor pools were originally built between 1950 and 1970. Five of the facilities have heated water while the remaining four are unheated. All of the outdoor pools were originally built as traditional tanks but four outdoor pools (Kildonan Park, St. Vital, Transcona, and Westdale), have benefited from significant capital investment to upgrade the facilities to better meet contemporary needs. The improvements varied by location but included sloped entries, water slides, spray features, change room improvements and upgrades to filtration systems.

The condition of the outdoor pools is generally poor, even for facilities that have seen significant upgrades. In all cases, the upgrades were partial retrofits, so significant portions of the facility are original and approaching 60+ years of age. Additionally, poor levels of physical accessibility remain a challenge for many of the facilities. The installation of sloped entries at Kildonan Park, St. Vital, Transcona and Westdale Outdoor Pools are significant improvements that benefit all.

As shown in the provision assessment that follows, the geographic distribution of outdoor pools is inconsistent, leading to significant variations in service levels and service gaps in the southwest and northwest areas of the city. Nearly half of the current outdoor pools are found in the southeast area of the city, including three that are located in the St. Boniface area.

[47] *Winnipeg's Climate Action Plan Summary*, City of Winnipeg, 2019.

HOW DOES WINNIPEG COMPARE?

	Population (2016)	Number of outdoor pools	Outdoor pools/population
Regina	215,106	5	1/43,021
Saskatoon	246,376	4	1/61,594
Edmonton	932,546	7	1/133,220
Hamilton	536,917	10	1/53,691
Toronto	2,731,571	59	1/46,297
Calgary*	1,239,220	0	0
Winnipeg	705,244	9	1/78,360

** Numbers only include facilities owned/operated by the municipality*

Fig. 42: Table comparing the number of municipally owned and operated outdoor pools per population in various Canadian cities. Source: Facility counts for Regina, Hamilton, Toronto and Calgary come from the Municipal Benchmarking Network Canada (2017). Facility counts for Saskatoon and Edmonton were obtained by jurisdictional scan.



Current city-wide level of access

43% of Winnipeggers are within 4 km of an outdoor pool

0.56 number of outdoor pools the average Winnipegger can access within 4 km

CITY-OPERATED OUTDOOR POOLS

- Fort Garry Lions
- Freight House
- Happyland
- Kildonan Park
- Provencher
- St. Vital
- Transcona Aquatic Park
- Westdale
- Windsor Park

9.1.1 Current provision assessment

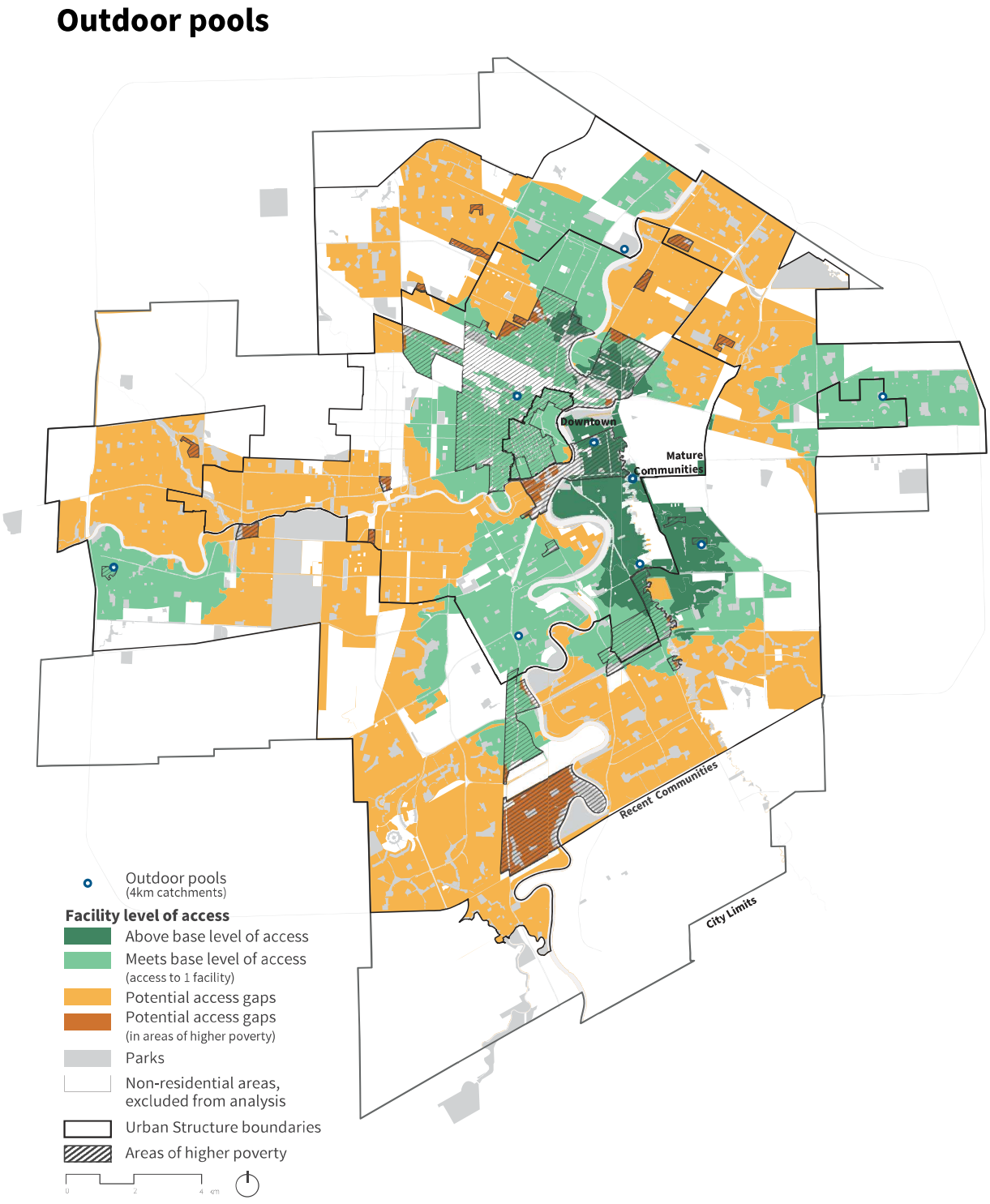


Fig. 43: Map assessing the level of access for outdoor pools in Winnipeg. A 4km travel distance has been applied to determine the service catchment. Areas that meet the base level of access are green while areas that are above base level are dark green. Potential access gaps are shown as yellow or orange if they occur in geographic areas of higher poverty.

9.2 Target level of service

Over the next 25 years, the City will focus on developing larger destination outdoor pools of higher quality that provide more play and leisure value for all ages. Outdoor pools should support use by entire families and include multiple tanks, sloped entries, play features such as spray pads, water slides, and lazy rivers. They should incorporate hard-surface and grassed areas for picnicking along with areas of direct sun but also shade. They will also meet universal design and accessibility standards.

The City will provide a network of larger destination outdoor pools (serving a catchment of approximately 4-6 kilometres), along with smaller community scale pools (serving smaller catchments of approximately 2-4 kilometres). Outdoor pools will be more consistently distributed across the city and located in strategic geographical locations to maximize use and support ease of access from a full range of transportation methods, including transit and active transportation options.

Opportunities to locate in close proximity to other recreation and parks amenities should also be considered.



9.3 Level of service table: outdoor pools

	CURRENT LEVEL OF SERVICE (2020)	TARGET LEVEL OF SERVICE (BY 2045)
	Outdoor pools	**Destination outdoor pools**
City-owned inventory	• 9 outdoor pools	• 8–12 outdoor pools
Provision and access	• 1:78,000-86,000 people • 43 percent of residents are within 4 km of an outdoor pool • Nearly half of all outdoor pools (4), are found in the southeast area of the city, with 3 being in St. Boniface. • Geographic distribution is inconsistent leading to wide variations in service levels including significant service gaps • Gaps in service are found in the southwest and northwest areas of the city	• 1:75,000–100,000 people • 100 percent of residents are within 4 km of an outdoor pool • Population catchment of 4–6 km • Located in strategic geographical locations to maximize use and support ease of access from a full range of transportation methods including transit and active transportation options
City role	• Direct	• Direct
Demand and capacity	• 129,297 public swim visits in 2019 • Demand and capacity vary based upon the amenities and play value of the facility • Upgraded pools, with more amenities and play features, are very popular and will frequently reach their max capacity • Most of the smaller, cold water pools have substantially lower attendance figures despite having reduced or no entry fees	• Larger destination facilities with increased capacity
Functionality	• Four pools (Kildonan Park, Westdale, St. Vital and Transcona), have been upgraded with more amenities to increase the play value. They provide a more regional or quadrant-based level of service • 5 of 9 outdoor pools lack amenities such as play or spray features and have substandard pool accessibility access and change rooms	• Provide play value for all ages with spray features, slides, accessible entries, etc. • Support extended use by the whole family during increasingly hot summers • Incorporate grassed picnicking areas and areas with shade • Include fully accessible washrooms and change rooms
Quality[48]	• Average age is 43 years • Maintenance level at reactive management • Maintenance backlog • Condition of inventory is trending down • 40 percent of facilities in POOR condition • Inventory has an investment need that exceeds $36 million	• Facilities have an average condition rating of FAIR • Maintenance budgets support planned, ongoing maintenance and renewal • Facilities are energy efficient and use water sustainably • Facilities support climate adaptation
Future direction		• Provide a network of larger destination outdoor pools (serving a catchment of approximately 4-6 km), along with smaller community scale pools (serving smaller catchments of approximately 2-4 km) • Retain and redevelop some of the existing outdoor pools along with developing new facilities that are more consistently distributed to improve access

Fig. 44: Table summarizing the current and target levels of service for outdoor pools.

[48] Section 3.9 Community Services (pages 3-120 to 3-143), *City Asset Management Plan*, City of Winnipeg, 2018..

9.4 Achieving the target level of service

The City will focus on achieving a more consistent distribution of outdoor pools that aligns to the level of service targets, reduces travel times and increases the ease of access for residents from all areas of the city.

While transitioning from the current reality to the future state, it will be important to ensure that residents living in geographic areas of higher poverty (as identified in *Section 3.2*), have access to aquatic facilities, both indoor and outdoor, for the opportunity to cool-off during hot summers.

In addition to the development of new destination outdoor pools that are co-located with other recreation amenities. The City may retain and redevelop some of the existing community scale outdoor pools. Any redevelopment of existing outdoor pools should focus on improving both the quality and functionality of the facility in alignment with the level of services targets. This would include accessibility upgrades, the addition of sloped entries, waterplay features, retrofits for the change building and filtration systems, as well as improvements for the surrounding deck, grassed areas and parking lot.

Co-locating new outdoor pools with indoor aquatic facilities would maximize staffing and other operating efficiencies including the use of change rooms and filtration systems. It also supports shifting use of indoor and outdoor aquatic amenities throughout the day in response to weather conditions and user levels. Alternatively, opportunities to simply open indoor pools to outdoor deck space could achieve similar outcomes.

An asset management plan specific to outdoor pools should be developed in order to assess the service potential of current pools and identify locations for future outdoor pool development. As investment in new or redeveloped outdoor pools occurs, opportunities to decommission outdoor pools should also be considered. Proceeds from any property sales that may arise as a result of decommissioning an outdoor pool will be reinvested in other City recreation facilities or amenities. Proceeds from land sales will be held in the Land Operating Reserve until they are reallocated.

Decision-making framework

Achieving the target level of service within available resources requires the City to consider which facilities should see investment and which facilities are candidates for rationalization. The following diagram provides prioritization factors to ensure a consistent, clear, and transparent decision-making process.

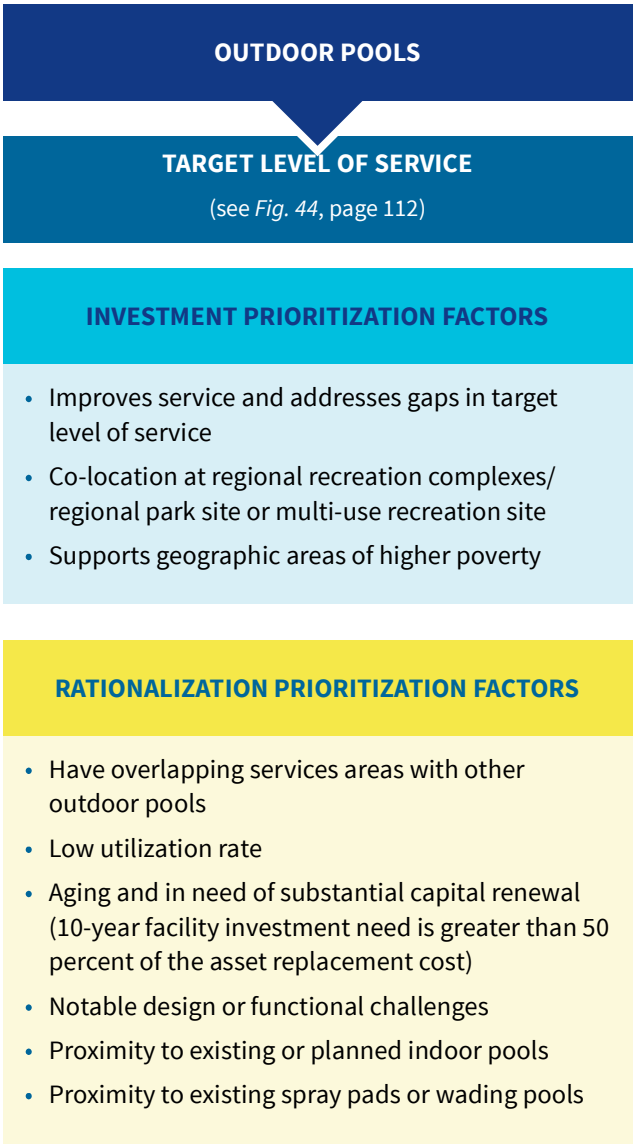


Fig. 45: Diagram of the decision-making framework for outdoor pools that indicates the priority factors for investment and rationalization.



10. Spray pads and wading pool level of service

Wading pool assets are typically small concrete basins, with accessory pump and washroom buildings that provide shallow, circulated water for play by younger children. Wading pools are staffed by attendants and have to be filled and drained daily.

Spray pads provide accessible outdoor water facilities that stimulate interactive and creative play. They are unstaffed amenities that spray water from a variety of features activated by the user. The components of spray pads may include spray columns, ground spray, water cannons, dumping buckets and themed spray features. With zero water depth and a flat surface, a spray pad is universally accessible and eliminates the risk of drowning.

Unless they are located within the fenced area of an indoor or outdoor pool, wading pools and spray pads are free to use and provide a no-cost family friendly activity. Wading pools and spray pads are important community gathering spaces and contribute to Winnipeg's climate change resilience by providing a free, accessible opportunity to cool-off during extreme heat events. This is particularly important in geographic areas of higher poverty where access to other options for cooling-off may be more limited.

10.1 Current level of service

Wading pools are regulated by Manitoba Health and are limited in their operations by the availability of seasonal wading pool attendants to fill, drain and supervise the facility. The operating season for wading pools is limited to July and August only, with operating hours of approximately 11 a.m. to 6 p.m. Based on historic usage and resources, sites operate anywhere from three days/week to seven days/week. Based upon Council-approved policy, the City has been constructing spray pads rather than wading pools since 2005.

Spray pads were generally introduced after 2005, typically range between 3,000 and 6,000 square feet in area, and serve the 0-10 age group. As spray pads are unsupervised, they have a longer operating season, starting in late May and extending into September. Spray pads are also operational seven days/ week and have a daily operation of 10 a.m. to 9 p.m. The majority of spray pads built over the past 15 years are straight to drain systems, which eliminate water quality risks, but result in substantial amounts of potable water being drained into the wastewater system.

A list of current City of Winnipeg wading pool and spray pad locations can be found in the Appendix.

HOW DOES WINNIPEG COMPARE?

	Population (2016)	Number of wading pools	Wading pools/ population	Number of spray pads	Spray pads/ population	Combined number	Combined provision
Regina	215,106	0	0	15	1/14,340	15	1/14,340
Saskatoon	246,376	20	1/12,319	29	1/8,496	49	1/5,028
Edmonton	932,546	1	1/932,546	66	1/14,129	67	1/13,918
Hamilton	536,917	8	1/67,114	64	1/8,389	72	1/7,457
Toronto	2,731,571	100	1/27,315	123	1/22,208	223	1/12,249
Calgary	1,239,220	4	1/309,805	6	1/206,537	10	1/123,922
Winnipeg	705,244	81	1/8,707	21	1/33,583	102	1/6,914

** Numbers only include facilities owned/operated by the municipality*

Fig. 46: Table comparing the number of municipally owned and operated wading pool and spray pads per population in various Canadian cities. Source: Facility counts for Regina, Hamilton, Toronto and Calgary come from the Municipal Benchmarking Network Canada (2017). Facility counts for Saskatoon and Edmonton were obtained by jurisdictional scan.



Nearly all of Winnipeg's current inventory of 81 wading pools were built in the 1960s and 70s and most have been deemed to be in poor to very poor condition. The unfunded capital liability for wading pools and related pump/washroom buildings is significant, with a 10-year unfunded investment requirement of over $28 million[49].

In addition, most wading pools have limited play value, appeal to a very limited age profile and do not meet current accessibility standards. While the average spray pad provides approximately 1,100 service hours annually (late May through early September), the average wading pool provides approximately 260 service hours per season, with some as low as 90 hours per season. Even the busiest wading pool, located at Dakota Park, provides less than half the service hours of the average spray pad due to supervision requirements.

Typically, when several wading pools are located in close proximity to each other, usage at each site tends to be low, with over a quarter of all wading pools averaging less than 25 visitors per day. Attendance data also shows that wading pool attendance drops significantly when a spray pad is built in the vicinity.

As shown in the following provision map, there are wide variations in the distribution of wading pool and spray pad sites between mature and newer areas of the city, which results in very diverse levels of service. While some areas have many wading pools serving relatively small catchment areas, other areas of Winnipeg have few or no wading pools providing service.

Current city-wide level of access

67% of Winnipeggers are within the target level of access for a wading pool or spray pad

1 number of wading pools or spray pads the average Winnipegger has access to

Since 2005, City policy has directed that the inventory of wading pools be rationalized over time in concert with the introduction of spray pads based on prescribed facility to population ratios. However, the policy did not set geographic distribution targets for new spray pads, which has limited the ability to prioritize investments and transition to a more equitable distribution across the city. Further, the policy did not fully apply an equity approach and therefore did not consider access challenges and lack of alternate opportunities for some residents, particularly in geographic areas of higher poverty.

[49] *2021 Community Trends and Performance Report,* City of Winnipeg.

10.1.1 Current provision assessment

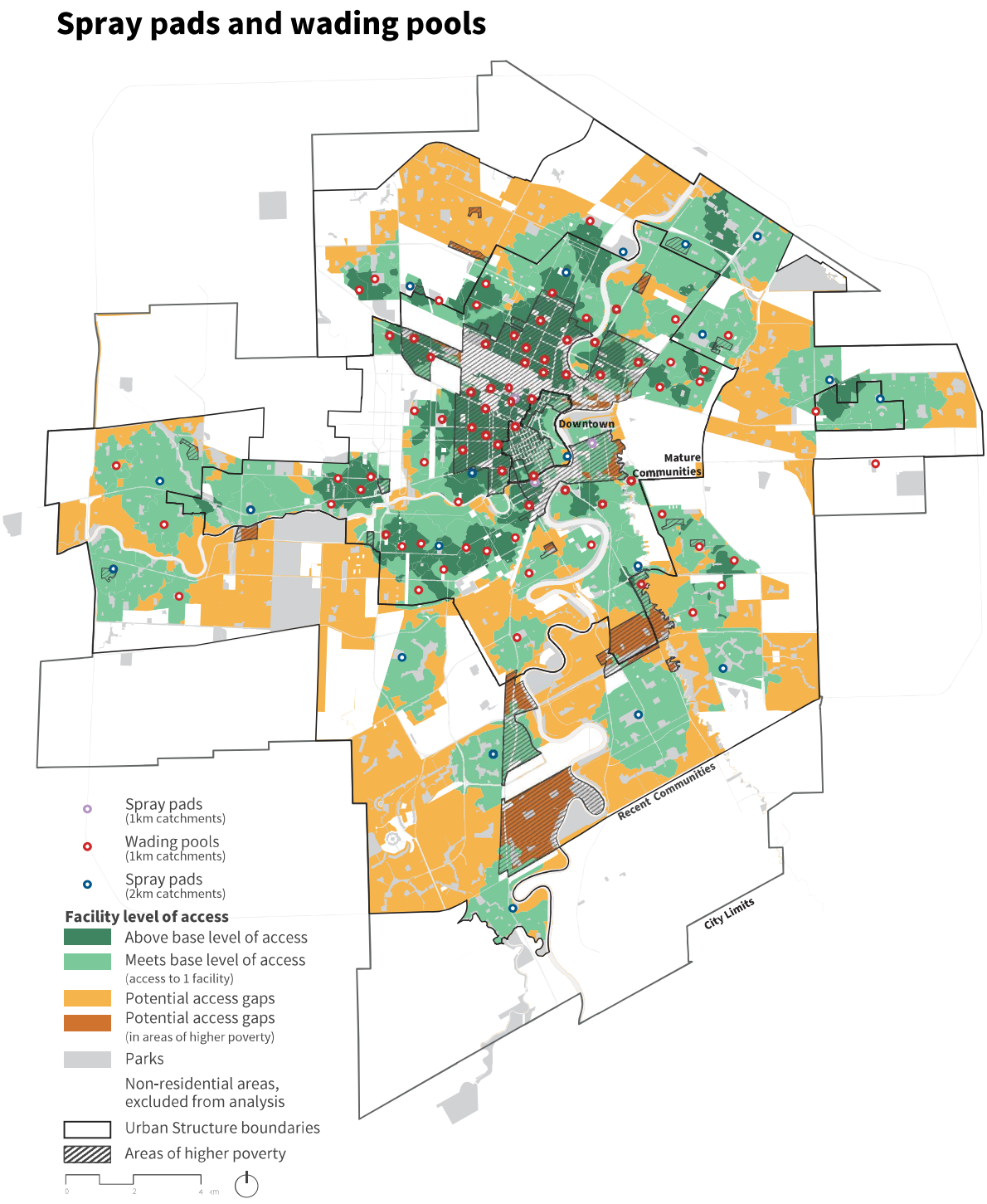


Fig. 47: Map assessing the level of access to wading pools and spray pads in Winnipeg. A 1km travel distance has been applied around wading pools to determine the service catchment. A 2km travel distance has been applied around spray pads outside of geographic areas of higher poverty. Within geographic areas of higher poverty, a 1 km travel distance has been applied around spray pads. Areas that meet the base level of access are green while areas that are above base level are dark green. Potential access gaps are shown as yellow or orange if they occur in geographic areas of higher poverty.

10.2 Target level of service

Over the next 25 years, the City will continue to shift from wading pools to spray pads in order to provide more play value along with the benefits of an expanded season and longer operating hours. Spray pads will provide interactive and creative play opportunities, primarily for children aged 0–10 years. They will also offer opportunities for cooling on warm days.

All new spray pads will be universally accessible and include seating areas or benches, areas of shade, access to washrooms, and parking. Where technically and financially feasible and in particular when co-located at an indoor or outdoor pool site, new spray pads should incorporate recirculation systems to enhance water conservation, with the understanding that additional operating costs for water quality management will be incurred.

Spray pads will be provided at two different scales of service:

10.2.1 Community spray pads

Community spray pads are larger than 3,000 square feet in size and serve a catchment area of two kilometres. Community spray pads will be provided throughout all areas of the city except in geographic areas of higher poverty, which will have neighbourhood spray pads.

10.2.2 Neighbourhood spray pads

Neighbourhood spray pads are smaller amenities of less than 3,000 square feet in size, that serve a catchment area of one kilometre. They will be provided in geographic areas of higher poverty in order to reduce travel distances and increase ease of access.



Photo of St. Vital Outdoor Pool provided by HTFC Planning + Design.
Photography by Jacqueline Young, Stationpoint Photography.

10.3 Level of service table: spray pads and wading pools

	CURRENT LEVEL OF SERVICE (2020)		TARGET LEVEL OF SERVICE (BY 2045)	
	Wading pools	**Spray pads**	**Community spray pads**	**Neighbourhood spray pads & wading pools**
City-owned inventory	• 81	• 21	• 25-30	• 15-20
Provision and access	• Combined provision equals 1:7,000–9,000 people • 67 percent of residents are within the target catchment of 1 km for a wading pool or 2 km for a spray pad • Average Winnipegger has access to 1 wading pool or spray pad within the target catchment distance • Above average levels of service are found in mature neighbourhoods • Newer areas of the city have no wading pools but may have access to more contemporary spray pads		• Facility catchment of 2 km • 100 percent of residents are within 2 km of a spray pad	• Facility catchment of 1 km • Located in a defined geographic area of higher poverty in order to reduce travel distances and increase ease of access • 100 percent of residents within a defined geographic area of higher poverty are within 1 km of a spray pad or wading pool
City role	• Direct provider	• Direct provider	• Direct provider	• Direct provider
Demand and capacity	• 21,739 operating hours in 2019 • 189,788 wading pool visits in 2019 • Staffing and operational requirements result in reduced operating hours when compared to spray pads	• 22,700 operating hours in 2019 • Operating season is longer than wading pools • Daily operating hours are also longer than wading pools	• Community spray pads are larger amenities serving larger geographic areas • More than 3,000 square feet in area	• Smaller spray pads serving smaller catchment areas in order to reduce travel distances • Less than 3,000 square feet in area
Functionality	• Most wading pools lack spray features or other amenities that appeal to ages above the 2 to 5-year-old group • Most wading pools lack adequate amenities (picnic tables, benches, shade), and do not meet current accessibility guidelines	• Most spray pads are designed to be accessible and provide play areas for a variety of age groups • Flat surface with no basins (zero water depth)	• Provide interactive and creative play opportunities, primarily for children aged 0–10 years • Universally accessible • Spray pads are flat surfaces with no basins (zero water depth), however existing wading pool sites may remain and they would include basins that retained water • Include benches/seating areas, washrooms, parking and areas of shade which are important support amenities	
Quality[50]	• Average age is 50+ years • Maintenance level is reactive management • Maintenance backlog • Condition of inventory is trending down • Nearly all of the wading pool inventory and related washroom/pump buildings are in POOR to VERY POOR condition • Inventory has an investment need that exceeds $28 million	• Average age is 5 years • The majority of the spray pad inventory are in good to fair condition • Facilities have 'straight-to-drain' systems	• Inventory an average condition rating of GOOD • Maintenance budgets support planned, ongoing maintenance and renewal • Where feasible, facilities include a recirculation system for a more sustainable use of water. • Facilities support climate adaptation	
Future direction			• Shift from wading pools to spray pads over time, to provide more play value along with the benefits of an expanded season and longer operating hours • Strategically locate new spray pads to provide a more consistent distribution that addresses areas that are over and under served	

Fig. 48: Table summarizing the current and target levels of service for wading pools and spray pads.

[50] Section 3.9 Community Services (pages 3-120 to 3-143), *City Asset Management Plan*, City of Winnipeg, 2018.

10.4 Achieving the target level of service

Over time, the City will continue to shift provision from wading pools to spray pads. Investment decisions related to the development of spray pads will consider the investment prioritization factors highlighted in the decision-making framework that follows. (see sidebar).

In comparison to older wading pools, spray pads are generally more cost effective to operate, but there are significant operating considerations when planning for new spray pads. These include:

- Incorporating recirculating water systems where technically and financially feasible, rather than straight to drain systems to reduce water usage
- Reallocating operational savings from wading pool closures to support increased costs for water quality monitoring and site maintenance at spray pad locations
- Optimizing service at nearby wading pools, including the potential to increase operating hours for wading pools in close proximity to wading pools that are decommissioned

Proceeds from any property sales that may arise as a result of decommissioning a wading pool or spray pad will be reinvested in other City recreation facilities or amenities. Proceeds from property sales will be held in the Land Operating Reserve until they are reallocated.

Sponsorship opportunities should also be explored to potentially expand the available operating and capital funding for spray pads and wading pools.

Decision-making framework

Achieving the target level of service within available resources requires the City to consider which facilities should see investment and which facilities are candidates for rationalization. The adjacent diagram provides prioritization factors to ensure a consistent, clear, and transparent decision-making process.



Fig. 49: Diagram of the decision-making framework for wading pools and spray pads that indicates the priority factors for investment and rationalization.





Photo of Dakota Fieldhouse at Dakota Community Centre provided by ft3 Architecture Landscape Interior Design. Photography by Leif Norman.

11. Implementation

Recreation facilities require a significant level of capital investment to develop and long-term financial commitment to support future operation, maintenance and renewal. The Strategy recommends a balanced approach that recognizes the need for new facilities capable of responding to growth and changing community expectations while also committing to the ongoing maintenance and renewal of existing facilities so they continue to serve the community well.

A careful balance is also required between smaller neighbourhood and community-scale facilities that can support activities that are more localized and larger regional facilities that offer more diverse and specialized amenities. As outlined in *Sections 6-10*, the Strategy prioritizes investing in recreation facilities at multiple scales from city-wide through to neighbourhood.

As it's fully implemented over the next 25 years, the Strategy will have a significant and positive effect on all areas of Winnipeg. It will transform service, making new and refurbished facilities more welcoming, accessible, and inclusive for all Winnipeggers. Implementation of the Strategy will achieve:

- The renewal and upgrading of existing facilities
- Development of new facilities to address functionally obsolete facilities or facilities at the end of their useful lifecycle, geographic gaps in provision, and growth-related needs
- Collaboration with partners to explore new opportunities to provide facilities
- A sustainable means of maintaining recreation service levels for the next 25 years

The target levels of service identified for each facility type combined with the decision-making frameworks (see *Sections 6-10*), will allow the City to continually assess equitable provision, geographic gaps, growth-related needs, and opportunities to optimize facilities across the city. The following sections outline the critical next steps to implement the Strategy and realize the benefits of long-term health and wellbeing for our residents and our community.

11.1 Current investments

In addition to the City's tax-supported annual budget, as the Strategy developed, the following two funding opportunities emerged which allowed the City to begin advancing the strategic priorities outlined in *Section 5.4.*

City of Winnipeg capital program: Recreation & Library Facility Investment Strategy (RLFIS)

In November 2020, City Council approved a three year capital program called the *Recreation & Library Facility Investment Strategy* that runs from 2021-2023 and totals $50 million. The funding for the RLFIS capital program comes from the City's annual strategic infrastructure allocation from the Province of Manitoba and the funds are incorporated into the City's capital budget each year.

The program aligns to the direction provided by the Strategy with specific projects focused on improving the functionality and condition of existing facilities. See the diagram that follows in *Section 11.3* (*Fig. 50*), which provides additional information.

A key investment within the program is $1 million annually, $3 million total, to support capital maintenance needs across the entire inventory of recreation and library facilities. This commitment does not provide sufficient funds to resolve the full maintenance backlog but it will allow for some critical needs to be addressed.

The funding also includes renewal projects to improve the condition of Pan Am Pool, Cindy Klassen Recreation Centre, St. James Assiniboia Centennial, and Seven Oaks Indoor Pool. A kitchen renewal at Magnus Eliason Recreation Centre and a kitchen renewal with building system improvements at Turtle Island Neighbourhood Centre are identified along with investments for Kildonan Park Outdoor Pool and Dakota Waterplay Park.

In 2022, $8 million is included for a City contribution to an arena redevelopment project to be solicited through a Request for Proposals (RFP). The RFP process is intended to support private or community organizations capable of operating and developing new multi-pad arena facilities, that potentially enable the closure and decommissioning of an equivalent number of ageing City-operated arena assets.

Investing in Canada Infrastructure Program (ICIP)

The Investing in Canada Infrastructure Program is a bilateral agreement between the Government of Canada and the Province of Manitoba signed in 2018, that supports investment in long-term infrastructure projects. This agreement will provide more than $1.1 billion over the next decade in federal funding under the Investing in Canada plan. City of Winnipeg recreation projects supported through this agreement are cost-

shared between the three levels of government.

Funding through ICIP is supporting the expansion of St. James Civic Centre to create additional multi-purpose programming spaces, a community kitchen, and some dedicated space for the St. James Assiniboia 55+ Centre.

ICIP funds are also supporting the initial phase of the South Winnipeg Recreation Campus, which is the first regional indoor aquatic and recreation facility under development. The first component to be constructed is the fieldhouse which will consist of a variety of multi-purpose spaces, multiple gymnasiums, fitness area, walking track, and some outdoor amenities. Subsequent phases will see the addition of aquatic and library components. There is also the potential of a future arena component.

See the time line in *Section 11.3* (*Fig. 50*), for additional information on both projects.

11.2 Future investments: 10-year capital plan

In keeping with the City's asset management and investment planning framework, the Strategy provides a 10-year capital plan that outlines suggested investments required to meet the level of service targets for each facility type and service area. The time line diagram in *Section 11.3* (*Fig. 50*), shows the recommended investments by year. Any additional investment requirements both within and beyond the 10-year view will be brought forward through the City's annual investment planning process, as further facility assessments, feasibility studies, and business cases are developed and reviewed. Proposed strategic investments fall under the following categories:

Dedicated capital maintenance programs for recreation facilities

Dedicated funding for facility maintenance and renewal will create more resilient infrastructure, avoid higher future capital costs, and reduce the risk of unplanned closures. The *2018 State of the Infrastructure Report* identifies a current replacement value (CRV), of $1.4 billion for recreation and library infrastructure.[51]

The Association of Physical Plant Administrators (APPA), is recognized as an industry standard for the management and maintenance of facilities. APPA's guidelines recommend facility maintenance investment of between 3-4 percent of CRV annually to adequately respond to service needs, reduce the risk of building system failures, and increase customer satisfaction.[52] Investment between $42M and $56M annually is required for the City to meet the recommended APPA level of facility maintenance. Tasked with maintaining City recreation and library facilities, the Municipal Accommodations Division's current and forecasted capital maintenance and renewal budgets are only a fraction of those amounts.

It is recommended that dedicated capital maintenance programs be re-instated within the Municipal Accommodations' budget to ensure continued renewal and operation of recreation assets. Opportunities to create renewal reserves should also be considered as new recreation facilities are developed.

Indoor aquatic and recreation centres

Support development of new regional recreation complexes (that serve areas 4-6 km in size), to facilitate the transition from older, single-purpose pool facilities, to new multi-purpose facilities that support diverse use. Also, continue to invest in improvements to the functionality and condition of Pan Am Pool and community multi-use recreation centres.

Within the 10-year investment plan, the following projects are recommended:

- Implement the aquatic component of the South Winnipeg Recreation Campus to serve the southwest quadrant of the city
- Develop the East of the Red Rec Plex project to serve the northeast quadrant of the city
- Initiate preliminary planning and identification of potential sites for the future development of a regional scale aquatic recreation centre to serve the southeast quadrant
- Focus maintenance and renewal funds on improving the functionality and quality of existing community multi-use recreation centres to ensure they continue to meet service requirements and support diverse community needs

Community centres

Re-institute a Community Centre Investment Fund to address service gaps related to growth and to leverage transformation of older community centres

[51] *2018 State of the Infrastructure Report*, City of Winnipeg, 2018.

[52] *Operational Guidelines for Educational Facilities: Maintenance*, APPA , Ian S. Bigger, Editor-in-Chief; J. Thomas Becker, Maintenance Task Force Chair, 2nd Edition, 2011.

into contemporary facilities through amalgamation and redevelopment of existing assets. Funding in the amount of $10M every second year is recommended, that when leveraged through investment from senior levels of government, could enable one major community centre redevelopment/amalgamation or two to three moderate-scale projects every second year.

Increase funding in the first year of the Community Centre Investment Fund, to implement the gymnasium addition at Tyndall Park Community Centre and to develop a new community centre in the southeast area of Winnipeg. Both projects address service gaps resulting from population growth.

Retain the current Community Centre Renovation Grant Programs which provides financial support for individual community centres to improve the functionality and quality of existing facilities by undertaking smaller renovations, upgrades, retrofits, and repairs.

Neighbourhood recreation and leisure centres

Focus dedicated facility maintenance, renewal, and accessibility funds to improve the functionality and quality of these important neighbourhood-scale facilities that enable inclusive and equitable services in geographic areas of higher poverty.

Future projects for consideration include developing options for renewal or replacement of Freight House Recreation Centre to meet the service needs at this ageing but highly used facility. Further study of Fort Rouge Leisure Centre is also recommended.

Arenas and indoor ice sheets

In addition to the $8 million identified in 2022 for an arena twinning project (see *Section 11.1*), funding for a second arena twinning project is recommended in 2027.

Outdoor pools

Provide larger, destination outdoor pools that serve regions of 4-6 km, supplemented by smaller community pools to support geographic areas of higher poverty. Within the 10-year investment plan, the redevelopment of Freight House, Provencher, and Fort Garry Lions Outdoor Pools is recommended.

Spray pads and wading pools

The creation of a Spray Pad Investment Fund is recommended to address gaps in service and continue the shift from wading pools to spray pads which provide more play value, better accessibility, an expanded season, and increased operating hours. Funding is recommended to facilitate the construction and ongoing operation of two new spray pads per year over ten years. As new spray pads are developed, close older wading pools within their catchment area and reinvest in those park sites to provide alternate recreation amenities.



11.3 Recommended capital investment plan (2021-2033)

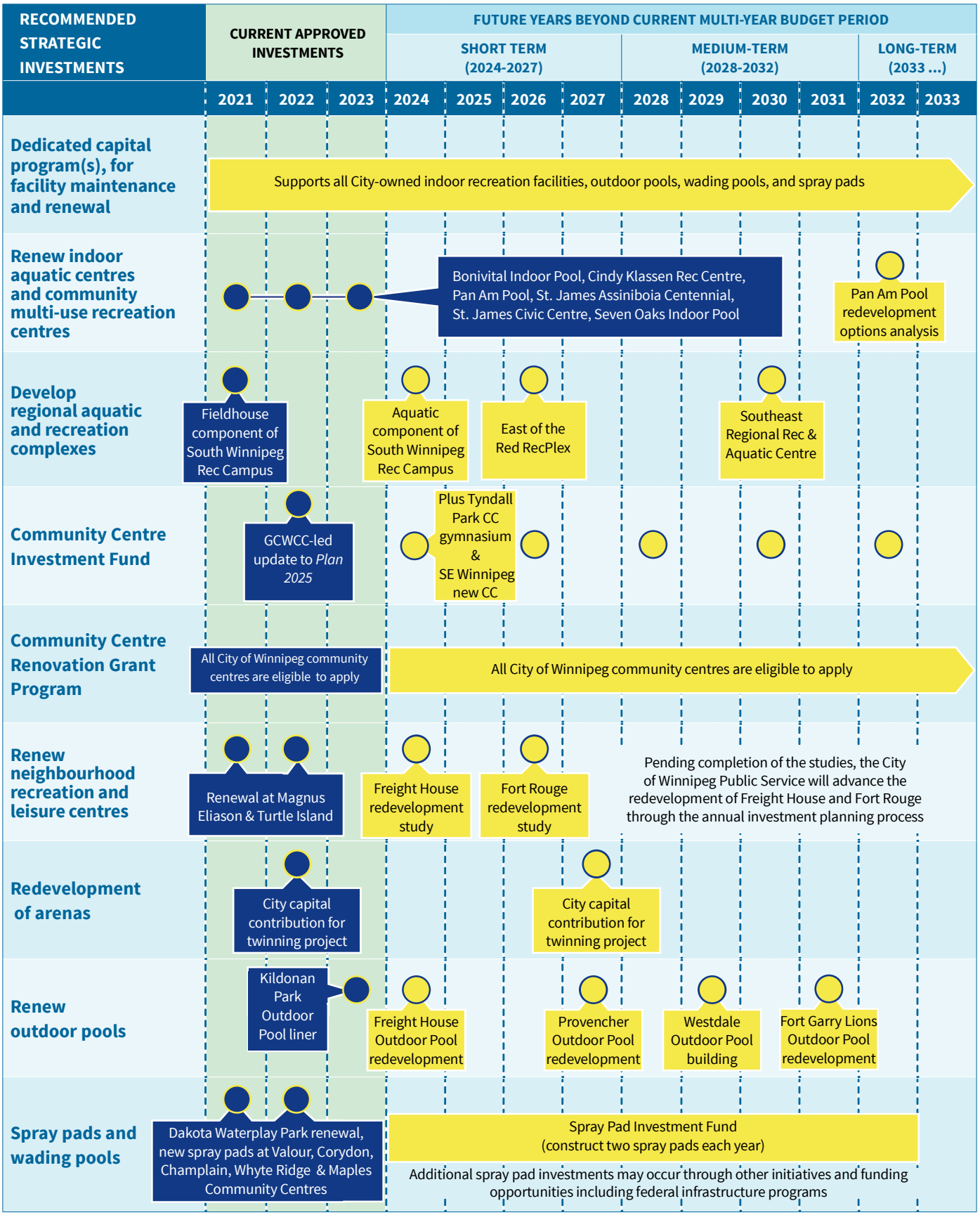


Fig. 50: Diagram of recommended capital investments between 2021-2033. Investments in blue boxes have approved funding. Investments in yellow boxes are currently unfunded and will require capital commitments in order to proceed.

11.4 Funding the Strategy

Access to sufficient funding to renew, replace, revitalize, and construct new recreation infrastructure is a challenge for most municipalities across Canada. This is a particularly significant concern in Winnipeg, where the majority of facilities are approaching the end of their lifecycle and require significant capital investment to replace building systems and components so facilities remain operational.

The City makes strategic investment decisions to balance a large inventory of recreation facilities with budgets that have historically been insufficient to meet all facility maintenance and renewal needs. Investment decisions consider how to optimize existing facilities and maintain services while also developing new facilities to extend services to address the needs of newer neighbourhoods. Some existing recreation facilities are well-suited for renewal and transformation to become multi-use, multi-generational facilities. In other instances, continued investment in an existing facility may not be the most effective means of providing recreation services and new facilities should be considered.

The City's ability to generate and sustain sufficient funding levels is limited but critically important to the success of the Strategy. Options and recommendations have been developed to guide the financial implementation of the plan, including possible funding approaches that require further exploration and stakeholder involvement.

- **Debt:** The City has traditionally utilized debt as a means to finance major capital infrastructure investments. As there are limits to the amount of debt the City can service, additional funding sources will be required to implement the Strategy
- **Dedicated mill rate support:** Dedicated annual mill rate funding for roads has resulted in significant improvement to the condition and service levels to the transportation system in Winnipeg. Future City Councils may consider a similar approach to deal with the significant unfunded facility renewal needs for recreation infrastructure
- **Development agreement parameters:** Through collaboration with the development industry, there may be opportunities to redefine what parklands and amenities are included as part of new developments



Fig. 51: Survey responses assessing the level of public support for different options to increase recreation facility maintenance budgets. The survey occurred in 2021, during the second phase of public engagement for the *Winnipeg Recreation & Parks Strategies*.

- **Development cost charges:** The City intends to work with the development industry to establish growth or impact fees to address some of the infrastructure costs associated with residential growth. Consideration should be given for a proportionate share of any new funding to recreation and library infrastructure and land acquisition, required to meet demands for services in new areas
- **Funding partnerships with senior levels of government:** Multi-level funding partnerships have long been utilized for the development of recreation infrastructure throughout Winnipeg's history. The City should continue to work with senior levels of government to identify mutually beneficial projects and opportunities that address new infrastructure needs, renewal, and investments to achieve climate adaptation and mitigation goals
- **Partnerships:** The City should continue to embrace partnership opportunities with private or community organizations with compatible service goals and benefits to the community, that can bring additional capital and/or operating funds to projects
- **Property sales:** Where appropriate, and with Council concurrence, proceeds from property sales that may arise as a result of reconfiguring City-owned recreation and library assets will be reinvested in other City recreation and library facilities or amenities. The proceeds will be held in the Land Operating Reserve until they are reallocated
- **Consider Seniors and Affordable Housing as a potential Financing Tool for Regional Recreation Facilities:** The City of Winnipeg Public Service is currently exploring the feasibility of including include seniors and affordable housing components, as part of the proposed East of the Red RecPlex project. This opportunity could include partial land sale, air rights, and/or utilizing incremental property tax revenue to finance a significant portion of a City of Winnipeg capital contribution to the project. Co-locating residential components with regional recreation centres will help to ensure recreation opportunities are convenient and easy to access thereby offering significant health and social benefits for potential residents. A resident population on-site is also likely to result in higher participation levels for recreation programs and increased facility usage. If deemed feasible, there may be other opportunities to explore concurrent development of a residential component to finance other regional indoor aquatic and recreation facility projects
- **Sponsorship:** Opportunities for sponsorships that potentially expand the available operating and capital funding for recreation programs, services, and facilities should be explored

11.5 Strategic actions matrix

Specific actions that support implementation of the Strategy are recommended throughout the document. The actions matrix below captures those recommendations and identifies additional activities required to support implementation of the Strategy over the next 25 years.

GOALS	TIMELINE	INCREMENTAL FINANCIAL IMPACT OPERATING COSTS
AL – Active living IA – Inclusion and access N – Connecting people with nature SE – Supportive environments CB – Capacity building	(S) Short-term – 1-6 years (M) Medium-term – 7-10 years (L) Long-term – 11-25 years	($) Less than $50,000 ($$) $50,000 – $150,000 ($$$) $151,000 – $300,000 (TBD) To be determined

	ACTION	REFERENCE	TIMELINE (S/M/L)	INCREMENTAL FINANCIAL IMPACTS
1	Review existing partnerships and agreements to develop a partnership framework that assess the merit and guides the development of partnerships with clear benefits and accountabilities. Ensure the ongoing coordination and monitoring of agreements	2.5.3, 4.1.3, 4.5.2 - 4.5.8, 4.5.19 - 4.5.21, 5.4, 12.5.1	S, M, L	$$
2	Undertake regular reviews of the recreation system including, but not limited to, identifying community needs or interests; reviewing participation levels and identifying possible barriers to participation; and assessing policies, fee structures, and service offerings	4.2.6	S, M, L	-
3	Explore, with other City departments and community organizations, opportunities to enhance outdoor recreation programs that activate and leverage existing City parks and pathways	4.3.4	S, M, L	-
4	Invest in tools and leverage technologies to better evaluate facility usage, functionality, and condition	4.3.2, 4.4.5, 4.4.6, 4.4.7, 5.0 - 5.4	M	TBD
5	Continue to further develop a set of established tools and performance indicators, including the Recreation Levels of Service, that will serve as a framework for decision-making to ensure that programs, services, and facilities continue to meet the needs of residents	4.3.2, 4.4.8, 5.0-5.4, 6.3, 7.3, 8.3, 9.3, 10.3-	S, M, L	-
6	Develop and regularly update asset management plans, complete with capital investment strategies, for each of the recreation facility types	4.3.2, 4.4.5, 4.4.6, 5.0 - 5.4, 6.0 - 10.4, 11.2, 11.3	S, M, L	-
7	Assist and support the GCWCC-led process to update the community centre strategic plan *GCWCC Plan 2025*	4.5.12 - 4.5.18 7.0 - 7.4	S	-
8	Encourage supportive food environments through the provision and promotion of healthy food choices at City of Winnipeg recreation facilities	6.2, 7.2	M	-
9	Initiate a planning process, working with interested stakeholders, to explore options for the redevelopment or replacement of Pan Am Pool	4.5.19 - 4.5.21, 6.2.1 - 6.4.1	S	-

	ACTION	REFERENCE	TIMELINE (S/M/L)	INCREMENTAL FINANCIAL IMPACTS
10	Work collaboratively with GCWCC and community centres to create communication approaches that support stronger program promotion including the potential of increasing multi-lingual communication and promotion	4.2.1, 4.2.5, , 4.4.1, 4.4.2, 7.4.1	S	-
11	Explore partnership opportunities, through Requests for Proposals or Expressions of Interest, for new multi-pad arena development and the leasing or re-purposing of existing arenas	4.5.8, 8.0 - 8.4	S	-
12	Develop an arena service strategy and update the *Indoor Arena Ice Allocation Policy* to ensure equitable community access while addressing the evolving demand for ice sports and the diversity of ice users and arena operators/service providers	8.0 - 8.4	S	-
13	Investigate the establishment of a renewal reserve for future maintenance and renewal of new recreation infrastructure	4.4.6, 11.2	S	-
14	Provide biennial updates on the implementation of the Winnipeg Recreation Strategy focusing on the recommended capital plan and the key strategic actions		S, M, L	-

Fig. 52: Actions matrix identifying specific actions required to achieve the goals and support the implementation of the Strategy. The timeline and financial implications are also indicated for each action.





Photo of WSF Soccer North provided by Stantec Architecture + Engineering.
Photography by Gerry Kopelow

12. Appendix

12.1 Winnipeg's recreation history[52]

Winnipeg lies within the ancestral lands of the Annishinabe (Ojibway), Ininiwak (Cree), and Dakota peoples. The heart of Winnipeg is the confluence of the Red and Assiniboine Rivers, which has been a meeting place for at least 6,000 years. This site is known today as The Forks. It was an important provisioning and camping site for seasonal migrations and a more expansive transcontinental trade route.

Traditionally, all aspects of life were integrated for Indigenous Peoples. The activities and experiences of work, play, leisure, recreation, and religion were all interconnected.[53] Traditional games and sports had both spiritual and practical purposes. Games were played to make peace with the spirits. They were also used to teach hunting and other life skills required by Indigenous Peoples. Physical fitness was necessary for survival. Games and competitions were also a means of settling differences between tribes. Sport, song, and dance were part of celebrations and played an essential role in social gatherings. The connection between mind, body, and spirit was recognized and highly valued.[54]

Transcontinental trade, especially in furs, brought increased contact between the local Indigenous People and European traders. The Métis Nation emerged from the union of voyageurs of European descent and Native women during the fur-trading era. By 1800, the Métis were established as a distinct cultural group. They settled along the Red and Assiniboine Rivers on long, narrow lots fronting on the river. Although there was little leisure time, the Métis lifestyle reflected the mixture of their French Canadian and First Nations heritage. It included sports and games of skill developed from everyday survival skills and social gatherings with music and dance. Popular activities included sharp-shooting, wrestling, running, canoeing, horse races, card games, and games of chance.[55]

European settlement in the area increased with the arrival of the Selkirk Settlers in 1812. The Selkirk Treaty, signed in 1817, is the first formal written agreement in western Canada recognizing Indigenous land rights and allowed for the peaceful settlement of 1,000 Scottish families along the Red and Assiniboine Rivers. It was superseded by Treaty 1 in 1871.[56]

The steadily growing Red River settlement was incorporated as the City of Winnipeg in 1873. At that time, parks and recreation spaces were not an integral element in most Canadian cities and towns. Despite this, hockey rinks existed in St. Boniface and Winnipeg in the 1870s, making them some of the earliest examples in western Canada.[57]

The completion of the Canadian Pacific Railway in 1885 fueled high levels of immigration, triggering a new wave of growth and prosperity for Winnipeg. As a result, by the early 1890s, there were growing concerns about congestion, poor sanitation, and the threat of infectious disease. These concerns accelerated the movement to establish public parks supported by municipal taxes that could provide residents with recreation and leisure opportunities. The goal of improving Winnipeg's quality of life mirrored larger civic reform movements occurring across North America.

The advent of the Manitoba Public Parks Act in 1892 enabled municipalities to establish parks boards with the authority to buy, sell, own, operate, and regulate parks and the recreation facilities within them. That same year saw the establishment of the Winnipeg Parks Board. The Parks Board laid the groundwork for a system of neighbourhood parks, including Fort Rouge Park, Central Park, and part of St. John's Park. The board also acquired 290 acres of land dedicated for Assiniboine Park, which opened to the public in 1909.

Following the Winnipeg Playgrounds Commission's formation in 1909, skating rinks and playgrounds developed primarily on school grounds were operated seasonally by playground directors. The commission subsequently began offering "social centre classes," including activities such as folk dancing and other cultural pursuits. Simultaneously, community clubs and parent volunteer groups assembled to provide

[52] *A City at Leisure: An Illustrated History of Parks and Recreation Services in Winnipeg*, Catherine MacDonald, Parks and Recreation Department, City of WInnipeg, 1995.
[53] *Leisure & Recreation in Canadian Society: An Introduction*, George Karlis, 2016.
[54] *Indigenous Long–Term Participant Development Pathway 1.2*, Sport for Life Society, 2019.
[55] 'Métis Games Learning Collection' web page, Teacher Centre, Virtual Musuem website, ViCHIN-Canadian Heritage Information Network, Department of Canadian Heritage, Government of Canada, 2009.
[56] 'Spotlight - Selkirk Treaty & Map' webpage, Hudson Bay Company Archives, Archives of Manitoba website.
[57] 'Métis Games Learning Collection' web page, Teacher Centre, Virtual Musuem website, ViCHIN-Canadian Heritage Information Network, Department of Canadian Heritage, Government of Canada, 2009.

supervised sports programming for neighbourhood children using vacant lots and school facilities.

By 1914, the Parks Board was the authority in charge of all public green spaces in Winnipeg. Early parks superintendents favoured passive uses such as reading, walking, picnicking, and nature appreciation. However, the Parks Board eventually developed active recreational amenities, including sports fields, tracks, indoor and outdoor swimming pools, and tennis courts.

After World War II, the Parks Board focused on providing basic recreational facilities city-wide, including the construction of community centres throughout the city. Responsibility for the administration and provision of recreational programming and sport largely shifted to schools and community centres, with the Parks Board providing strategic financial and advisory support. This uniquely Winnipeg, volunteer-led 'community centre model' continues to this day and forms the backbone of Winnipeg's grassroots sport and recreation service model.

In 1960 , a two-tiered system of government developed for that encompassed the City of Winnipeg and surrounding suburban municipalities, with the new Metropolitan Corporation of Greater Winnipeg assuming responsibility for major parks within the region. Each municipality developed a unique mix of recreation facilities and parks based on its residents' and political leaders' priorities. As a result, there was a significant disparity in service and facility provision throughout the region. With the centennial celebration funding from senior levels of government (Canada in 1967, Manitoba in 1970 and Winnipeg in 1974), significant investment in new recreation facilities took place throughout the city. Most of this investment was in stand-alone, single-purpose facilities. Although many have been renovated and retrofitted, they continue to form most of Winnipeg's current inventory of indoor pools, outdoor pools, arenas, recreation centres and wading pools.

The 1970s through 1990s were characterized by a series of administrative reorganizations and innovations to address the effects of municipal amalgamation and limited budgets. Although civic investment in recreation facilities was constrained, several large suburban community centres were constructed during this time. The early 1970s also saw the establishment of the General Council of Winnipeg Community Centres tasked with supporting the community centre model through stronger communication and programming coordination.

Reorganization within the City of Winnipeg in 1997 brought the splitting up of the former Parks and Recreation Department, with recreation service delivery moving to the Community Services Department, park planning and facility maintenance to Planning, Property and Development and park maintenance to the Public Works Department.

In 2000, the City of Winnipeg endorsed the Maskwachees Declaration. This provided a commitment by the City to be a partner with the Indigenous community to reinforce traditional, cultural, and spiritual values while addressing issues related to poverty, unemployment, training and education.

Throughout the 2000s, despite ongoing fiscal restraint, tri-level government partnerships enabled reinvestment in several key recreation facilities throughout the city. Investments focused on developing multi-use, multi-generational program space in mature communities. As a result, there were substantial additions and redevelopment at St. James-Assiniboia Centennial Pool, Cindy Klassen Recreation Complex, and North End Centennial Recreation Centre (Sgt. Tommy Prince Place). There was also redevelopment, additions, and amalgamations of several community centres.

City Council adopted the *Recreation, Leisure and Library Facilities Policy* in 2005. The *Policy* established a framework to steer the development of a contemporary mix of multi-use recreation facilities and the consolidation of aging, single-use facilities. The *Policy* also introduced new facility types uncommon in Winnipeg, including spray pads, skateboard parks, and large leisure pools. This led to the construction of Winnipeg's current inventory of spray pads and skateboard parks.

In 2008, City Council approved the *Winnipeg's Indigenous Youth Strategy*, *Oshki Annishinabe Nigaaniwak (Youth Indigenous People Leading),* and its recreation pillar 'Recreation, Culture and Leisure'. This period also saw evolution of the community centre model with the approval of the GCWCC-led *Plan 2025* in 2009 and the creation of the Community Centre Investment Fund.

12.2 Organizational structure and governance

Two City of Winnipeg departments are primarily responsible for providing recreation and parks services in Winnipeg: the Community Services Department and the Parks and Open Space Division of the Public Works Department. Each relies on the support and resources of other City departments in the provision of these services. The roles and relationships of the City departments is outlined below (*Fig. 52*) and explained in more details in the following sections .

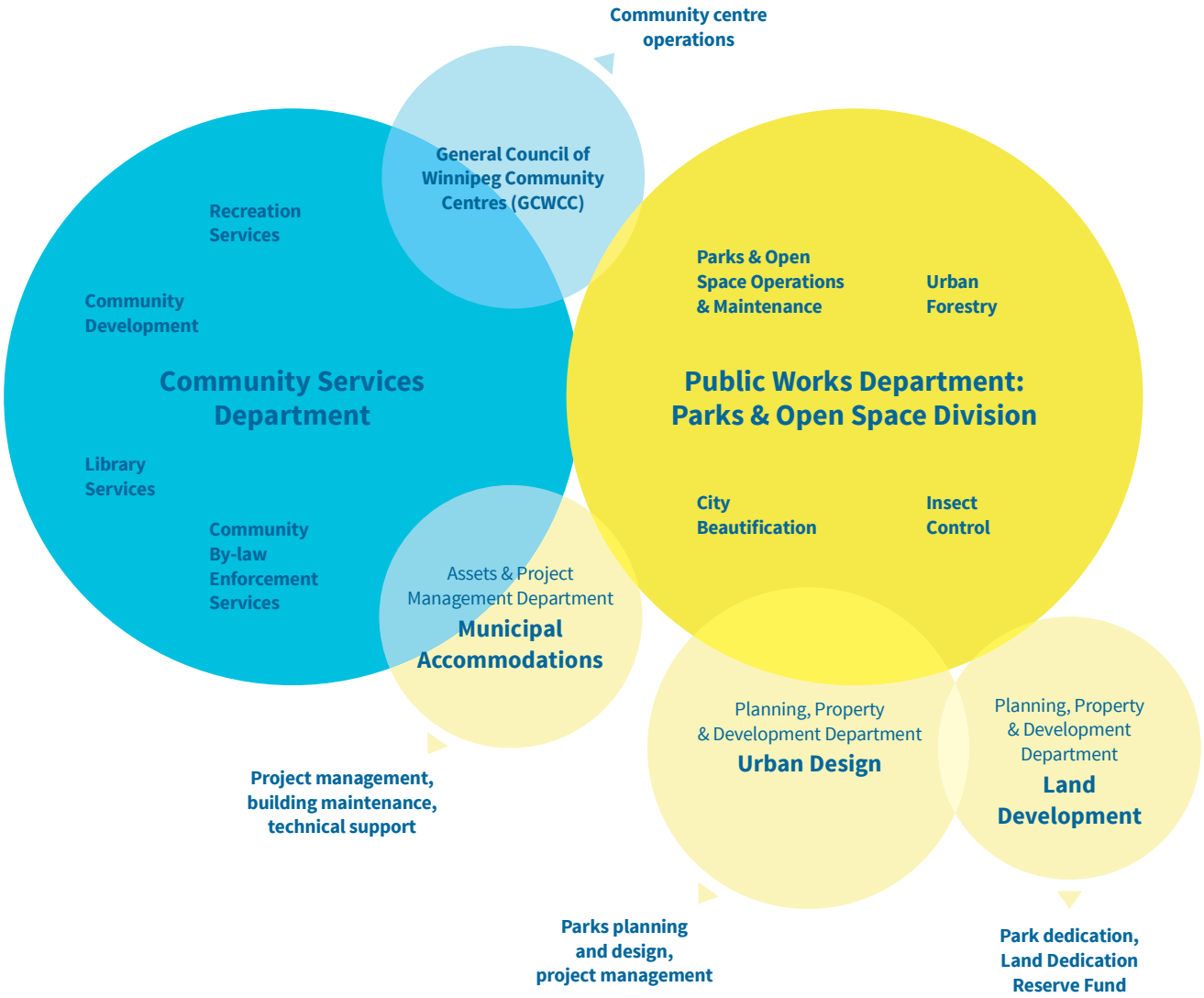


Fig. 52: Diagram showing the City departments and divisions involved in the delivery of recreation and parks services in Winnipeg.

12.2.1 Recreation Services Division, Community Services Department

Recreation Services is the primary division providing indoor recreation programs and services for residents. With the exception of community centres, the Recreation Services Division is responsible for all indoor recreation facilities and amenities owned by the City of Winnipeg. They are also responsible for the outdoor pools, spray pads and wading pools.

12.2.2 Community Development Division, Community Services Department

Created in the fall of 2019, the Community Development Division is organized into two branches; Community Centres, and Community Development.

The Community Centres branch works with General Council of Winnipeg Community Centres (GCWCC), and individual community centres. This includes the management of all agreements and the administration of the Universal Funding Formula along with other aspects governing community centres. The Community Centre branch is also responsible for Joint-Use Agreements and the Community Incentive Grant Program.

The Community Development Branch includes emergency social services and crisis response functions, the management of social grants, and a wide range of community development initiatives. Most recently this branch was responsible for the development of the City's *Newcomer Welcome & Inclusion Policy and Strategic Framework*, the *Winnipeg Poverty Reduction Strategy*, and initiatives related to anti-racism within the public service.

12.2.3 Municipal Accommodations Division, Assets & Project Management Department

Municipal Accommodations provides facility management services for other City departments including the Community Services Department. Municipal Accommodations operates and maintains recreation facilities and provides project management and technical support for facility renovation or development projects.

12.2.4 General Council of Winnipeg Community Centres (GCWCC)

The 2005, City Council adopted the *Recreation, Leisure and Library Facilities Policy,* which provided an enhanced role for GCWCC in facilitating a stronger and more sustainable Community Centre model. This role continues and includes parameters around governance, capital investment, operations, and programming which have formed the basis for a more detailed Management Agreement between the City of Winnipeg and the GCWCC.

GCWCC provides day-day administrative guidance and support for community centre operations and program delivery along with leading consultative processes for renovation, expansion, redeveloping and optimizing community centres facilities. GCWCC works in close collaboration with the City administration on all aspects of the community centre model.

GCWCC is governed by a Board of representative community centres but also includes City appointed community representatives. GCWCC reports to City Council through the Executive Policy Committee and is required to submit a 3-year business plan on an annual basis.

12.3 Operating and capital budgets

The City reports budget information on a service-based basis (how much the service will cost and how the service is to be funded), regardless of which area or department delivers the service. The service-based budget is intended to provide more transparent reporting and a more direct link between budgets provided and services delivered. Approved operating and maintenance budgets for recreation services are largely identified within the Recreation Service of the City's Annual Operating and Capital Budget documents. Additionally, funds are transferred on an annual basis from the Recreation Service to the Property Asset Management Service (managed by the Municipal Accommodations Division), to cover facility costs including utilities, cleaning, operations and maintenance.

Approved funding for recreation capital renewal, redevelopment or new facility needs is identified within the City's annual Capital Project Detail document, typically under the Community Services Department. Some capital funding allocated to recreation facilities may also reside within the Asset & Project Management Department due to the facility maintenance role of the Municipal Accommodations Division. However, a service-based view which captures all of the capital commitments supporting recreation services, regardless of department, can be found in the Appendices of the Capital Project Detail document.

The capital budget is comprised of six years: the budget year and a five-year forecast. A*sset Management Policy F1-001* states that the City will implement a comprehensive approach to managing its assets, to meet established levels of service at the lowest overall cost of ownership, at an acceptable level of risk. Winnipeg's *City Asset Management Plan (CAMP),* and annual capital budget process are the key tools used to implement the City's long-term capital planning process.



12.4 National and provincial recreation plans and policies

The following national and provincial plans or policies contain important context and direction which support the delivery of municipal recreation services by the City of Winnipeg.

A Common Vision for Increasing Physical Activity and Reducing Sedentary Living in Canada: Let's Get Moving

The Common Vision is the first national policy document to focus on physical activity and its relationship to sport, recreation and health, as well as other relevant policy areas. Informed and inspired by Indigenous perspectives and input from many organizations and leaders, the *Common Vision* promotes coordination and collaboration across sectors and orders of government in order to increase physical activity and reduce sedentary living at the population level. The *Recreation Strategy* reflects the principles and areas of focus within the *Common Vision*.

A Framework for Recreation in Canada 2015: Pathways to Wellbeing

The Framework is a collaborative effort among Canada's provincial and territorial governments (excluding Quebec), the Canadian Parks and Recreation Association and the provincial/territorial parks and recreation associations to clearly define what recreation means to Canadians, and provide a vision and framework for renewing recreation in Canada. The *Recreation Strategy* aligns to the vision, values, guiding principles and goals of the *Framework* thereby positioning Winnipeg as a municipal partner in advancing wellbeing through a renewed recreation mandate.

Canadian Sport for Life Model (CS4L)

The *Canadian Sport for Life Model* was developed by the national non-profit Sport for Life Society, to improve the quality of sport and physical activity in Canada. Based on a vision of physical literacy, sport excellence and activity for life, it includes the *Canadian Sport for Life – Long-Term Development in Sport and Physical Activity Framework* which outlines a path for individual experience in sport and physical activity throughout every phase of life. The *Recreation Strategy* reflects the City's role within the CS4L Framework.

Active for Life: Durable by Design (2016)

'Active for Life' is the final developmental stage of the *Canadian Sport for Life – Long-Term Development in Sport and Physical Activity Framework* and focuses on physical fitness and recreational activity through adulthood and into older age. The document provides guidance to programmers and policy-makers on maintaining and maximizing physical literacy throughout Canadians' lifespan by providing ample, accessible, enjoyable and meaningful opportunities for physical activity. The *Strategy* considers the guidance of *Durable by Design* to incorporate opportunities for physical activity, social connection and psychological wellness into Winnipeg's recreation facilities, programs and services.

Canadian Sport Policy (2012)

The *Canadian Sport Policy* is effective from 2012–2022. The goal of the policy is to increase the number and diversity of Canadians participating in organized and unorganized sports. The *Canadian Sport Policy* provides direction on offering Canadians opportunities and access to recreation and sport activities, and for contributing to social and economic development through sport. The *Recreation Strategy* reflects policies presented in the *Canadian Sport Policy* to improve access to sports, build partnerships and explore positive economic impacts of sports and recreation in the city.

Manitoba's Policy for Recreation Opportunities (2015)

Manitoba's Policy for Recreation Opportunities reaffirms the Province's commitment to recreation and provides a framework and direction for the provincial government and community partners to build a responsive, inclusive and efficient recreation delivery system. The *Policy* recognizes the importance of collaboration and commits to support communities, volunteers/ recreation professionals and other partners to deliver recreation. The *Recreation Strategy* incorporates areas where the City can work collaboratively with the Province in advancing shared objectives such as the removal of barriers to participation, the joint-use of schools and recreation facilities, and increasing leadership capacity.

12.5 Existing City-wide policies

The *Recreation Strategy* is directed by the *City of Winnipeg Charter*, *OurWinnipeg 2045 Development Plan*, and the *Complete Communities Direction Strategy 2.0*, which are summarized in Section 1.3. The following

policies apply to the City of Winnipeg as a whole, but also contain important direction for the recreation system and therefore are specifically addressed in the *Recreation Strategy*.

Asset Management Policy

The *Asset Management Policy* directs the City to consistently deliver established customer service levels at an acceptable level of risk while minimizing the lifecycle costs of City assets. The *Recreation Strategy* provides direction to re-define the service levels that the City will provide for recreation assets.

Age-Friendly Winnipeg Action Plan

The *Age-Friendly Winnipeg Action Plan* provides directions on how to make Winnipeg a more age-friendly city that encourages active aging by optimizing opportunities for health, participation and security in order to enhance quality of life as people age. The *Recreation Strategy* takes into consideration how the recreation system serves the aging population.

Green Building Policy

The *Green Building Policy* ensures that new City-owned facilities and major additions to existing facilities are designed, constructed and operated to a high standard of performance in environmental, economic and social sustainability. The construction and renovation of City-owned recreation facilities will adhere to this policy.

Library Strategic Plan

The *Library Strategic plan* defines strategic priorities from 2013–2020. This plan outlines strategies to help Library Services navigate the changing role of libraries and aging library facilities. The development of this plan informed the development of the Council Adopted *Library Redevelopment Strategy* which has seen the construction of three new branches and redevelopment of four branches. The *Recreation Strategy* takes this plan into consideration, as Library Services operates within the Community Services Department and service provision and facility development needs will overlap.

Newcomer Welcome & Inclusion Policy

The *Newcomer Welcome and Inclusion Policy* presents a vision for how the City of Winnipeg can better support the settlement and integration of Newcomers, and foster a welcoming, inclusive, and equitable city for all new residents of Winnipeg. Strategic priorities and objectives are identified in the *Policy* as key aspects for implementation by City employees and elected officials, and to illustrate the importance of being welcoming and inclusive of diversity in the workplace and community. This *Recreation Strategy* aligns to the *Newcomer Welcome and Inclusion Policy* and includes policies to support welcoming, inclusive, and equitable access to programs, services, and facilities to promote Newcomer inclusion and participation.

Oshki Annishinabe Nigaaniwak, Winnipeg's Indigenous Youth Strategy

The mission of the *Indigenous Youth Strategy* is to give Indigenous youth positive opportunities in the community and civic system by bridging and providing culturally appropriate programs and supports related to employment, literacy and recreation to increase resiliency, self-sustainability, pride, and future opportunities. The objectives and service areas of the *Recreation Strategy* reflect the *Oshki Annishinabe Nigaaniwak's* second pillar of Physical, Culture and Leisure.

Safe City by Design (formerly LiveSAFE)

Adopted in 2008, the *LiveSAFE* policy and strategy documents recognizes that successful crime prevention interventions involve all sectors within the community. The intent is to find a balanced approach to crime prevention that includes policing as well as a preventive approach, in order to address the root causes of crime. The *LiveSAFE* policy is currently under review and will be amended. In November 2021, Council also directed that the policy be renamed *Safe City by Design*. The *Recreation Strategy* includes specific direction on the provision of recreation services that are welcoming, safe and inclusive in order to encourage participation, reduce at-risk behaviours and provide an upstream and indirect approach to crime prevention through social development.

Universal Design Policy & Accessibility Design Standards

The *Universal Design Policy* ensures that the City incorporates universal design principles into its services and facilities to ensure they can be used by people with a wide range of abilities. The *Accessibility Design Standards* are intended to support the implementation of the *Universal Design Policy*. The *Accessibility*



Design Standards are requirements that apply to City-owned, occupied, funded or leased buildings and exterior grounds. The *Recreation Strategy* mandates inclusive and accessible recreation opportunities and facilities in accordance with the *Universal Design Policy* and the *Accessibility Design Standards*.

Welcoming Winnipeg: Reconciling our History Policy

Welcoming Winnipeg is an initiative that responds to the national dialogue to re-examine historical markers and place names to resolve the absence of Indigenous perspectives, experiences, and contributions in the stories remembered and commemorated in Canadian cities.

Winnipeg Parks Strategy

The *Winnipeg Parks Strategy* outlines existing conditions of all parks amenities. Using this information, it provides guidance on all aspects of future parks service delivery and action-oriented priorities for when and how service delivery will take place. The *Recreation Strategy* has closely aligned with the *Parks Strategy* and shares a common vision, values, and goals. Outcomes of the *Parks Strategy* will inform opportunities for recreation to connect to parks provision and identify potential ideas for programs.

Winnipeg Pedestrian & Cycling Strategies

The *Pedestrian & Cycling Strategies* (PCS), provides the long-term vision for accessible, convenient, and safe walking and cycling facilities for people of all ages and abilities. In order to implement the visions, goals and actions of the *PCS*, policy directs that: the City develops an annual Pedestrian and Cycling Action Plan to identify projects and initiatives as part of its efforts to keep the *PCS* a living document. The *Recreation Strategy* recognizes the importance of a pedestrian and cycling network that support active-living goals and increases access to recreation facilities and amenities.

Winnipeg Poverty Reduction Strategy

The recently adopted *Winnipeg Poverty Reduction Strategy* was co-created with the community partners, residents and knowledge keepers. It forms the foundation for the City's work in poverty reduction going forward; clarifying the City's role, identifying priority short- and long-term actions, and establishing an implementation plan that includes review and renewal. The *Recreation Strategy* aligns to the goals of the *Poverty Reduction Strategy* including the purposeful alignment of programs and services for greater collective impact in reducing poverty. The *Poverty Reduction Strategy's* approach, analysis, and mapping of geographic areas of higher poverty is employed throughout the *Recreation Strategy* and discussed in Section 3.2.

Winnipeg Transit Master Plan

The *Winnipeg Transit Master Plan* establishes the long-term vision for transit in Winnipeg. The plan is supported by strategic policy guidance that creates structure and transparency, along with specific objectives that provide better transit options, resulting in a simpler, more efficient, more effective, and more accessible transit system - one that is better positioned to become people's first choice for travelling around Winnipeg. The *Recreation Strategy* recognizes the important role Winnipeg's transit network plays in providing access to recreation facilities and amenities.

Winnipeg Transportation Master Plan

The *Winnipeg Transportation Master Plan (TMP)* presents a long-term strategy to guide the planning, development, renewal and maintenance of a multi-modal transportation system which is consistent with projected needs, aligned with the city's growth, and supports the overall vision for a sustainable Winnipeg and region. The City is currently in the process of reviewing and updating the *TMP,* to ensure our transportation system supports quality of life and economic vitality through safe, efficient, connected

and barrier-free movement of people and goods using a choice of modes and sustainable infrastructure. The *Recreation Strategy* recognizes the importance of multi-modal transportation options that support access to recreation facilities and amenities to ensure recreation opportunities are fully integrated as part of Winnipeg's complete communities.

Winnipeg's Climate Action Plan

Winnipeg's Climate Action Plan provides targets and actions for mitigating the City's environmental impacts and responding to a changing climate. It directs specific updates to municipal plans and infrastructure including a greenhouse gas emissions reduction target for the City. The *Recreation Strategy* aligns to the goals of *Winnipeg's Climate Action Plan* and the specific direction it provides relative to buildings.

Winnipeg's Indigenous Accord

Winnipeg's Indigenous Accord is a tool in which Indigenous and non-Indigenous Winnipeggers can come together and explore reconciliation. The *Accord* was unanimously adopted by City Council on March 22, 2017, marking an important step forward in the City of Winnipeg's Journey of Reconciliation.

12.5.1 Recreation policies and planning documents:

The *Recreation Strategy* will guide and inform the following policies.

Community Centre Universal Funding Formula

The *Community Centre Universal Funding Formula* determines how operating grants are distributed from the City to community centres based on heated square footage, population base and number of outdoor hockey rinks for each community centre. Future changes to the *Community Centre Universal Funding Formula* should be informed by the *Recreation Strategy*.

Development Agreement Parameters

The *Development Agreement Parameters* express the general policy of the City, providing guidelines for formulating condition in development agreements, which are negotiated between the City and developers. The parameters set out the roles, responsibilities and cost sharing obligations of each party for a new development. This includes processes and expectations associated with determining public park dedication or cash-in-lieu of land payment (or a combination of both), along with associated requirements for landscape improvements, land draining servicing, and public access easements. Future updates to the *Development Agreement Parameters* should reflect the direction and guidance provided in the *Recreation Strategy.*

GCWCC Plan 2025

Produced by the General Council of Winnipeg Community Centres (GCWCC), *Plan 2025* provides an explanation of the community centre model of recreation delivery in Winnipeg. It identifies key issues facing community centres' ability to provide services on a sustainable basis. The plan includes recommendations for staffing, programming, facilities and capital projects. The current document is reaching the end of the intended planning horizon and GWCCC will lead a process to update the document to become *Plan 2045*. The updated plan should reflection the direction and guidance provided in the *Recreation Strategy.*

Indoor Arena Ice Allocation Policy

The *Indoor Arena Ice Allocation Policy* outlines how ice time at City arenas should be allocated to clubs, youth programs, casual rentals, contract rentals, etc. Future updates of the *Indoor Arena Ice Allocation Policy* should reflect the direction and guidance provided in the *Recreation Strategy*.

Joint-Use Development Policy

The City of Winnipeg's *Joint-Use Development Policy* provides guidelines for entering into joint-use agreements of land or facilities and joint-use development projects between the City and school divisions. The City of Winnipeg is currently reviewing the *Joint-Use Development Policy* to ensure it responds to current and future needs. Any revisions to the *Joint-Use Development Policy* should reflect the direction and guidance provided in the *Recreation Strategy.*

Land Dedication Reserve Fund Policy

The *Land Dedication Reserve Fund Policy (LDRF),* requires developers to pay cash-in-lieu of providing an open space dedication. The funds are used for the acquisition and improvement of land for parks, recreation and community use. *The Land Dedication Reserve Fund* should be considered as a funding tool during the implementation of the *Recreation Strategy.*

Real Estate - Acquisition of Property Policy

The *Acquisition of Property Policy* sets out the requirements to acquire non-City-owned property and to negotiate the terms and conditions of an acquisition, easement or land exchange. Implementation of the *Recreation Strategy* should consider and align to the requirements of the *Acquisition of Property Policy.* Future updates of the *Acquisition of Property Policy* should consider the direction and guidance provided in the *Recreation Strategy.*

Real Estate - Leasing and Licensing of Property Policy

The *Leasing and Licencing of Property Policy* provides principles guiding the process for the leasing of City-owned property, leasing private property for City purposes, rental of City-owned properties, and for obtaining / granting easements for any public purpose. Implementation of the *Recreation Strategy* should consider and align to the requirements of the *Leasing and Licencing of Property Policy.* Future updates of the *Leasing and Licencing of Property Policy* should consider the direction and guidance provided in the *Recreation Strategy.*

Winnipeg Community Sport Policy

Development of the *Winnipeg Community Sport Policy* began in 2010 and continued in stages over several years. It was created by six partners championing the future direction of sport in Winnipeg. The partners include the City of Winnipeg, the Winnipeg Community Sport Alliance (WCSA), the General Council of Winnipeg Community Centres (GCWCC), the Winnipeg Regional Health Authority (WHRA), Manitoba Physical Education Supervisors Association (MPESA), and Sport Manitoba. The City of Winnipeg formally adopted the *Winnipeg Community Sport Policy* on November 14, 2012.

The *Winnipeg Community Sport Policy* is based upon the Canadian Sport for Life – Long Term Athlete Development Model. The *Policy* provides a basis for all community sport partners to work in collaboration on the planning, development, and delivery of sport and recreation programs or activities, with the aim of having Winnipeg recognized as an active for life community. Within the implementation plan, the City has a key role as a direct provider of services supporting the first three stages: Active Start, Fundamentals, and Learning to Train along with the last stage: Active for Life.



Photo of East Elmwood Community Centre
provided by Bridgman Collaborative Architecture

12.6 Additional detail on current facilities

12.6.1 Analysis of facility catchment to population (2016 Census)

INDOOR AQUATIC AND RECREATION CENTRES	DISTANCE CATCHMENT			POPULATION CATCHMENT	
	2 km	6 km	12 km	1/150,000	1/300,000
	NUMBER OF PEOPLE			Km	
Bonivital Pool	12,205	99,825	489,454	6.9	9.2
Cindy Klassen Recreation Complex	31,444	199,124	548,112	5.1	7.6
Eldon Ross Pool	10,666	151,446	441,428	5.9	9.0
Elmwood Kildonans Pool	22,040	118,032	441,447	6.7	9.1
Kinsmen Sherbrook Pool	54,033	232,325	612,436	4.4	7.2
Margaret Grant Pool	17,417	65,081	233,556	9.4	13.4
Pan Am Pool	20,423	163,843	535,733	5.7	8.5
St. James Civic Centre	12,941	103,192	394,669	6.8	10.1
St. James Assiniboia Centennial	21,929	68,553	213,230	10.6	14.0
Seven Oaks Pool	28,341	118,305	339,495	7.5	11.1
Sgt Tommy Prince Place	23,902	222,300	492,180	4.8	7.7
Transcona Kinsmen Centennial Pool	16,768	44,814	187,572	10.5	13.7
COMMUNITY CENTRES	**DISTANCE CATCHMENT**			**POPULATION CATCHMENT**	
	2 km	6 km	12 km	1/12,000	1/15,000
	NUMBER OF PEOPLE			Km	
Archwood Community Centre	6,871	138,258	522,916	2.4	2.6
Assiniboine West Recreation Association	12,872	57,475	131,693	1.8	2.3
Assiniboine West Recreation Association - Morgan Site	17,172	58,431	166,046	1.7	1.9
Bord-Aire Community Centre	11,293	155,303	487,185	2.0	2.3
Bourkevale Community Centre	11,400	129,863	446,088	2.1	2.4
Bronx Park Community Centre	17,813	173,118	477,772	1.6	1.8
Bronx Park Community Centre – Clara Hughes Recreation Park site	21,619	223,343	519,499	1.4	1.6
Burton Cummings Community Centre	35,284	228,035	540,960	1.2	1.4
Central Community Center – Corydon Site	34,136	236,766	563,635	1.2	1.3
Central Corydon Community Centre - Crescentwood Site	27,645	188,935	575,697	1.2	1.4

COMMUNITY CENTRES	DISTANCE CATCHMENT			POPULATION CATCHMENT	
	2 km	6 km	12 km	1/12,000	1/15,000
	NUMBER OF PEOPLE			Km	
Central Corydon CC- River Heights site	23,683	174,041	544,685	1.4	1.6
Chalmers Community Centre	23,135	203,301	525,964	1.2	1.5
Champlain Community Centre	17,981	199,243	578,105	1.5	1.7
Dakota Community Centre	22,587	96,990	357,814	1.4	1.6
Deer Lodge Community Centre	15,178	121,538	419,957	1.7	1.9
Earl Grey Community Centre	25,788	198,437	600,627	1.3	1.5
East Elmwood Community Centre	14,592	147,207	491,914	1.7	2.0
Fort Garry Community Centre	10,471	143,340	467,377	2.3	2.6
Fort Garry Community Centre - Victoria Site	10,972	167,201	497,045	2.1	2.3
Garden City Community Centre	24,207	136,913	383,461	1.3	1.5
Gateway Recreation Centre	10,903	78,041	315,335	2.1	2.5
Glenwood Community Centre	13,582	169,432	551,057	1.9	2.1
Greendell Community Centre	13,209	113,413	372,118	1.9	2.1
Heritage Victoria Park Recreation Association	16,743	68,835	239,466	1.7	1.9
Kirkfield Westwood Community Center – Sansome Site	13,051	59,491	159,215	1.9	2.2
Kirkfield Westwood Community Centre - McBey Site	17,043	69,976	227,253	1.7	1.9
Linden Woods Community Centre	9,833	97,021	407,483	2.2	2.8
Lord Roberts Community Centre	10,620	180,944	535,531	2.1	2.3
Luxton Community Centre	18,280	173,930	461,951	1.6	1.8
Maples Community Centre	28,599	117,741	337,498	1.1	1.3
Maples Community Centre - Elwick site	24,661	144,829	382,717	1.4	1.5
Maples Community Centre - James Nisbett site	24,858	124,191	351,868	1.3	1.4
Melrose Park Community Centre	21,166	145,862	475,930	1.5	1.7
Morse Place Community Centre	23,266	151,655	488,592	1.5	1.7
Norberry-Glenlee Community Centre- Norberry Site	18,879	168,252	481,933	1.5	1.7
Norberry-Glenlee Community Centre - Glenlee Site	20,560	135,496	460,696	1.5	1.7
Norquay Community Centre	20,243	232,168	538,988	1.6	1.8

COMMUNITY CENTRES	DISTANCE CATCHMENT			POPULATION CATCHMENT	
	2 km	6 km	12 km	1/12,000	1/15,000
	NUMBER OF PEOPLE			Km	
North Kildonan Community Centre	16,770	102,108	398,654	1.7	1.9
Northwood Community Centre	16,353	183,064	428,365	1.7	1.9
Northwood Community Centre - Frank Whyte Site	22,608	169,627	405,659	1.5	1.7
Norwood Community Centre	23,352	208,360	590,508	1.5	1.7
Notre Dame Recreation Association	14,528	213,514	578,719	1.7	2.0
Oxford Heights Community Centre	13,683	42,384	160,163	1.8	2.1
Park City West Community Centre	10,217	70,957	275,232	2.2	2.5
Ralph Brown Community Centre	35,555	214,721	472,852	1.0	1.1
Tyndall Park Community Centre	16,968	110,829	381,225	1.5	1.8
Red River Community Centre	9,736	109,110	363,844	2.3	2.6
River Osborne Community Centre	37,100	216,424	619,596	1.1	1.3
Riverview Community Centre	8,808	156,568	508,383	2.6	2.9
Robert A. Steen Community Centre	21,052	192,876	579,334	1.5	1.7
Roblin Park Community Centre	6,957	49,338	195,904	2.5	2.7
St. Norbert Community Centre	7,130	48,934	187,200	2.6	2.8
Sinclair Park Community Centre	34,128	206,031	452,817	1.1	1.3
Sinclair Park Community Centre - John Yuzyk Site	26,139	185,687	423,770	1.4	1.5
Sir John Franklin Community Centre	18,900	143,919	502,318	1.5	1.8
South Transcona Community Centre	509	36,447	225,766	4.1	4.3
South Winnipeg Community Centre - Richmond Kings Site	8,447	70,431	298,746	2.4	2.6
South Winnipeg Community Centre - Ryerson Site	14,900	65,331	228,689	1.8	2.0
Southdale Community Centre	12,625	101,220	442,861	1.9	2.1
Sturgeon Heights Community Centre	16,259	95,467	322,294	1.7	1.9
Transcona East End Community Centre	13,359	39,217	193,416	1.9	2.1
Tuxedo Community Centre	11,168	123,186	447,875	2.1	2.3
Tyndall Park Community Centre - Garden Grove Site	14,433	88,263	352,238	1.6	2.0
Valley Gardens Community Centre	20,048	105,732	420,540	1.5	1.7

COMMUNITY CENTRES	DISTANCE CATCHMENT			POPULATION CATCHMENT	
	2 km	6 km	12 km	1/12,000	1/15,000
	NUMBER OF PEOPLE			Km	
Valour Community Centre - Clifton site	16,954	176,434	512,987	1.7	1.9
Valour Community Centre - Isaac Brock site	17,074	167,924	527,548	1.7	1.9
Valour Community Centre - Orioles Site	46,913	220,132	582,451	0.9	1.1
Varsity View Community Centre	9,432	94,745	279,682	2.3	2.6
Varsity View Community Centre - Sportsplex	5,647	52,277	232,996	3.1	3.5
Vince Leah Community Centre	14,845	144,485	386,535	1.8	2.0
Waverley Heights Community Centre	14,180	100,676	349,304	1.8	2.1
West Kildonan Community Centre	29,100	171,351	429,542	1.2	1.4
Westdale Community Centre	9,639	46,917	136,972	2.5	3.5
Westdale Community Centre - Pembina Trail Site	9,485	31,453	143,570	2.6	3.5
Weston Community Centre	12,392	165,539	451,131	1.9	2.2
Westridge Community Centre	9,515	131,387	452,636	2.5	2.7
Westridge Community Centre - Whyte Ridge Site	6,982	44,808	291,168	3.3	3.7
Wildwood Community Centre	3,919	82,326	428,755	3.2	3.5
Winakwa Community Centre	13,830	98,224	469,861	1.8	2.1
Windsor Community Centre	15,060	172,708	518,223	1.8	2.0
Woodhaven Community Centre	8,742	74,780	239,053	2.2	2.4
NEIGHBOURHOOD RECREATION AND LEISURE CENTRES	**DISTANCE CATCHMENT**			**POPULATION CATCHMENT**	
	2 km	6 km	12 km	1/35,000	1/50,000
	NUMBER OF PEOPLE			Km	
Magnus Eliason Recreation Centre	54,559	233,921	605,027	1.5	1.9
Turtle Island Neighbourhood Centre	24,685	232,859	536,065	2.3	2.7
St. John's Leisure Centre	30,170	206,435	474,487	2.2	2.8
Fort Rouge Leisure Centre	13,135	195,852	563,439	2.9	3.3
Freight House Recreation and Leisure Centre	33,668	235,446	562,550	2.0	2.4
Peguis Trail Fitness Centre	21,976	110,777	385,504	2.9	3.6


PORTAGE AVE
Jeep

ARENAS	DISTANCE CATCHMENT			POPULATION CATCHMENT	
	2 km	6 km	12 km	1/15,000	1/20,000
	NUMBER OF PEOPLE			Km	
Ab McDonald Memorial Arena (St. James Civic Centre)	12,257	99,820	391,292	2.2	2.6
Allard Arena	16,400	62,777	163,692	1.9	2.3
Bertrand Arena	20,246	207,587	578,697	1.6	2.0
Billy Mosienko Arena	18,285	143,039	401,613	1.8	2.1
Charles A. Barbour Arena (Grant Park Arena)	17,258	165,489	535,970	1.8	2.1
Charlie Gardiner Arena (formerly Pioneer Arena)	22,738	226,721	531,322	1.8	1.9
Century Arena	5,521	110,852	406,657	2.8	3.1
Ed Golding Arena (Transcona East End Community Centre)	13,359	39,217	193,416	2.1	2.6
Eric Coy Arena	10,502	79,308	260,762	2.5	3.0
Gateway Recreation Centre Arena	10,912	80,077	322,742	2.5	2.9
Glenwood Community Centre Arena	13,917	171,963	552,421	2.0	2.3
Jonathon Toews Sportplex (Dakota Community Centre)	22,542	97,502	358,942	1.6	1.9
Keith Bodley Arena (Kirkfield Westwood Community Centre)	13,169	59,510	159,889	2.1	2.6
Maginot Arena	9,512	103,948	485,140	2.8	3.3
Maples Multiplex Arena	26,680	120,143	342,085	1.4	1.7
Notre Dame Recreation Centre Arena	14,495	213,349	578,611	2.0	2.2
Richmond Kings Arena (South Winnipeg Community Centre)	8,413	70,464	298,677	2.6	2.9
River East Arena	21,190	109,312	383,577	1.5	1.9
River Heights Arena (Central Corydon Community Center)	23,366	175,210	545,747	1.5	1.8
St. Norbert Community Centre Arena	6,993	48,684	186,237	2.9	3.2
St. Vital Centennial Arena	16,468	121,709	412,609	1.9	2.1
Sam Southern Arena	12,879	195,016	562,549	2.1	2.3
Sargent Park Arena	26,767	192,678	534,735	1.5	1.7
Seven Oaks Arena (Garden City Community Centre)	23,976	135,783	381,493	1.5	1.8
Southdale Community Centre Arena	12,802	100,895	441,323	2.2	2.5
Terry Sawchuk Arena	18,302	100,951	410,387	1.8	2.1
Varsity View Sportsplex	3,278	42,225	237,549	3.9	4.5
West Kildonan Memorial Community Centre Arena	28,717	171,024	428,815	1.4	1.6

OUTDOOR POOLS	DISTANCE CATCHMENT			POPULATION CATCHMENT	
	2 km	6 km	12 km	1/50,000	
	NUMBER OF PEOPLE			Km	
Fort Garry Lions Pool	10,750	155,737	470,984	3.8	
Freight House Pool	35,450	238,772	566,447	2.3	
Happyland Pool	14,852	192,259	554,296	3.6	
Kildonan Park Pool	6,338	115,994	377,329	4.3	
Provencher Pool	15,992	216,254	581,300	3.1	
St. Vital Pool	13,189	144,587	521,461	3.6	
Transcona Aquatic Park	17,016	45,223	189,353	6.3	
Westdale Pool	9,728	47,679	138,005	6.1	
Windsor Park Pool	13,808	87,107	447,512	4.8	
SPRAY PADS	**DISTANCE CATCHMENT**			**POPULATION CATCHMENT**	
	2 km	6 km	12 km	1/10,000	
	NUMBER OF PEOPLE			Km	
Central Park Spray Pad	44,798	237,559	588,179	0.7	
Fort Rouge Spray Pad	34,204	218,435	619,228	0.9	
Gateway Spray Pad	12,439	84,306	328,564	1.7	
Jill Officer Park Spray Pad	22,168	111,325	383,032	1.1	
Lindenwoods Spray Pad	9,536	97,055	410,077	2.0	
Lindsey Wilson Park Spray Pad	8,244	86,869	295,123	2.4	
Machray Park Spray Pad	34,783	225,153	483,227	0.9	
Park City West Spray Pad	14,092	61,675	239,441	1.6	
Provencher Park Spray Pad	16,472	217,932	582,027	1.5	
River Heights Spray Pad	23,581	181,308	557,426	1.2	
St. James Assiniboia Centennial Spray Pad	21,929	68,553	213,230	1.4	
St. Norbert Community Centre Spray Pad	6,993	48,684	186,292	2.4	
Shaughnessy Spray Pad	13,970	150,521	404,448	1.7	
Sturgeon Heights Spray Pad	17,770	95,751	313,506	1.5	
Vimy Ridge Memorial Park Spray Pad	39,972	220,239	608,899	0.9	
Waverley Heights Spray Pad	14,156	100,693	349,275	1.5	

SPRAY PADS	DISTANCE CATCHMENT			POPULATION CATCHMENT	
	2 km	6 km	12 km	1/10,000	
	NUMBER OF PEOPLE			Km	
West Kildonan Spray Pad	27,960	170,419	429,754	1.1	
Westdale Spray Pad	9,821	49,156	139,766	2.0	
WADING POOLS	**DISTANCE CATCHMENT**			**POPULATION CATCHMENT**	
	2 km	6 km	12 km		
	NUMBER OF PEOPLE			Km	
Aberdeen Recreation Centre Wading Pool	30,404	234,008	527,114		
Berkshire Park Wading Pool	8,879	107,367	497,145		
Beryl Watts Park Wading Pool	15,122	145,694	387,558		
Boyd Park Wading Pool	24,517	206,307	452,383		
Braeside Park Wading Pool	21,244	122,714	448,453		
Broadway Park Wading Pool	43,170	210,958	609,672		
Bronx Park Community Centre Wading Pool	17,593	171,313	475,931		
Bruce Park Wading Pool	13,784	128,342	430,882		
Burton Cummings Community Centre Wading Pool	35,271	229,546	541,884		
Centennial Park Wading Pool	16,791	116,132	439,453		
Central Corydon Community Centre- Crescentwood Site Wading Pool	27,363	187,126	575,293		
Central Corydon CC- Sir John Franklin Site Wading Pool	17,653	138,304	497,811		
Central Park Wading Pool	45,796	238,148	587,692		
Champlain Community Centre Wading Pool	18,076	199,885	578,752		
Clara Hughes Park Wading Pool	35,445	192,945	450,553		
Cordova Park Wading Pool	21,647	164,048	530,723		
Dakota Park Wading Pool	22,785	96,645	357,120		
Earl Grey Community Centre Wading Pool	23,406	194,147	595,291		
East End Cultural & Leisure Centre Wading Pool	20,370	183,795	513,697		
Elmwood Park Wading Pool	20,740	214,587	508,921		
Elmwood Winter Club Wading Pool	19,916	231,336	539,966		
Ducharme Park Wading Pool	14,197	143,483	499,136		
Dufferin Park Wading Pool	32,694	234,957	550,476		

WADING POOLS	DISTANCE CATCHMENT			POPULATION CATCHMENT	
	2 km	6 km	12 km		
	NUMBER OF PEOPLE			Km	
Happyland Wading Pool	14,599	189,630	553,259		
Harrow Park Wading Pool	23,639	199,102	581,764		
Home Playground Wading Pool	47,415	227,900	571,079		
Jacob Penner Park Wading Pool	40,524	233,101	567,423		
John M King School Wading Pool	51,300	231,367	597,244		
John Steel Park Wading Pool	12,785	58,717	184,081		
John Yuzyk Park Wading Pool	26,156	185,325	422,946		
Kapyong Park Wading Pool	13,770	133,617	443,333		
Keenleyside Park Wading Pool	17,065	130,480	466,103		
King Edward and Ness Playground Wading Pool	13,712	167,212	497,147		
King Edward Park Wading Pool	19,958	172,868	515,252		
Lions Wading Pool	10,695	138,266	457,642		
Lizzie Park Wading Pool	27,783	239,060	565,424		
Lomond Park Wading Pool	10,537	70,418	413,568		
Luxton Community Centre Wading Pool	18,533	175,618	462,946		
Machray Park Wading Pool	34,654	225,533	484,013		
Magnus Eliason Recreation Centre Wading Pool	55,099	234,681	609,070		
Marcy Beaucage Park Wading Pool	6,701	50,895	198,226		
Marjorie Park Wading Pool	13,508	163,293	486,907		
McFadyen Park Wading Pool	39,237	226,345	618,945		
McKittrick Park Wading Pool	13,661	182,179	523,553		
Michaelle Jean Park (Norquay Community Centre) Wading Pool	20,477	231,823	538,377		
Montrose Park Wading Pool	23,456	163,711	539,940		
Morse Place Community Centre Wading Pool	25,318	147,734	485,342		
Northwood Community Centre Wading Pool	16,421	185,689	429,588		
Northwood Community Center- Frank Whyte Site Wading Pool	22,389	170,551	406,927		
Norwood Community Centre Wading Pool	23,322	207,996	590,488		
Pacific Dee Park Wading Pool	12,092	151,470	434,704		
Pascoe Park Wading Pool	14,040	183,291	484,323		

WADING POOLS	DISTANCE CATCHMENT			POPULATION CATCHMENT	
	2 km	6 km	12 km		
	NUMBER OF PEOPLE			Km	
Pritchard Park Wading Pool	29,825	237,644	520,187		
River Osborne Wading Pool	37,635	216,805	621,256		
Riverview Community Centre Wading Pool	8,538	152,538	505,281		
Robert A Steen Community Centre Wading Pool	20,682	191,099	581,994		
Rotary Centenary Park Wading Pool	15,267	67,598	320,744		
Sargent Park Wading Pool	29,054	197,956	537,405		
St. Charles Park Wading Pool	12,510	56,340	129,059		
St. John's Park Wading Pool	27,808	221,716	496,420		
Shaughnessy Park Wading Pool	13,981	151,066	405,149		
Southdale Community Centre Wading Pool	12,776	100,478	437,862		
Strathcona Recreation Centre Wading Pool	31,452	232,166	491,633		
Sturgeon Heights Community Centre Wading Pool	16,051	94,741	321,331		
Tomlinson Park Wading Pool	16,508	98,184	393,149		
Turtle Island Recreation Centre Wading Pool	24,193	232,743	539,234		
T R Hodgeson Park Wading Pool	17,230	156,389	501,786		
Tyndall Park School Wading Pool	17,063	112,144	381,964		
Valour Community Centre - Clifton Site Wading Pool	16,954	176,434	512,987		
Valour Community Centre - Isaac Brock site Wading Pool	18,175	172,256	530,220		
Valour Community Centre - Orioles Site Wading Pool	47,334	220,766	581,015		
Vermillion Park Wading Pool	12,938	80,927	419,061		
Victor Valde Park Wading Pool	521	36,518	226,992		
Vimy Ridge Memorial Park Wading Pool	40,653	221,280	606,902		
Walsall Park Wading Pool	14,250	100,050	377,971		
West Kildonan Community Centre Wading Pool	27,865	170,315	430,054		
Westdale Wading Pool	9,698	50,089	139,596		
Weston Park Wading Pool	10,482	165,746	452,161		
William Osler Park Wading Pool	17,512	133,771	499,814		
William Whyte School Wading Pool	31,891	235,609	503,602		
Winakwa Community Centre Wading Pool	13,853	98,445	470,697		

13.6.2 Community centre space to population ratios

COMMUNITY CENTRE	HEATED UFF* AREA (sq. ft.)	LEASED AREA (sq. ft.)	INDOOR FIELDHOUSE AREA (sq. ft.)	TOTAL HEATED AREA (sq. ft.)	POPULATION (2016 CENSUS)	RATIO
Archwood	11,316			11,316	2,606	4.34
Assiniboia West	16,170			16,170	14,188	1.14
Bord-Aire	9,970			9,970	4,816	2.07
Bourkevale	7,268			7,268	2,766	2.63
Bronx Park	27,649			27,649	9,558	2.89
Burton Cummings	10,459			10,459	10,021	1.04
Central	20,294			20,294	12,293	1.65
Central Corydon	48,235			48,235	31,757	1.52
Chalmers	14,950			14,950	10,949	1.37
Champlain	8,937	2,635		11,572	3,939	2.94
Dakota	47,634		60,000	107,634	25,855	4.16
Deer Lodge	13,591			13,591	4,047	3.36
Earl Grey	15,328	2,550		17,878	8,005	2.23
East Elmwood	11,855			11,855	6,280	1.89
East End (Transcona East End)	33,832	746		34,578	9,279	3.73
Fort Garry	17,132			17,132	9,235	1.86
Garden City	48,619	6,024	20,183	74,826	12,520	5.98
Gateway	35,302		20,974	56,276	16,917	3.33
Glenwood	14,585			14,585	4,304	3.39
Greendell	17,892			17,892	9,071	1.97
Heritage-Victoria	13,469			13,469	8,607	1.56
Kirkfield-Westwood	21,720			21,720	9,863	2.20
Linden Woods	14,235			14,235	11,699	1.22
Lord Roberts	13,259	3,254		16,513	5,223	3.16
Luxton	8,162			8,162	9,806	0.83
Maples	16,022			16,022	34,120	0.47
Melrose Park	12,928			12,928	6,526	1.98
Morse Place	9,597			9,597	5,845	1.64

COMMUNITY CENTRE	HEATED UFF* AREA (sq. ft.)	LEASED AREA (sq. ft.)	INDOOR FIELDHOUSE AREA (sq. ft.)	TOTAL HEATED AREA (sq. ft.)	POPULATION (2016 CENSUS)	RATIO
Norberry-Glenlee	25,706			25,706	25,355	1.01
Norquay	10,619			10,619	4,182	2.54
North Kildonan	11,769			11,769	12,508	0.94
Northwood	12,174			12,174	11,255	1.08
Norwood	12,394			12,394	2,842	4.36
Notre Dame	13,496			13,496	8,376	1.61
Oxford Heights	16,601			16,601	7,614	2.18
Park City West	11,876			11,876	19,096	0.62
Ralph Brown	3,703			3,703	5,023	0.74
Red River	11,270			11,270	8,105	1.39



COMMUNITY CENTRE	HEATED UFF* AREA (sq. ft.)	LEASED AREA (sq. ft.)	INDOOR FIELDHOUSE AREA (sq. ft.)	TOTAL HEATED AREA (sq. ft.)	POPULATION (2016 CENSUS)	RATIO
River Osborne	10,664			10,664	10,648	1.00
Riverview	13,144	3,266		16,410	4,277	3.84
Robert A Steen	19,504	1,062		20,566	22,385	0.92
Roblin Park	11,229			11,229	6,754	1.66
Sinclair Park	19,704			19,704	17,541	1.12
South Transcona	1,636			1,636	2,202	0.74
South Winnipeg	30,614	1,785		32,399	46,357	0.70
Southdale	28,928			28,928	26,667	1.08
St Norbert	17,527	7,047		24,574	6,405	3.84
Sturgeon Heights	20,255			20,255	12,756	1.59
Tuxedo	9,405			9,405	7,577	1.24
Tyndall Park	6,470			6,470	17,577	0.37
Valley Gardens	10,173			10,173	17,514	0.58
Valour	39,086			39,086	25,411	1.54
Varsity View	22,660			22,660	10,886	2.08
Vince Leah	12,195			12,195	6,428	1.90
West Kildonan	10,346	465		10,811	6,911	1.56
Westdale	16,821			16,821	7,567	2.22
Weston Memorial	12,725			12,725	9,154	1.39
Westridge	5,613			5,613	3,688	1.52
Whyte Ridge	4,834			4,834	9,492	0.51
Wildwood	4,210			4,210	1,126	3.74
Winakwa	25,752			25,752	14,337	1.80
Windsor	10,544			10,544	3,885	2.71
Woodhaven	4,392			4,392	3,248	1.35
TOTAL	**1,038,449**	**28,834**	**101,157**	**1,168,440**	**705,244**	**1.66**

*UFF stands for Universal Funding Formula. The *Community Centre Universal Funding Formula* (UFF) determines the amount of the operating grant that the City of Winnipeg provides for individual community centre facilities. The UFF provides parameters on what components of a community centre facility are eligible for funding using measurements of the heated areas.

12.6.3 City-owned arenas: year constructed and number of ice sheets

CITY-OWNED AND OPERATED ARENAS	YEAR CONSTRUCTED	NUMBER OF ICE PADS
Ab McDonald Memorial (located in St. James Civic Centre)	1967	1
Bertrand	1967	1
Billy Mosienko	1975	1
Century	1967	1
Charles A. Barbour (Grant Park)	1963	1
Eric Coy	1970	1
Maginot	1967	1
Charlie Gardiner (formerly Pioneer)	1975	1
River East	1972	1
Sam Southern	1977	1
Sargent Park	1963	1
Terry Sawchuk	1972	1
CITY-OWNED & SPORT ASSOCIATION OPERATED ARENAS	**YEAR CONSTRUCTED**	**NUMBER OF ICE PADS**
Allard	1978	1
St. Vital	1970	1
CITY-OWNED & COMMUNITY CENTRE OPERATED ARENAS	**YEAR CONSTRUCTED**	**NUMBER OF ICE PADS**
Ed Golding Memorial (Transcona East End)	1995 and 2015 (third rink)	3
Gateway	1991	2
Glenwood	1965	1
Jonathon Toews Sportsplex (Dakota)	1996	2
Keith Bodley (Kirkfield Westwood)	1986	1
Maples	1990	1
Notre Dame	1982	1
Richmond Kings (South Winnipeg)	1964	1
River Heights (Central Corydon)	1964	1
Seven Oaks (Garden City)	2016	2
Southdale	1995 and 2011 (second rink)	2
St. Norbert	1995	1
Varsity View Sportsplex	1988	1
West Kildonan Memorial	1967	1

Glossary

Accessible: Access to recreation opportunities can be easily obtained. The term accessible is often used to describe the lack of physical barriers in a facility that would limit use by persons with disabilities. Accessible can also be used in many other contexts including the ability to easily access information, programs and services.

Age-friendly design: When the physical and social environment is designed to help individuals 'age actively' and considers access and mobility from the perspective of both the youngest and oldest members of the community to enable access for all.

Active transportation: Any human-powered mode of transportation such as walking, cycling, skiing, skating and skateboarding. Active transportation can provide safe, affordable, and efficient transportation opportunities that allow people to incorporate physical activity into their daily lives and gain associated health benefits. Along with personal health benefits of using active modes of travel, there are broader community benefits- such as reduced greenhouse gas emissions, improved air quality, and maximizing the use of existing infrastructure. (*OurWinnipeg 2045*)

Areas of higher poverty: Geographic areas of Winnipeg identified by the Community Services Department based on Canadian Census dissemination blocks where poverty (as measured by the Market Basket Measure of low-income status), was the primary criteria. Secondary criteria used to identify areas included analysis of two demographic groups significantly overrepresented in poverty: Indigenous residents and children (0–14 years).

Asset management: An integrated set of business processes to minimize the lifecycle costs of owning, operating, and maintaining assets, at an acceptable level of risk, while continuously delivering established levels of service. (*OurWinnipeg 2045*)

Barrier: Something that impedes people or separates them, either material or immaterial. It can be a circumstance or obstacle that limits access and/or prevents communication and/or progress in order to achieve an objective.

Barrier free: To eliminate physical barriers to use or visitation so that a facility or space is accessible, without need for adaptation, to anyone regardless of age or physical ability.

Climate adaptation: Includes any initiatives or actions in response to actual or projected climate change impacts and which reduce the effects of climate change on built, natural, and social systems. (*OurWinnipeg 2045*)

Climate mitigation: The promotion of policy, regulatory and project-based measures that contribute to the stabilization or reduction of greenhouse gas concentrations in the atmosphere. Renewable energy programs, energy efficiency frameworks and substitution of fossil fuels are examples of climate change mitigation measures. (*OurWinnipeg 2045*)

Community: A group of people with similar or shared culture, concerns or geography. (*OurWinnipeg 2045*)

Complete communities: When italicized and capitalized, it refers to the *Complete Communities Direction Strategy*. When not italicized or capitalized it refers to an area offer a mix of urban features which enable residents to live, work, shop, learn and play without leaving the neighbourhood.

Crime Prevention Through Environmental Design (CPTED): Crime prevention through environmental design (CPTED), uses urban design tactics and interventions to deter criminal behaviour.

Culture: The set of distinctive spiritual, material, intellectual, and emotional features of society or a social group, and that encompasses art and literature, lifestyles, ways of living together, value systems, traditions, and beliefs. (*OurWinnipeg 2045*)

Diversity: A wide range of qualities and attributes within a person, group or community. When we celebrate diversity, communities and workplaces become richer as they draw upon the variety of experiences, perspectives and skills that people can contribute.

Determinants of health: Are the broad range of personal, social, economic and environmental factors that determine individual and population health. These relate to an individual's place and experiences in society, such as identity, access to income, education, employment, social supports. (*OurWinnipeg 2045*)

Equity: Recognizes that not all people start off from the same position, and that unequal opportunities make it more difficult for some to be successful. Treating everyone the same is only fair if they are starting from the same position. It seeks to address the inequalities that stem from an individual's particular circumstances, to help put them at the same position as others (also known as substantive equality). (*OurWinnipeg 2045*)

End of useful life: The optimal point in a facility's lifespan where the operational systems and physical structure are expected to fail and are no longer providing value or function for the cost to maintain it.

General Council of Winnipeg Community Centres (GCWCC): Was established in 1971 to provide a central council to help support the City of Winnipeg Community Centre model. Over the years, GCWCC's mandate continued to evolve and in 2005, it was expanded to include leadership in long range planning for community centres with the purpose of facilitating a stronger, more sustainable community centre model in Winnipeg.

Health: A state of complete physical, social and mental wellbeing, and not merely the absence of disease or infirmity. (World Health Organization, 1948)

Health equity: A key component of achieving good health and wellbeing for a city. Health equity means that all people can reach their full health potential and should not be disadvantaged from attaining it because of social and economic status, social class, racism, ethnicity, religion, age, ability, gender, gender identity, sexual orientation or other socially determined circumstance.

Immigrant: A person born outside of Canada who has been granted the right to live in Canada permanently.

Inclusion: An organizational practice and goal in which all groups and individuals are welcomed and valued.

Indigenous: The use of this term refers to 'Aboriginal Peoples of Canada' as defined in Section 35(2), of the Constitution Act, 1982 to include First Nations, Inuit, and Métis Peoples of Canada. (*OurWinnipeg 2045*)

Intergenerational: An approach centered on sharing knowledge, cultural norms, traditions as well as reciprocal care, support and exchange of resources between younger and older generations for both individual, social, and sustainable development benefits. *(OurWinnipeg 2045*)

Joint-Use sites: Sites where the City has entered into an agreement with another organization or institution to enable public use of the space, such a school gymnasium, that provide recreation functions or amenities.

Land dedication: A method of government land acquisition through subdivision where land is transferred t the City from the private land owner for a public purpose.

Leisure: The use of free time for enjoyment.

Lifecycle costs: The total cost of an asset throughout its life including planning, design, construction, acquisition, operation, maintenance, rehabilitation and disposal costs. Capital costs of initially building recreation facilities often only accounts for 20 percent of the overall life cycle costs of that asset. (*International Infrastructure Management Manual*)

Level of service: Parameters, or combination of parameters, which reflect social, political, environmental, and economic outcomes that the organization delivers. Levels of service identify how the City intends to deliver a service and provide value to residents. Levels of services usually include clear quality, function, and capacity/provision targets.

Multi-generational: A facility or program that supports and encourages participants of various ages.

Multi-use space or multi-use facility: A recreation space in which more than one type of activity can occur without significant physical transformation or reconfiguring. Multi-use spaces and facilities are designed to accommodate a variety of activities as opposed to a space or facility that was designed for a single purpose.

Neighbourhood: Neighbourhoods were defined following the amalgamation of the City of Winnipeg in the early 1970s and were intended to serve as the basic building blocks of the city for planning purposes. The neighbourhoods were defined based on their characteristic features and natural boundaries, so that once identified the neighbourhood boundaries would not be subject to arbitrary change. Some neighbourhood areas were added or modified in response to new developments in parts of the city, but for the most part neighbourhood boundaries have remained the same. The geographic size and population of neighbourhoods varies considerably. There are currently 237 neighbourhoods in the City of Winnipeg and 194 of these neighbourhoods have Canadian Census statistics associated with them. The other 43 neighbourhoods are either industrial or undeveloped areas having populations under 100 persons.

Newcomer: Generally means all new residents to Winnipeg including people arriving from reserves, rural communities, other provinces or territories, or countries outside Canada. For the purpose of this Strategy, the term newcomer refers primarily to the following groups: recent immigrants, refugees, refugee claimants or asylum seekers, and temporary residents.

OurWinnipeg: The *OurWinnipeg* and *Complete Communities* by-laws are the City's development plan which provides a framework to guide development and growth decisions in the City of Winnipeg for the next 25 years.

Partnership: A relationship between the City and a third party (either private, non-profit, institutional or public), intended to provide a recreation opportunity in a joint manner. Partnerships have defined roles and responsibilities for all involved.

***Pathways to Wellbeing: The Framework for Recreation in Canada* (2015):** The guiding document for public recreation providers in Canada. The *Framework for Recreation in Canada* was jointly developed by the Canadian Parks and Recreation Association (CPRA), and the Interprovincial Sport and Recreation Council (IRSC); it presents a renewed definition and vision of recreation as well as confirms common values, principles, and goals. The *Framework* was endorsed in February 2015 by Provincial and Territorial Ministers of Sport, Physical Activity and Recreation, and is supported by the Government of Canada. Municipalities across Canada are using the *Framework* to ensure their recreation programs, facilities, spaces, and community associations are aligning with the five goals.

Physical literacy: The motivation, confidence, physical competence, knowledge, and understanding to value and take responsibility for engagement in physical activities for life.

Play: Freely chosen and self-directed mental or physical activity that is undertaken for enjoyment and that is separate in some way from "real" life. (*Pathways to Wellbeing: Framework for Recreation in Canada*, 2015)

Poverty: Describes the situation when people do not have income adequate for basic human needs such as clean water, nutrition, health care, clothing, and shelter, and therefore lack sufficient resources to participate in the social and economic life of their community. (*OurWinnipeg 2045*)

Recent immigrant: A person born outside of Canada who has arrived in Canada within the past 5 years.

Recreation: The experience that results from freely chosen participation in physical, social, intellectual, creative and spiritual pursuits that enhance individual and community wellbeing. (*Pathways to Wellbeing: Framework for Recreation in Canada*, 2015)

Resilience: The proactive capacity of a system, community, or society exposed to hazards to mitigate and adapt, by resisting or changing in order to reach and maintain an acceptable level of functioning and structure through responsible long-term planning for resource sustainability and asset management. (*OurWinnipeg 2045*)

Spray pad: Spray pads are zero water depth outdoor aquatic amenities designed to support the development of physical literacy through interactive and creative play. Although fun for all ages, they are primarily intended to serve children less than 10 years of age. Constructed as a flat surface that does not retain water, spray pads are physically accessible and eliminate the risk of drowning.

Supportive environments: Offer safe, enjoyable experiences and empower people to expand their self-reliance, confidence and abilities to participate. Supportive physical and social environments area structured to support a desired activity, action or outcome. (*Pathways to Wellbeing: Framework for Recreation in Canada,* 2015)

Sustainable development: Development that meets the needs of the present without compromising the ability of future generations to meet their own needs. While the term is most associated with its environmental implications, it has economic and social implications as well. (*OurWinnipeg 2045*)

Systemically disadvantaged: Individuals or groups of people within the community who are negatively impacted by socio-economic outcomes of systems that are beyond their ability to influence, due to under-representation within that system. (*OurWinnipeg 2045*)

Universal design: Refers to the design of inclusive environments, products, services, and communications that can be accessed, understood and used to the greatest extent possible - regardless of a person's age, size, ability, or disability. It follows the seven principles of equitable use, flexibility in use, simple and intuitive use, perceptible information, tolerance of error, low physical effort, and size and space for approach and use. The human-centered approach to design that Universal Design supports is user-friendly and convenient, as well as respectful of user dignity, rights and privacy. *(OurWinnipeg 2045)*

Urban Structure: Geographic areas defined by periods of growth and unique city building characteristics. This approach recognizes the uniqueness of different neighbourhoods and provides the basis for fitting policies and strategies to the specific development opportunities and limitations in each area of the city.

Wellbeing: The presence of the highest possible quality of life in its full breadth of expression, focused on but not necessarily exclusive to: good living standards, robust health, a sustainable environment, vital communities, an educated populace, balanced time use, high levels of democratic participation, and access to and participation in recreation and culture. (*Pathways to Wellbeing: Framework for Recreation in Canada,* 2015)

Winnipeg Metropolitan Region: The Winnipeg Metropolitan Region is comprised of 18 municipalities that include and surround the City of Winnipeg. The Winnipeg Metropolitan Region provides the platform for municipalities to work on projects that cross boundaries, in support of good growth, good stewardship, and good governance.

Figures

Fig. 01	Diagram showing the alignment of the vision, values, operating principles, goals and policies which provide the framework for the Strategy.	p. 6
Fig. 02	Diagram highlighting the main components of the City of Winnipeg recreation system.	p. 7
Fig. 03	Table outlining the recreation facility hierarchy with examples of current facilities that fit each geographic scale and facility type.	p. 8
Fig. 04	Table summarizing key implementation recommendations by facility type.	p. 10
Fig. 05	Diagram of recommended capital investments between 2021-2033. Investments in blue boxes have approved funding. Investments in yellow boxes are currently unfunded and will require capital commitments in order to proceed.	p. 11
Fig. 06	Table outlining how to use this Strategy.	p. 12
Fig. 07	Map of existing recreation facilities that are owned by the City of Winnipeg	p. 14
Fig. 08	Infographic outlining the economic case for investing in recreation	p. 15
Fig. 09	Bar chart showing the total deficit for existing City infrastructure.	p. 17
Fig. 10	Chart showing Winnipeg's projected population growth to 2045	p. 18
Fig. 11	The chart `Forecast of the Total Population of the Winnipeg Metropolitan Area by Age Group' shows how various age groups change as a proportion of the total population over the next 20 years.	p. 19
Fig. 12	The majority of Winnipeg's Indigenous population reported a single Indigenous identity - either First Nations, Métis, or Inuk (Inuit).	p. 20
Fig. 13	Infographic of poverty in Winnipeg.	p. 21
Fig. 14	Diagram of the City of Winnipeg policy hierarchy.	p. 23
Fig. 15	Phase one public engagement respondents ranked their top reasons for participating in recreation and visiting parks.	p. 25
Fig. 16	Common themes from the first phase of public engagement.	p. 26
Fig 17	Sample of recreation survey responses from the second phase of public engagement for the *Winnipeg Recreation & Parks Strategies*.	p. 27
Fig. 18	Bar chart of Citizen Satisfaction with City-Operated Recreation Programs.	p. 33
Fig. 19	Table outlining the recreation facility hierarchy with examples of current facilities that fit each geographic scale and facility type.	p. 34
Fig. 20	Table outlining the different roles the City plays in providing recreation services to Winnipeggers.	p. 36
Fig. 21	Diagram outlining a collaborative planning model for recreation service delivery which facilitates an iterative approach to service planning that is based on collaboration and partnership.	p. 37
Fig. 22	Infographic of the most popular physical activities among adults (18+). All of these popular choices tend to occur as self-directed leisure activities.	p.46
Fig. 23	Survey results showing Winnipeg residents' most popular leisure activities as provided through the first phase of the *Winnipeg Recreation & Parks Strategies* public engagement process.	p.47
Fig. 24	Map showing geographic areas of higher poverty within Winnipeg. This map is subject to regular change due to updated assessment methods, criteria, and census data. The most current version of this analysis and mapping can be found through the City of Winnipeg Open Data Portal. Source: City of Winnipeg.	p.53
Fig. 25	Map of Winnipeg's urban structure.	p. 55
Fig. 26	Diagram showing the seven stages of the Canadian Sport for Life Long-Term Dev*elopment in Sport and Physical Activity Framework*.	p. 64
Fig. 27	Diagram demonstrating the benefit of a catchment-based approach to assess service provision.	p. 71

Fig. 28	Table of the five-point rating scale used to assess recreation facility condition.	p. 73
Fig. 29	Table comparing the number of municipally owned and operated indoor pools per population in various Canadian cities.	p. 76
Fig. 30	Map assessing the level of access for indoor pools in Winnipeg.	p. 78
Fig. 31	Table summarizing the current and target levels of service for indoor aquatic and recreation centres.	p. 82
Fig. 32	Diagram of the decision-making framework for regional recreation complexes that indicates the priority factors for investment and rationalization.	p. 84
Fig. 33	Diagram of the decision-making framework for community multi-use recreation centres that indicates the priority factors for investment and rationalization.	p. 85
Fig. 34	Map assessing the level of access for community centres in Winnipeg.	p. 90
Fig. 35	Map assessing the level of access for neighbourhood recreation and leisure centres in Winnipeg.	p. 91
Fig. 36	Table summarizing the current and target levels of service for community centres and neighbourhood recreation and leisure centres.	p. 96
Fig. 37	Diagram of the decision-making framework for community centres that indicates the priority factors for investment and rationalization.	p. 99
Fig. 38	Table comparing the number of municipally owned indoor ice sheets per population in various Canadian cities.	p. 102
Fig. 39	Map assessing the level of access for indoor ice sheets in Winnipeg.	p. 103
Fig. 40	Table summarizing the current and target levels of service for arenas and indoor ice sheets.	p. 105
Fig. 41	Diagram of the decision-making framework for arenas and indoor ice sheets that indicates the priority factors for investment and rationalization.	p. 106
Fig. 42	Table comparing the number of municipally owned and operated outdoor pools per population in various Canadian cities.	p. 108
Fig. 43	Map assessing the level of access for outdoor pools in Winnipeg.	p. 110
Fig. 44	Table summarizing the current and target levels of service for outdoor pools.	p. 112
Fig. 45	Diagram of the decision-making framework for outdoor pools that indicates the priority factors for investment and rationalization.	p. 113
Fig. 46	Table comparing the number of municipally owned and operated wading pool and spray pads per population in various Canadian cities.	p. 115
Fig. 47	Map assessing the level of access to wading pools and spray pads in Winnipeg.	p. 117
Fig. 48	Table summarizing the current and target levels of service for wading pools and spray pads.	p. 119
Fig. 49	Diagram of the decision-making framework for wading pools and spray pads that indicates the priority factors for investment and rationalization.	p. 120
Fig. 50	Diagram of recommended capital investments between 2021-2033. Investments in blue boxes have approved funding. Investments in yellow boxes are currently unfunded and will require capital commitments in order to proceed.	p. 126
Fig. 51	Survey responses assessing the level of public support for different options to increase recreation facility maintenance budgets. The survey occurred in 2021, during the second phase of public engagement for the *Winnipeg Recreation & Parks Strategies*	p. 127
Fig. 52	Actions matrix identifying specific actions required to achieve the goals and support the implementation of the *Recreation* Strategy. The time line and financial implications are also indicated for each action.	p. 130
Fig. 53	Diagram showing the City departments and divisions involved in the delivery of recreation and parks services in Winnipeg.	p. 134

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