

# GRANT PARK RECREATION CAMPUS PLAN AND FEASIBILITY STUDY



OCTOBER 2017





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## **ACKNOWLEDGEMENTS**

Great communities are built through active citizen involvement and engagement. We wish to thank our study partners, the City of Winnipeg, First Person Strategies, LM Architectural Group, MORR Transportation Consulting, Sison Blackburn Consulting Inc., and MNP LLP, who assisted in this collaborative planning effort.

Thank you to City of Winnipeg stakeholders, government representatives, recreation leaders, community health and social agencies, and school administration, as well as residents of the area and city who provided feedback during the community open house or online survey.

A special thank you to Central Corydon Community Centres (C4), Winnipeg South End United Soccer Club (WSEUS) and Grant Park High School for their insight and continued support of this project.

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## EXECUTIVE SUMMARY



## **BACKGROUND**

HTFC Planning & Design has prepared the Grant Park Recreation Master Plan in association with LM Architectural Group, First Person Strategies, Sison Blackburn Consulting, MORR Transportation Consulting, and Meyers Norris Penny. The purpose of this study is to develop a comprehensive framework plan for redevelopment of the Grant Park recreational area, which currently includes Pan Am Pool, Charles A. Barbour Arena, WSEU managed soccer fields, ancillary green spaces, and the Pan Am Clinic building complete with parking area.

The plan envisions an integrated recreational campus that capitalizes on current proposals and recent work on the site including renovations to Pan Am Pool, renewal of the Aquatic Hall of Fame and plans to twin the Charles Barbour arena. Work also included an assessment of the compatibility and siting options for a new community library to replace the River Heights Library within the campus, and consultation with Grant Park High School on site issues, community use of its track and football facilities, and the school's role within the proposed campus.

The master plan provides the City with the necessary development framework, costs and recommendations to establish budgets and begin charting a course for implementation.

## **STUDY PROCESS**

The study process commenced with the review of existing background material, precedents and relevant policies followed by analysis and assessment of existing site and buildings, including the River Heights Library. Based on this research and public engagement input, conceptual site plans were prepared to the level of detail required to deliver a Class 4 cost estimate and preliminary library design suitable to obtain a Class 3 estimate. The study also included development of a site servicing plan; and a traffic impact study for the preferred option.

# CONCEPT 1



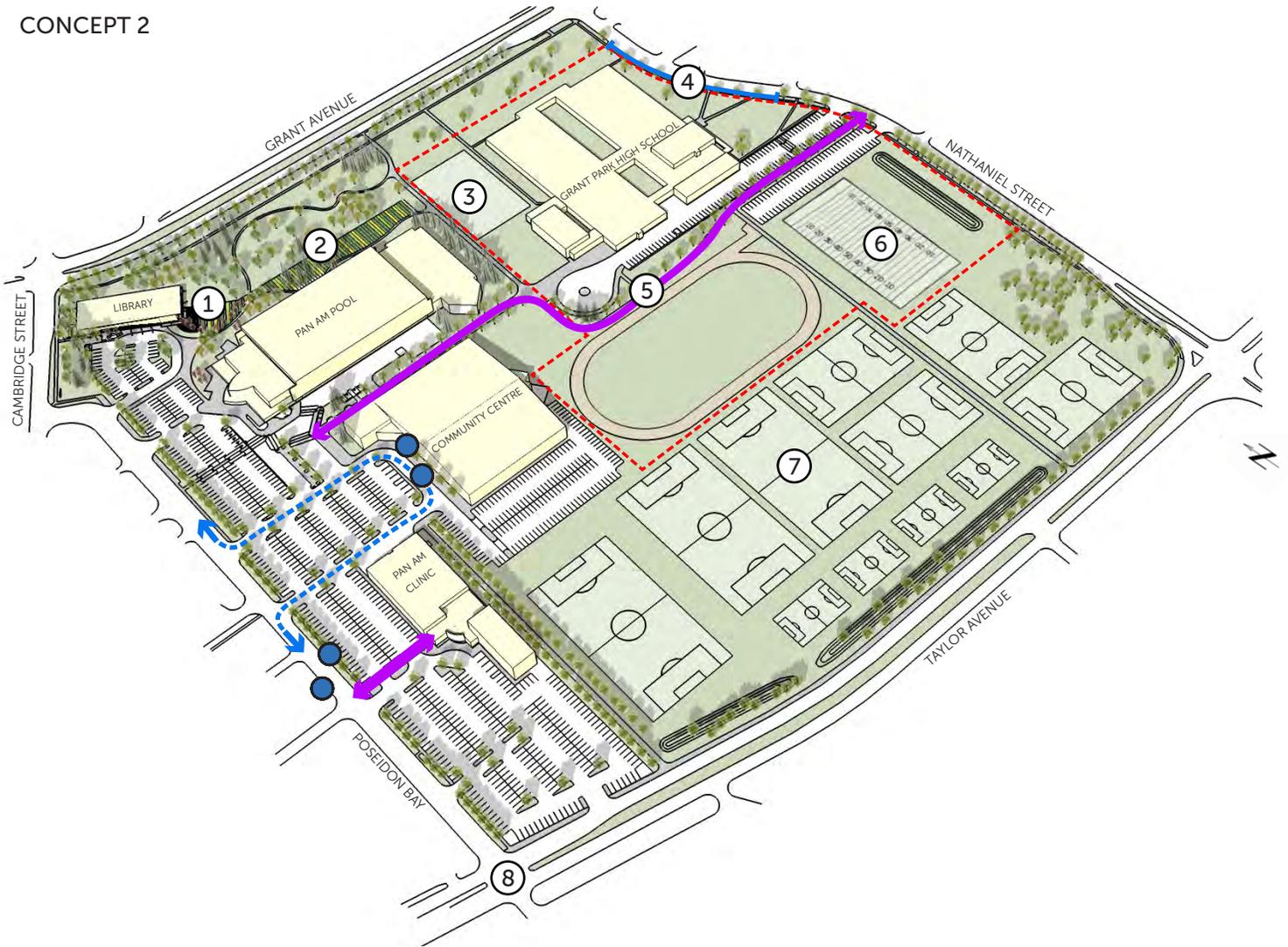
## AMENITIES & SITE FEATURES

- |   |  |   |                         |   |   |
|---|--|---|-------------------------|---|---|
|   | Winnipeg School Division Property Line |  | Outdoor Reading Room    |  | Artificial Turf Football Field                    |
|   | Internal Bus Route                     |  | Community Gardens       |  | Reconfigured Soccer Fields with Improved Drainage |
|  | New Transit Stop                       |  | Practice Football Field |  | New Median Opening for Future Transit Routes Only |
|   | Enhanced Pedestrian Corridor           |  | Lay-by Drop Off         |  | New Signaled Intersection                         |
|   |  |  | Pedestrian Spine        |   |   |

## CONCEPT PLANS

This process generated two concept plans, which differ in the location of the redeveloped arena/community centre. Concept 1 places the new community centre close to the intersection of Poseidon Bay and Taylor Avenue, and Concept 2 locates the new community centre immediately south of Pan Am Pool. Concept 2 requires a land negotiation with Winnipeg School Division. Both show a new library building in the northwest corner of the

## CONCEPT 2



### AMENITIES & SITE FEATURES

- |   |  |   |                         |   |   |
|---|--|---|-------------------------|---|---|
|   | Winnipeg School Division Property Line |  | Outdoor Reading Room    |  | Pedestrian Spine                                  |
|   | Internal Bus Route                     |  | Community Gardens       |  | Artificial Turf Football Field                    |
|  | New Transit Stop                       |  | Practice Football Field |  | Reconfigured Soccer Fields with Improved Drainage |
|   | Enhanced Pedestrian Corridor           |  | Lay-by Drop Off         |  | New Signaled Intersection                         |

site, next to the Pan Am Forest, and improvements to the sports fields, community gardens, vehicular and Transit infrastructure, cycle and walking facilities, lighting, drainage, and parking. Both concepts will incorporate heritage interpretive features to recall the former community on the site known as 'Rooster Town', and both identify the importance of maintaining and strengthening relationships with community partners to help activate and manage the site.

## **PUBLIC ENGAGEMENT**

The Campus Master Plan is founded on open collaboration with stakeholder groups and utilizes a variety of public engagement methods, including a project website, interviews, focus group meetings, two stakeholder workshops and a public open house. The team made repeat contact with over 18 different stakeholders and participated in a City-led focus group to proactively discuss the library relocation with the River Heights community, and obtained on-the-ground perspectives and ideas from users of the Charleswood Library and Cindy Klassen Recreation Complex - two sites identified as successful precedents related to recreation programming, infrastructure, and partnerships. The team also conducted a stakeholder mapping exercise with the client, through which those groups with the highest interest and involvement in the site became the priority targets for participation.

The open house was advertised through a local mail drop, e-invites to over 80 stakeholder groups, and community newspaper ads. The City of Winnipeg sent open house information through social media and by email to over 5,000 public engagement news subscribers. Feedback forms indicate a high level of satisfaction with the process and the proposed plans, and a slight public preference for Concept 1. The most commonly stated reason for the preference was concern about additional traffic congestion and competition for parking between the pool and the community centre in Concept 2. As well, the uncertainty around land negotiation with the School Division swayed the steering committee and some stakeholders toward Concept 1. With that said, individuals identified certain features in Concept 2 as being important, so the design was also incorporated into the final report as reference.

The most discussed aspect of the plan is the proposed library relocation. Though the focus group meeting at the River Heights Library and information presented at the open house and online, it was clear that there was majority support for relocation of the River Heights Library. There are still some River Heights residents who remain unsatisfied with the relocation of their existing library, despite its shortcomings in accessibility, parking, and building condition. It is likely this will require continued public engagement throughout the relocation - to continue to provide information about the project as it advances, to determine specific design details of interest, and opportunities to alleviate some of the negative impacts.

## **CAPITAL COSTS**

### **SITE DEVELOPMENT CONSTRUCTION ESTIMATE**

The Class 4 site development budget projects an investment of approximately \$5.9 million for

the full build out of Concept 1, minus the new library, which is costed separately, and the new community centre, which will be independently financed, and the artificial turf field, which is a school initiative.

### **LIBRARY CONSTRUCTION COST ESTIMATE**

The library's Class 3 cost estimate was completed by LM Architectural Group and their quantity surveyor, Marshall Murray, and is considered accurate to -20% and +30%. Based on a 14,000 square foot building, the library cost was calculated at \$5.9 million for the structure alone.

Additional Cost items not included in Library Class 3 estimate:

- Inflation (estimated at 5% per year)
- Design & Contract Admin fees
- Total project contingencies
- Existing facility decommissioning
- Program & Collection Relocation
- Furniture, fixtures & equipment
- Public Service Administrative costs
- Public Engagement
- Utility costs

Sitework for the library is included in the site development budget found in Section 6.1.

### **COMMUNITY CENTRE/ARENA CONSTRUCTION COST ESTIMATE**

Identifying the capital and operational cost of a new twinned rink community centre within the Grant Park recreation campus will be a part of the business planning responsibility of the future developer/proponent. It is outside the scope of this plan, however, a square foot allowance for a facility of this nature is included. An estimate of site servicing and site development has also been included. The details of this cost estimate can be found in Section 6.1.

### **ARTIFICIAL TURF FOOTBALL FIELD**

Several stakeholders identified the addition of an artificial turf field to be a major benefit within the Grant Park recreation campus. A turf field can significantly extend the play season and reduce the impact on the existing highly utilized grass fields. This is a school initiative with other key stakeholder partners/developers such as Grant Park High School football alumni, Football Manitoba, and the WSEU soccer club. A Class 4 cost estimate for a lighted turf field is included as information.

## **GOVERNANCE AND SERVICE DELIVERY**

The mix of service provision by the City, its lessees, and third parties like the school division help to create a robust and responsive suite of offerings that is well aligned with community needs and interests. Campus governance should support the continuation of this model and capitalize on the many stakeholders who expressed interest in further or future involvement in the facilities and program delivery within the campus. In the future, a Grant Park Recreation Campus 'Advisory Group' made up of key stakeholders from City and non-city program partners would ideally be formed for ongoing communication and implementation of the plan.

## **KEY RECOMMENDATIONS**

The following list of actionable items are final recommendations critical to advance the Grant Park Recreation Campus Plan and Feasibility Study, as capital projects are approved by City Council and funds become available.

### **1. CHARLES BARBOUR ARENA**

- a. Do not invest in expansion or reconstruction of the Charles Barbour Arena in its current location, due to traffic capacity limitations on Nathaniel Street. Instead, work with arena proponents to construct a new community centre close to Poseidon Bay to better distribute uses and traffic across the campus. The centre should have two ice sheets and space for other community uses such as seniors drop-in, soccer club house, kitchen, and rentable multi-purpose rooms.

### **2. RIVER HEIGHTS LIBRARY**

- a. The study showed that a new library to replace the River Heights Library would be a compatible and beneficial addition to the Grant Park Recreational Campus.
- b. The preferred location is the northwest corner, where it will create a strong street presence, and offer ready access to nearby high density housing, Transit, cycle and pedestrian traffic using Grant, and the Pan Am Forest greenspace.
- c. Do not physically attach the library to other structures on site. Each of the existing and proposed buildings on the campus offers challenges that will significantly impact costs or schedule for only modest benefit.
- d. Create an outdoor reading garden that takes advantage of the sheltering mature trees and topography near the Pan Am Forest.
- e. Library specific parking.

### **3. PAN AM POOL**

- a. Recognize the Pan Am Pool as an attraction of regional importance. Short term plans should focus on wayfinding clarity, programming linkages, and parking management. Long term plans should include an improved physical connection (e.g. access and accessibility) to the new library.

### **4. AQUATIC HALL OF FAME AND MUSEUM OF CANADA**

- a. Work to improve physical and programmatic integration of this amenity into the campus over time.

### **5. PAN AM CLINIC**

- a. Should the Pan Am Clinic relocate in future, assess the building for repurposing toward another compatible use such as a childcare, healthcare, seniors centre or flex space. Ideally it would stay as a community amenity to round out the campus offerings.

### **6. GRANT PARK HIGH SCHOOL**

- a. Continue to correspond with the high school and seek out opportunities for shared use of City and school facilities.
- b. Negotiate access to school property for a pedestrian spine connecting the east and west sides of the campus.

### **7. SPORTS FIELDS AND GREENSPACE**

- a. Provide for greater flexibility in field layout and include more small fields to suit the younger player demographic.
- b. Improve drainage on fields and more frequent irrigation connection points.
- c. Reconstruct sports fields disturbed by the construction of the community centre at the former Charles Barbour arena site. Reconstructed sports fields should be to the same standard as those they replace.
- d. Provide wind buffering and seating berm along Taylor.
- e. Provide additional shade trees and perimeter access trail.
- f. There is interest in developing an artificial turf football field among school stakeholders, and there is benefit to the campus if this were realized. While the City's role in this school initiative would be minor, support in the form of facilitation services, advice on operation and maintenance, and lessons from other installations could be helpful, and could pave the way for further collaboration.

- g. Consolidate the community gardens in a location close to the library reading garden.

## **8. PARKING**

- a. Upgrade existing parking lots (Pan Am Clinic, Charlie Barbour Arena) to meet by-law requirements for landscaping, screening and pedestrian access
- b. Divide large parking areas into sub-lots to reduce the visual impact of paving expanse and simplify parking management through intuitive allocation of stalls to specific buildings/recreational amenities.
- c. Increase the parking capacity to accommodate proposed new structures (i.e. library).
- d. Concentrate new parking on the west side to reduce traffic load on Nathaniel Street.

## **9. TRANSIT AND VEHICULAR ACCESS**

- a. Install traffic signals at the intersection of Poseidon Bay and Taylor Avenue, as per the traffic study recommendations.
- b. Create a Transit-only median cut on Taylor to give access to the new community centre parking lot.
- c. Collaborate with the school on construction of a drop off bay on Nathaniel Street.
- d. Use the Grant Park Recreation Campus as a testing ground and showcase for enhanced Transit features including covered walkways, internal loops through parking lots, and new digital pay stations.

## **10. CYCLE AND PEDESTRIAN FACILITIES**

- a. Create a sheltered pedestrian spine complete with site lighting to connect the east and west sides of the campus.
- b. Create an internal 1.5 km loop multi-use trail connecting the existing buildings, future recreational facilities, potential library and pedestrian spine.
- c. Install amenities like benches, waste receptacles and secure cycle parking throughout the campus.
- d. Create a high quality wayfinding system, interior and exterior, to help unify and clarify the campus for visitors of all abilities.

## **11. RECYCLING DEPOT**

- a. Relocate the recycling depot to a nearby alternate location. With the proposed new community centre in that vicinity, the recycling depot is incompatible visually and would complicate vehicular circulation.

## **12. HERITAGE AND INTERPRETIVE FEATURES**

- a. Launch a study to incorporate interpretive features within the campus related to the site's cultural heritage, specifically Rooster Town. Involve the Winnipeg Arts Council in this process. The new River Heights Library will be the first opportunity for this type of interpretative feature.

## **13. SHARED SERVICES AND COLLABORATION**

- a. Maintain existing and actively seek out new community partners for funding, programming, and operation. A broad base of partnerships adds to the facility's resilience and the community's sense of stewardship.
- b. Continue support for the combination of direct (City or its lessees) and indirect (third party) service delivery on the campus to ensure flexibility, responsiveness and shared responsibility in aligning with community needs and interests.



**GRANT PARK RECREATION CAMPUS  
PLAN & FEASIBILITY STUDY**



# 1.0 INTRODUCTION



Figure 1 - Project Limits Map

## 1.1 OBJECTIVES OF THE GRANT PARK RECREATION CAMPUS PLAN & FEASIBILITY STUDY

The Grant Park Recreation Campus Plan and Feasibility Study provides the City of Winnipeg with a comprehensive framework plan for the redevelopment of the Grant Park area, as well as guidance and direction on future investments that support greater recreation opportunities and community wellbeing.

The study site includes the Pan Am Pool, Charles A. Barbour Arena, surrounding soccer fields, ancillary green spaces, and the Pan Am Clinic building complete with parking area. The plan presents an opportunity to incorporate current proposals for the site, including a new community library and arena expansion.

Rigorous public engagement, analysis of existing background material, precedents, and policies, and an assessment of existing site and facilities, have resulted in the plan's following deliverables: conceptual site plan illustrating redevelopment/reinvestment options, conceptual library design, traffic impact study for preferred options, high level cost estimates, and funding and phasing strategies.

## **1.2 PROJECT LIMITS**

The Grant Park Campus is located in the Southwest quadrant of the city of Winnipeg. The site is approximately 53 acres of land and is located approximately 6.5 kilometers from downtown. The site is bounded by Grant Avenue to the north, Taylor Avenue to the south, Nathaniel Street to the east and Cambridge Street and Poseidon Bay to the west.

## **1.3 THE VALUE OF RECREATION**

Recreation is a valuable tool that supports individuals, communities, and wellbeing, and helps shape built and natural environments. Evidence has pointed to the varying benefits of recreation from a personal, social, economic, and environmental lens. The impact of recreation may improve and enhance: mobility through active transportation modes, work performance and productivity, business attraction, property value and tax revenues, mental and physical health, and academic success. Recreation is viewed as an opportunity to address sedentary lifestyles, isolation, and equity.

According to "A Framework for Recreation in Canada 2015: Pathways to Wellbeing," historically, recreation has been "a public good, which focused on outreach to vulnerable people, families and communities" yet in recent times, it "has often shifted toward an individual-based, facility-focused, user-pay model" (p. 7). This type of recreation model has produced challenges towards building equity and has increased sedentary behaviour and obesity, and socio-demographic challenges.

The Grant Park Recreation Campus Plan and Feasibility Study presents an opportunity to bring partners together from all sectors, from those interested in community design to physical activity to crime prevention to public health, to invest in developing a healthy, active community that engages citizens, enhances leadership, and builds and protects spaces vital for equity, inclusion, and participation.

This study has provided ample opportunity for public engagement through workshops, meetings, public surveying and additional web tools. People shared why recreation is an

important resource in their personal and professional lives, and how recreation can provide significant value to the Grant Park study site. The study defines recreation as a valuable community gathering space, with abundance of transportation options, and diverse, multi-generational, multi-use programming opportunities for people of all ages, backgrounds, and socio-economic status.

In addition to this stakeholder input, the Grant Park Recreation Campus Plan and Feasibility Study uses current provincial and Canada-wide recreation research to support recommendations and future planning identified within this document. This current research is further detailed in this report and provides the foundation for public engagement.

The consultant team utilized the definition of recreation as described in *A Framework for Recreation in Canada 2015: Pathways to Wellbeing* and *Manitoba's Policy for Recreation Opportunities*, as key guides in developing this plan (Figure 1).

## PATHWAYS TO WELL BEING

"A Framework for Recreation in Canada 2015: Pathways to Wellbeing," explores the challenges and benefits of recreation today and provides a rationale for investing in recreation strategies. It describes the need for collaboration for meaningful, accessible recreation experiences and provides a new vision and some common ways for thinking about the renewal of recreation based on clear goals and underlying values and principles.

*Recreation is the experience that results from freely chosen participation in physical, social, intellectual, creative and spiritual pursuits that enhance individual and community wellbeing. (p. 8)*

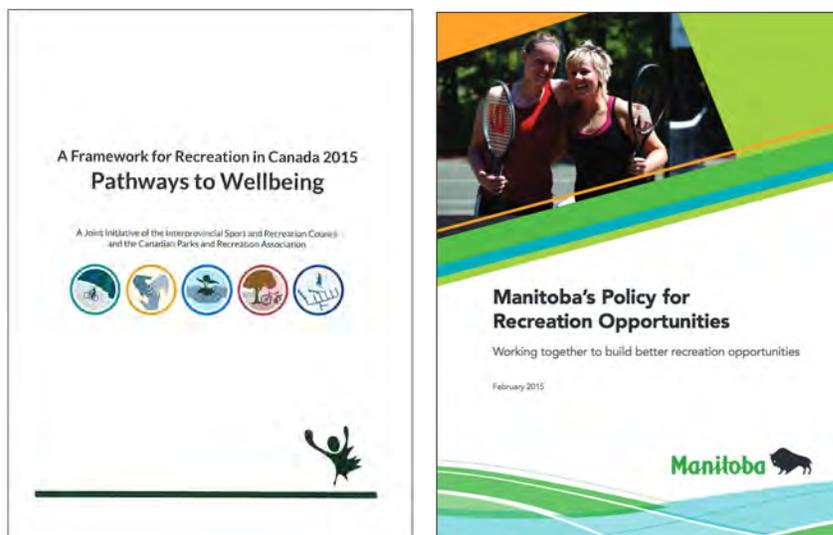


Figure 2 - Sources used to guide development of the Recreation Master Plan

## MANITOBA'S POLICY FOR RECREATION OPPORTUNITIES

Manitoba Children and Youth Opportunities began a thorough review and an update of Manitoba's Policy for Recreation Opportunities in early 2014. This was made possible through a robust consultation process with key recreation leaders and stakeholders: nearly 1,650 stakeholder comments were received, and 500 participants from all regions of the province of Manitoba participated over a period of four months. A review of provincial policy documents, the work conducted on the national Framework for Recreation in Canada, and work conducted by allied and community organizations, helped provide supporting information that validated the policy update. From this research, it was clear that recreation is viewed as being a community asset, one that provides a valuable service to the community. Additionally, stakeholders supported the development of a broader definition of recreation, one that went further than just thinking around traditional sport and prioritized greater inclusion for all.

*Recreation has the power to ensure that participants, leaders, community members and volunteers belong, realize their potential, and positively contribute to the life of communities and the province. (p. 8)*

## 1.4 PLANNING FRAMEWORK

The Grant Park Recreation Campus Plan and Feasibility Study reviewed existing City of Winnipeg policy documents and plans, in addition to feedback received from the public engagement process. The extensive research and consultation performed by many existing community groups and organizations were incorporated as well. This study builds on multiple visions and ideas for the area into one central document. The City of Winnipeg affirms the value of recreation in OurWinnipeg, the City of Winnipeg's 25-year vision and development plan, citing its impact on communities:

*"Recreation, active living and leisure programs and services strengthen families, build healthy communities, improve quality of life, support the healthy development of children and provide an opportunity to develop leadership skills." (p. 58)*

Recreation is viewed by many as a way to offer opportunities to enhance life skills, community capacity and volunteerism, and quality of life, for people from all walks of life, regardless of age, gender, ability, and cultural background.

The Grant Park Recreation Campus Plan and Feasibility Study are important tools that align with direction strategies identified in OurWinnipeg. This plan highlights reinvestment areas for

the City, to help guide future infrastructure investments. According to OurWinnipeg, the Grant Park campus is defined as an Area of Stability. Areas of Stability do not experience significant change over time but accommodate low-moderate density infill development to support more efficient use of land, infrastructure and services. The Grant Park Recreation Campus Plan and Feasibility Study proposes developments that are contextually suitable and celebrate the area's defining features which make it unique and the form and character of its location.

OurWinnipeg identifies six key directions that support recreation investment in communities:



Promote and enable opportunities for all age groups to be active as part of their daily lives



Work with community partners to provide services that are responsive to the community's recreation and leisure needs



Directly provide, or facilitate through partnerships, equitable access to a base level of recreation, culture and leisure services for all Winnipeggers



With community partners, participate as a leader in planning and delivering recreation and leisure services in Winnipeg



Provide or facilitate community development and recreation opportunities for vulnerable youth



Plan for sustainable and connected recreation and leisure infrastructure

Libraries are viewed as being more than places of study and research. In fact, they are viewed as important civic places that “nurture a culture of life-long learning and literacy” and “play a variety of roles as an integral part of the community.” (p. 61)

Key directions outlined according to OurWinnipeg:

1. Provide quality, responsive, and innovative library programs and services that emphasize literacy and life-long learning and that enrich all Winnipeggers and their communities
2. Provide library facilities that are safe, convenient and accessible community places
3. Market and promote the collections, programs and services of the library system to ensure maximum public benefit

**The following is a chronology of planning policy and contexts:**

#### **RECREATION, LEISURE, AND LIBRARY FACILITIES POLICY**

Adopted in 2005, this policy provides direction for the provision and maintenance of recreation, leisure, and library facilities owned by the City of Winnipeg. The desired outcomes of the policy is to: (a) provide Winnipeggers with more contemporary recreation, leisure, and library facilities; and (b) work toward a financially sustainable model for their provision.

#### **GENERAL COUNCIL OF WINNIPEG COMMUNITY CENTRES**

Plan 2025 is a vision document created by the General Council of Winnipeg Community Centres in April of 2009. Their approach: “people drive programs and programs drive facilities” (p. 4). The rationale is that facilities cannot be planned for unless there is a significant understanding of the programs that will be delivered, and the nature and basis for programs cannot be formed unless the needs of people are understood. Plan 2025 provides significant background research and recommendations to address governance, shared use agreement models, community needs, funding, programming, facility conditions, and accessibility.

#### **STANDING POLICY COMMITTEE ON PROTECTION & COMMUNITY SERVICES - APRIL 8, 2010**

Deferred maintenance is a growing issue and problem for municipalities. As facilities age, it becomes more and more difficult to invest the necessary funding to maintain the buildings in an acceptable physical and functional condition. In May of 2005, City of Winnipeg Council adopted the Recreation, Leisure and Libraries Facilities Policy, as a way to create financial sustainability for arena facilities, but also to ensure a contemporary mix of recreation and

leisure facilities. Council decided on April 8 of 2010 to take this one step further, by soliciting expressions of interest (EOI) from the private sector and community organizations for: (a) multi-pad public-use arenas; and (b) management and operation of existing public use arenas owned and operated by the City of Winnipeg.

Council approved the Recreation, Leisure and Libraries Facilities Policy in 2005, which provided:

- A facility hierarchy that provides general guidance around the provision of facilities, including facility to population ratios at the neighbourhood, community, regional and city-wide level.
- Direction for existing facilities and for the introduction of new facility types
- A commitment to consultation
- A commitment to a 'managed care' level of maintenance for new facilities and where possible for existing facilities
- A reinvestment strategy.

There are 15 City owned and operated arenas. This report identifies the Charles A. Barbour arena one of 6 City owned and operated arenas as having a facility condition index in the "crisis response" range.

This report comments on how existing inventory of facilities is decades old, highlighting how many facilities do not reflect the current needs of the community. There is an appetite for the provision of a more contemporary set of recreation and leisure facilities.

There is an overall trend in arena development to build twin or multi-pad facilities "in order to take advantage of economies of scale in both capital and operating costs" (p. 6). As reported, "Multi-pad facilities also have higher revenue generating potential from ancillary services as well as attracting tournaments and competitions. Recent reports from several Canadian municipalities include recommendations to move from single pad facilities to twin or multi-pad facilities."

## **ASSET MANAGEMENT POLICY**

The Asset Management Policy approved in January of 2015 describes objectives related to infrastructure investment, stakeholder engagement/education about true costs associated with City assets, and capturing relevant information to properly manage assets effectively. Asset Management relies on four key organizational components: well-planned strategies, good physical assets, highly trained professionals with respect to practices and procedures, and

integrated business processes. Any investment in the Grant Park study site should consider the City of Winnipeg's key asset management documents, which include: Strategic Asset Management Plan; Asset Management Administrative Standard; and Customer Levels of Service. An Asset Management Plan and State of the Infrastructure Report are being developed.

#### **ASSET MANAGEMENT ADMINISTRATIVE STANDARD FM-004**

Any new investment needs to align with the Asset Management Administrative Standard, which was approved in March of 2015. The Chief Administrative Officer (CAO) is the authority for the Asset Management Administrative Standard. This policy ensures that all city departments follow a unified approach to asset management, from strategy to business process to physical assets to people.

The following manuals have been developed and would be important to reference when creating new assets in Grant Park: Investment Planning Manual, Project Management Manual, and the Business Unit Asset Management Plan Framework and Guidelines. This will help provide guidance and governance towards any new infrastructure within the Grant Park study site.

#### **ASSET FUNDING NEEDS REPORT (CHARLES A. BARBOUR ARENA, 500 NATHANIEL)**

In addition to OurWinnipeg, other City of Winnipeg documents were reviewed, such as the Asset Funding Needs Report, which was completed in February of 2016.

The Asset Funding Needs Report projects the renewal and non-renewal requirements for the Charles A. Barbour Arena (500 Nathaniel) from 2016 to 2026. During this period, non-renewal costs will amount to \$1,800,011 while renewal requirements will be \$2,201,253. These projections demonstrate the level of funding required to maintain the Charles A. Barbour Arena in its current state, with minimal additions.

## **1.5 METHODOLOGY AND TIMELINE**

The methodology for collecting and analyzing data is crucial to making informed recommendations and building consensus among a diverse group of stakeholders and user groups. The project methodology included: direct field observations and site visits; interviews with key stakeholder groups and meetings with City departments; examination of current recreation trends and best practices for recreation campus planning; and key public engagement and participation opportunities (Figure 3). The consultant team facilitated the design process with the help of an internal stakeholder committee comprised of City of Winnipeg employees from various departments. The group served as a steering committee and provided guidance and input throughout the development of the plan.

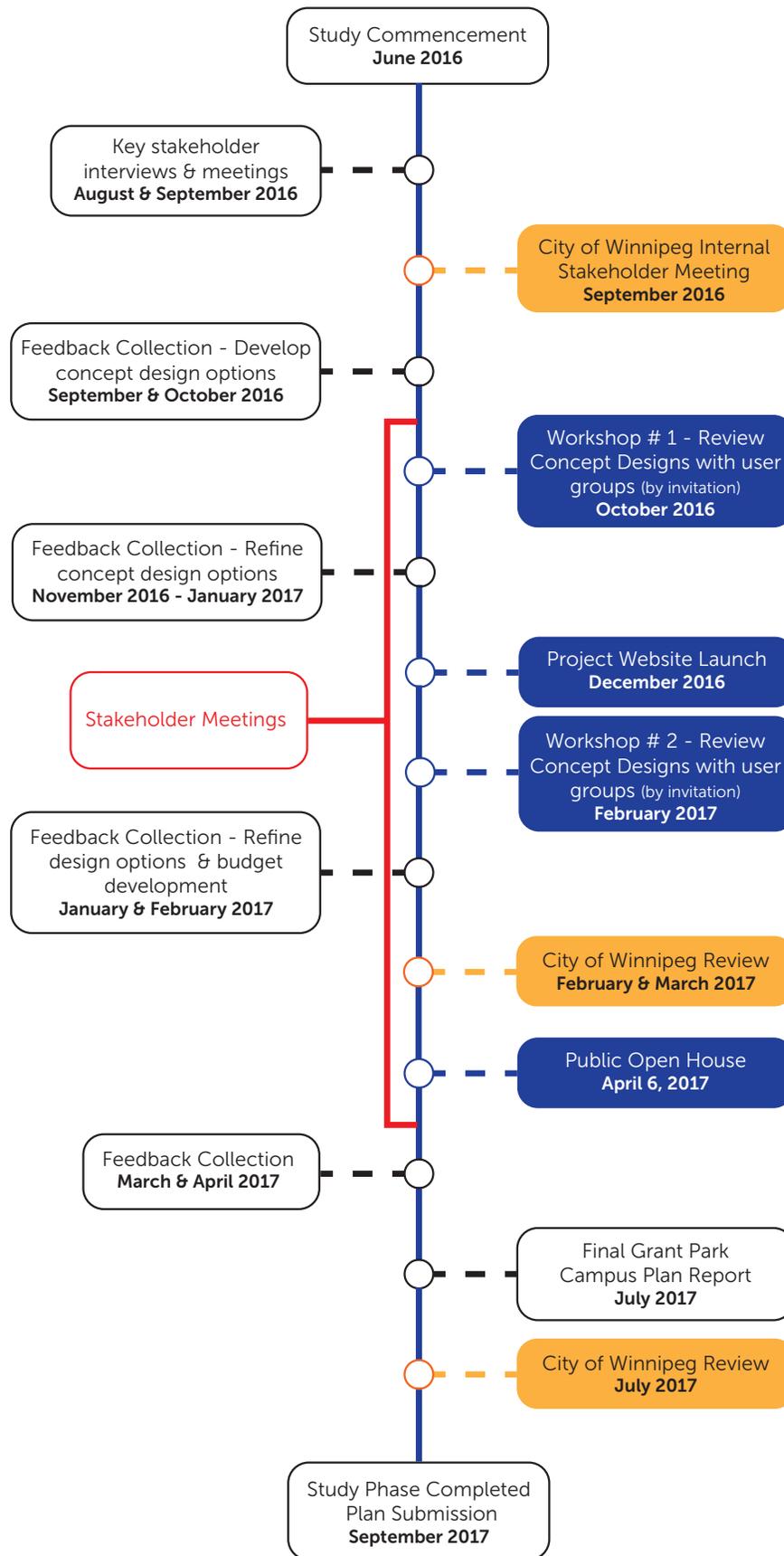


Figure 3 - Website project timeline outlining key City of Winnipeg review periods and public engagement opportunities

## **STUDY COMMENCEMENT**

The project began with a start-up meeting to discuss the issues, challenges and opportunities regarding the recreation facilities, programs and the public engagement process. This involved discussion amongst the consultant team to further define their roles throughout the process, as well as expectations from the internal stakeholder committee. An initial stakeholder list was also created and project objectives and scope were confirmed. The meeting provided an opportunity for all participants to familiarize themselves with the project objectives, public engagement requirements and initial strategies, identify key stakeholders to be involved, and refine the project timeline and deliverables. Where possible, the committee members provided operational and financial information regarding municipally operated facilities pertinent to the recreation campus plan; additional financial information was later provided by sport and community groups.

## **INTERNAL ENGAGEMENT**

In the interest of building internal understanding and capacity for this complex project, an internal engagement process was designed at the outset of the Campus Plan and Feasibility Study process. The consultant team understood from the outset that significant internal engagement with the City would be needed and to understand Council-approved policy directions. Project components included significant existing community assets including a library, soccer fields and a public greenspace. Several large-scale projects were also underway in the area, including the Waverley Underpass, development at Parker Lands, and the potential relocation of the PanAm Clinic. The internal engagement process sought to understand each of these considerations as early on in the planning process as possible in order to ensure the constraints, opportunities, timing and making milestones could be best addressed through project communications, stakeholder engagement and the campus plan itself.

As part of the correspondence between the city and the consultant team, the following tools were used to organize discussion and decision making amongst the project team and key City personnel and gain relevant background information and project criteria:

- Facilitated meeting with project team, City of Winnipeg staff and project manager
- Frequently Asked Questions (FAQ) project sheet

The internal engagement process ultimately allowed for greater team alignment and a more successful public engagement process: key questions were answered and messages confirmed, and communication and engagement-related risks were identified and accounted for in subsequent planning.

## **SITE VISITS**

Throughout the summer and fall of 2016, numerous site visits were conducted to the River Heights Library, Charles A. Barbour Arena, Pan Am Pool and Grant Park High School. Parking trends, site microclimates, pedestrian and cycling routes and facility conditions were all identified during the visits. Wherever possible during the visits, facility operations managers or volunteers met the consultant team to tour the facilities and provide additional information. The consultant team conducted site visits to view similar new City of Winnipeg recreation and library facilities. Site tour/interviews with the management of the Cindy Klassen Recreation Complex and the adjacent West End Library was very informative to learn about current programming and see first-hand how the two facilities share and utilize resources. Staff and random users were informally asked about their likes and dislikes of the facilities. A visit to the Charleswood Library was also informative to observe people using new drop-off and pick-up systems and presented an opportunity to ask about their likes and dislikes of the new library.

During site visits to Charles A. Barbour Arena and the River Heights Library, a high-level assessment of the facility structure and condition, any significant renovations and upgrades, and general operating and servicing systems were documented. A building assessment for the two facilities is further detailed in later sections of this report. Background information regarding facility operations and programming were gathered for all relevant facilities, and added into the documentation. The site was extensively photographed and all information regarding the site was compiled into analysis maps.

## **1.6 PUBLIC ENGAGEMENT**

A plan to consult representative stakeholders and the general public regarding the relocation of the River Heights Library and the development of a Grant Park Recreation Campus Plan was driven by the desire to create a gold standard campus plan for recreation and leisure activities, and provide residents with a new library facility that is fully accessible, adheres to modern design standards, and includes improved resources and amenities. The consultation process allowed the design team to acquire qualitative information about current site uses, constraints and future opportunities for facilities and programming. A variety of feedback processes were utilized to obtain broad representation of stakeholders, accommodate user availability and ensure participation.

HTFC, in collaboration with First Persons Strategies, developed a comprehensive community consultation process to engage representative stakeholders of key user groups, as well as the broader community. The City of Winnipeg Office of Public Engagement provided requirements

for some aspects of the consultation process, as well as offered technical support for the project website. Many points of contact and various consultation methods were implemented to engage the public and with different groups during the overall planning process.

## **PROJECT WEBSITE**

In December 2016, the following project website was developed to provide general background information, the project timeline, and Frequently Asked Questions.

[www.winnipeg.ca/GrantParkRecreationCampusPlan](http://www.winnipeg.ca/GrantParkRecreationCampusPlan).

Webpage content was designed to the City of Winnipeg's Office of Public Engagement's standards, considering accessibility, readability, and completeness of materials. Project updates were posted on the website. Information gathered from the stakeholder workshops, along with the two design concepts presented at the public open house, were posted to the website and available in advance of the event to provide ample time for citizen engagement. The public open house event was promoted through the project website and opportunities for online feedback were provided via project survey. All printed materials that were circulated in the community listed the project's website link. Cards promoting the project website were made available at the public meeting and open house events.

## **STAKEHOLDER IDENTIFICATION AND GENERAL PUBLIC NOTIFICATION**

A stakeholder map was developed at the outset of the study to identify user groups, recreation leaders, area stakeholders (residents and businesses), internal City of Winnipeg departments, government representatives, community health and social agencies, school administration and library stakeholders. The stakeholder mapping exercise provided a systematic approach to identifying the range of stakeholders' interest in the project's development. Opportunities for engagement and notification channels were tailored to each stakeholder group and their particular level of interest and involvement. For example, those identified as having high interest and high stakeholder involvement were asked to participate in one-on-one interview meetings, or small focus groups as they were thought to be impacted more significantly by the project's development. This stakeholder map helped the project team navigate the appropriate level of notification required for each stakeholder. Input from the public was a priority, with multiple opportunities available for their participation. Members of the public were invited to view the project website, attend the public open house and provide feedback in-person or on-line. The notification strategy outlined below helped to ensure a broad base of public input.

## **NOTIFICATION BY THE NUMBERS**

- Direct home mail delivery (approx. 200 homes)
- CanStar Newspaper advertisement for Public Open House (appeared in Sou'Wester on March 29, 2017)
- Emailed subscribers of the City of Winnipeg Public Engagement News (5,009 subscribers)
- Emailed 59 stakeholders to participate in Stakeholder Workshops 1
- Emailed 74 stakeholders to participate in Stakeholder Workshop 2
- Emailed 81 stakeholder groups the e-invite to the Public Open House, who then forwarded the invite to their constituents and members
- Emailed City of Winnipeg Councilors' invites and area MLA and MP to the Stakeholder Workshops and Public Open House
- Advertised the Public Open House at Grant Park Shopping Mall, using five 22x28 billboard stands
- Over 500 postcards printed and distributed throughout the Grant Park study site
- City of Winnipeg press release (Public Open House; sent on March 31, 2017)
- Promotional posts through City of Winnipeg and HTFC Planning & Design's Instagram and Twitter accounts
- 1 interview with CTV
- Total of 2 online stories and blogs on ChrisD.ca and Bike Winnipeg

## **STAKEHOLDER INTERVIEWS**

Interviews with key stakeholders and user groups were conducted from July 2016 to January 2017 to obtain information regarding current and future services, programming and infrastructure, as well as identify any issues, concerns or possible opportunities related to particular facilities or programs. The consultant team heard about the user groups' ambitions and received information on their strategic planning and future initiatives. Interest in possible partnerships was also identified during the interview process. Key topics were developed as discussion points with the stakeholders, though interviews did not restrict or limit participants to specific topics, and all ideas and concerns were welcomed. Representatives from the following groups, organizations and facilities were either personally interviewed, attended a small focus group or provided with a guided site tour of recreational facilities:

- Grant Park High School
- Winnipeg School Division
- River Heights Library

- Winnipeg Public Library Board
- Friends of Winnipeg Public Libraries
- City Centre, Riel, Assiniboine, and Lord Selkirk Library Advisory Committees
- Winnipeg Library Foundation
- Winnipeg South End United Soccer Club
- Charles A. Barbour Arena
- Central Corydon Community Centre
- Winnipeg Regional Health Authority
- Manitoba Métis Federation
- Pan Am Pool
- Pan Am Clinic
- General Council of Winnipeg Community Centres
- Cindy Klassen Recreation Complex
- Charleswood Library
- Sport Manitoba

### **FOCUS GROUP MEETINGS**

Two focus group meetings were held to inform library stakeholders of the project and discuss the relocation of the River Heights Library to the Grant Park Campus site. The first meeting was held on December 7, 2016 at the Millennium Library and included representatives from the Library Board, Friends of the Winnipeg Public Library Board and the City Centre Library Advisory Committee. The focus groups shared information on current library uses, emerging library trends, and the Library Board's strategic plan. A second focus group meeting was held at the River Heights Library on January 11, 2017 included representatives once again from Library Board, Friends of the Winnipeg Public Library Board and the City Centre Library Advisory Committee in addition invited River Heights Library users and staff. The City of Winnipeg Project Manager gave a presentation on the issues and the opportunities for the library redevelopment. Participants provided feedback throughout the presentation and were informed of the study timeline and upcoming ways to stay involved (through the project website, Open House and surveys).

### **STAKEHOLDER WORKSHOPS**

Two stakeholder workshops were held on weekday evenings in October 2016 and February 2017 at Grant Park High School. As a follow up to the stakeholder interviews, a presentation was conducted at the first workshop to inform the stakeholders what demographic and site information the design team had accumulated up to that point in time, as well as the preliminary design ideas for the site. Following the presentation, the group split into four smaller groups to discuss the two preliminary concept drawings of the site, identifying the

opportunities and constraints of the concepts. Following the facilitated table discussions, the responses from each of the groups were shared with the larger group. A survey was circulated to the invited stakeholders (in-person and on-line) to gauge their understanding and receptiveness to the preliminary campus design components and allowing them further opportunity for reflection and feedback.

At Workshop 2, a short presentation was given to inform the group of the feedback received regarding the preliminary concepts and how their comments were incorporated into the refined concepts. Three potential campus concepts were presented. Participants broke out into small groups and moved between the three concepts to discuss the benefits and challenges of each. Table facilitators recorded the participant comments. A list of evaluation/ guiding criteria was developed to focus the table discussions. At the end of the workshop, the stakeholders were informed of the upcoming public feedback worksheet/survey that was in development. Participants received the feedback worksheet by email and were encouraged to circulate the worksheet to their networks.

Both workshops provided an opportunity to collect information about the public's interests, concerns and aspirations for the Grant Park Campus Plan. The workshops were also a valuable opportunity for groups and associations to share common interests and concerns with one another and discuss potential partnerships for new facilities and programs.

## **PUBLIC OPEN HOUSE**

Digital and print advertisements were used to encourage attendance and participation. Many participants heard about the Open House through media coverage, social media, and posters/postcards distributed within the area. These boards (See appendices) highlighted the following with regards to the Grant Park Recreation Campus Plan & Feasibility Study: (a) project goal; (b) process; (c) design influences; (d) what we heard from the community; (e) concept drawings 1 and 2; and (f) River Heights Library redevelopment information. City staff and members of the consultant team were on site to answer questions from the public, and to facilitate informative tours of each presentation board. Participants at the Public Open House were encouraged to fill out a feedback form after reviewing the project materials (See Appendices).

The Feedback Form was designed to solicit comments regarding two concept drawings and to obtain any additional information or concerns that the public wished to share. A partnership with Winnipeg's Folklorama, a festival that is known for their popular pavilion programming at Grant Park High School, resulted in a contest to win a pair of festival passes, with entries to the contest logged as part of participation in the feedback form.

HTFC compiled, analyzed and incorporated information from the stakeholder workshops and public engagement sessions into the refinement of the original concept drawings for the recreation master plan. Potential organizational synergies were highlighted and shared use facilities and increased programming opportunities were priorities for stakeholder groups. The public engagement process also created the foundation of knowledge for all stakeholders and the general public. The input received will help guide future investment for the site; partnerships will be explored where possible; and will align the Grant Park Campus Plan with other city and community-based plans and documents.

A “What We Heard” report was created and posted online at:

[http://winnipeg.ca/cms/projects/grant\\_park/grant\\_park\\_rec\\_campus\\_report.pdf](http://winnipeg.ca/cms/projects/grant_park/grant_park_rec_campus_report.pdf). It can also be found in the Appendices of this report.

## 2.0 GRANT PARK SITE ASSESSMENT

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There are a number of key factors that create the foundation on which the Grant Park Campus Plan is built. Such factors include challenges that people face and the most prominent recreation trends that affect the Grant Park Campus; best practice case studies from across Canada for recreation campus plans; demographic information for Grant Park and surrounding neighbourhoods; the cultural and historical landscape of the site; and the formal site analysis, outlining current site conditions and future opportunities for development.

### 2.1 NATIONAL RECREATION PLANNING TRENDS

Many factors impede people from participating in organized and non-organized sports and leisure recreation activities. Some trends influencing design directions for the Grant Park Campus Plan are outlined below, and stem from national research made available through the "Leisure Information Network: Master Plans, Policies, and Templates for Parks & Recreation Practitioners." These trends relate to current healthy and active living trends, new emerging interests and community involvement.

#### AGING POPULATION

- decreased emphasis on team and organized sports – need more recreation options
- aging population and older adults are experiencing more active retirement lifestyles
- there is general improved accessibility standards for disabled and aging individuals for active leisure and recreation
- focus on individualized wellness and fitness opportunities
- demand for improved walkability to recreational facilities
- water-based sports/activities, especially for seniors with mobility challenges



- recreation is increasingly recognized to provide opportunities for social inclusion with benefits beyond physical wellbeing

### **TRANSIT AND WALKING SUPPORTS ACTIVE LIFESTYLES**

- transit as part of multi-modal system (park and ride)
- growing demand and sophistication in active transportation facilities
- walkability makes good public space
- access to safe parks, playgrounds, trails and other forms of recreation activities is an important factor for increasing activity levels

### **MULTIGENERATIONAL AND MULTICULTURAL RECREATION OPTIONS**

- there is desire for intergenerational activities to bridge the gap between age groups and experiences for the full extent of age and ability
- desire for outdoor activities, socially-oriented sports leagues, and programs to overcome financial and/or scheduling barriers
- Younger families require more family-based options
- Desire for passive and cultural forms of recreation that may include museum, art, and natural areas
- Newcomers require inclusive programs to overcome cultural/religious barriers and improve physical literacy
- Public facilities are becoming community places that are more liveable, aesthetically pleasing and are quality indoor and outdoor environments. They can offer opportunities for physical activity, social meeting places, cultural pursuits, healthcare, a diversity of community programs and events, and can become “third places” for people



## 2.2 PRECEDENT ANALYSIS LESSONS LEARNED

An analysis of precedent case studies provided some valuable lessons learned (See Appendices). For example, in similar projects across Canada, stakeholders have ranged from government to residents to community advisory groups. While these stakeholders ultimately frame the process for planning, they spoke to the importance of ensuring representation from existing and future users impacted by proposed campus expansion plans. These potential users may include: students of nearby education facilities, sports and social clubs, seniors/aging population, and residents. In some cases, these developments are used to engage marginalized populations (youth, New Canadians, Indigenous people, and other cultural groups). This raises the question: how can the Grant Park Recreation Campus Plan and Feasibility Study provide equitable access to both existing users (students, business, residents nearby) and new users (visitors from all parts of the City)?

Issues of safety, staffing, and security were identified as major challenges as a result of increased density of users. Parking additions were minimal based on existing parking availability in each of the precedents studied. Robust public engagement was paramount, in identifying and broadcasting shared needs and expectations of various stakeholder groups.

### THEMES EMERGED FROM PRECEDENT CASE STUDIES

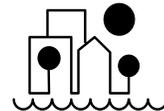
Population growth



Changing demographics



Aging infrastructure



Need for community connection



Enhance quality of life



## 2.3 DEMOGRAPHICS

Similar to recreation trends, the City of Winnipeg and the Grant Park neighbourhood have a diverse but aging population. As baby boomers edge closer to retirement, stronger demands will be placed on a variety of leisure and recreation amenities.

A population pyramid for Grant Park depicts a very high proportion of women over the age of 85, as compared to other age brackets for both men and women in the area. A growing number of young families are also moving in to the neighbourhood, creating a large percentage of residents in the 20 - 49 age range. (Statistics Canada, 2011)

When compared to a combined population pyramid of the Grant Park and surrounding neighbourhoods, the age brackets are more evenly dispersed with the largest population of residents being between the ages of 20-59. These numbers reflect the amount of baby boomers that are almost of retirement age and the young families that are moving in to the area.

Many of the residents in the Grant Park neighbourhood have very deep roots in the community. 50% of residents are third generation residents or more (which links to the high amount of women over the age of 85). Second generation residents represent approximately a third of the population at 29% and first generation residents are approximately 21% of the population. These statistics lead the design team to believe that there is a strong sense of ownership and traditions in the neighbourhood and design decisions should be cognizant and respectful of these traditions, while also recognizing the significant amount of newcomers to the area.

## Grant Park Population by Age (2011)

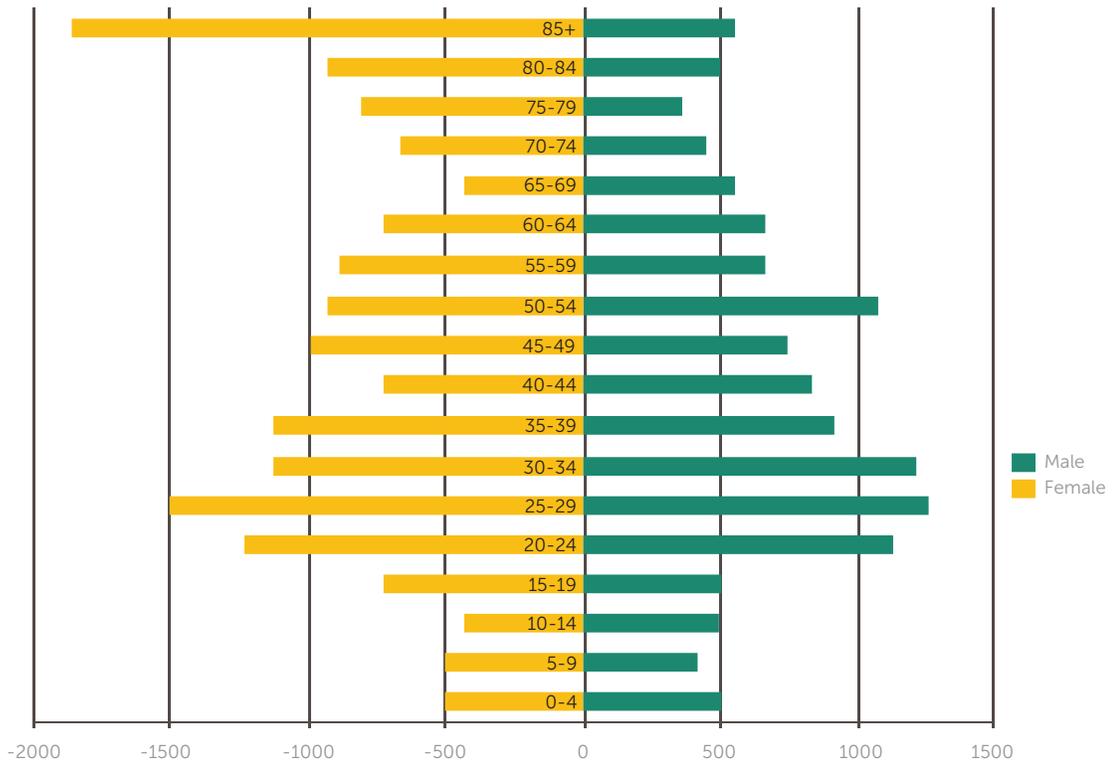


Figure 4 - Grant Park Population Pyramid (Statistics Canada, Census 2011)



Figure 5 - Grant Park Neighbourhood Demographic Boundaries



Figure 6 - Combined Neighbourhood Demographic Boundaries

### Total Population by Age (2011)

Grant Park, South River Heights, Central River Heights, North River Heights, Wellington Crescent, Crescentwood, Rockwood, Earl Grey, Ebby Wentworth, Sir John Franklin, J.B. Mitchell, Mathers

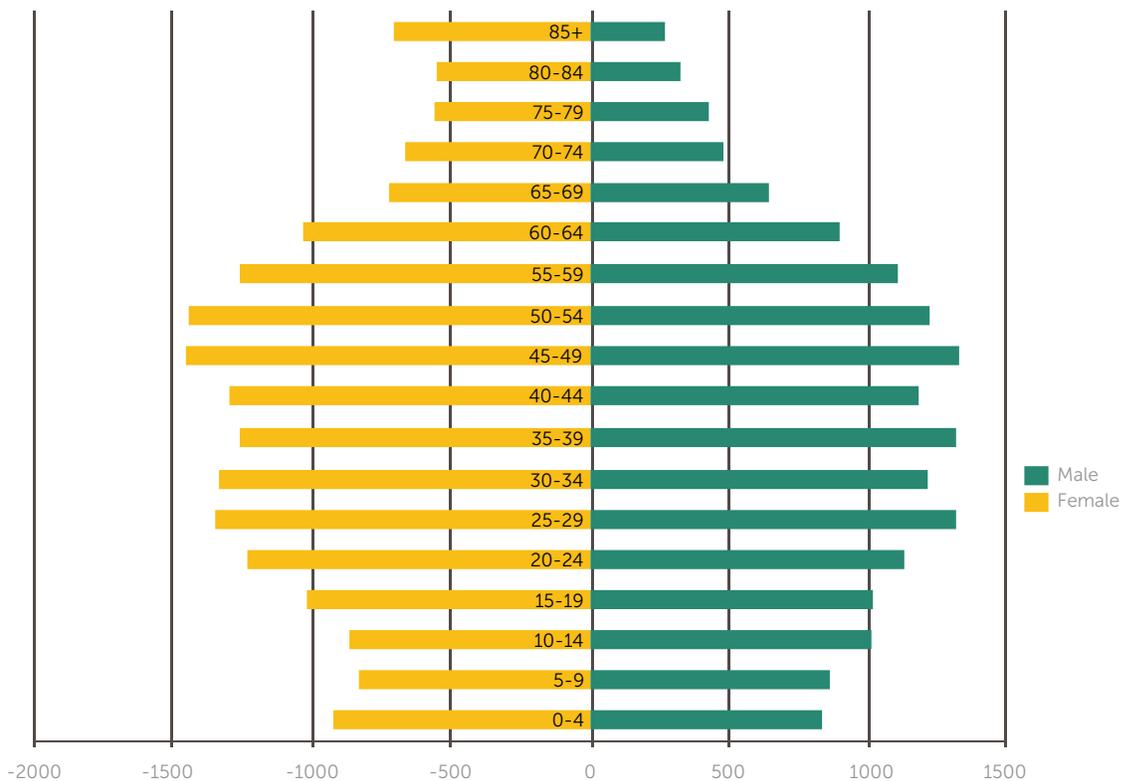


Figure 7 - Combined Population Pyramid (Statistics Canada, Census 2011)

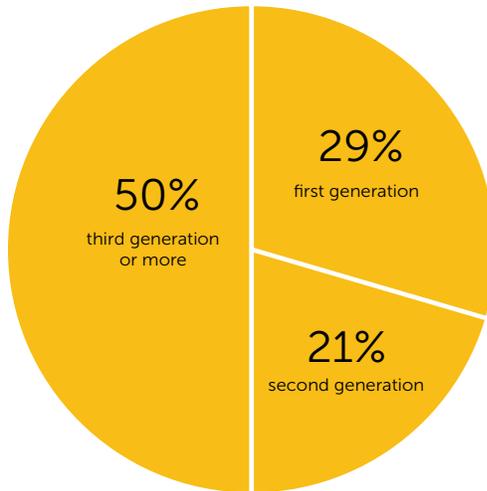


Figure 8 - Generational distribution of residents in the Grant Park neighbourhood (Statistics Canada, Census 2011)

There are more renters in the Grant Park neighbourhood than there are homeowners; 61% of the population compared to 39%. This is due to the aging population and number of 3-story walk-up and high-rise apartment buildings along Grant Avenue and Poseidon Bay. While this may imply the neighbourhood is transient, the apartment buildings have been acting as a type of retirement and community services home a for quite some time. Renters have limited access to nature and green space areas, making the Grant Park Campus an asset to these residents. The campus plan should reflect the need to maintain quality green space and provide residents with a variety of amenities.

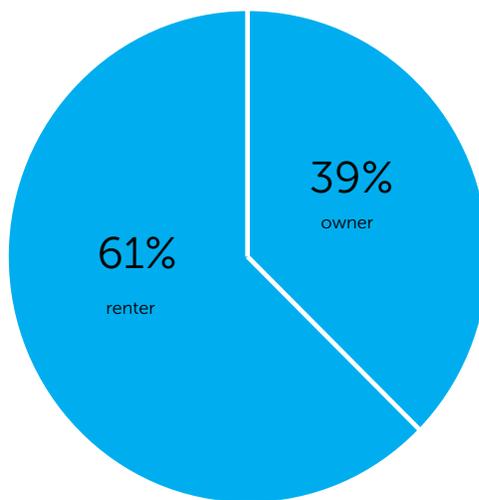


Figure 9 - Total Number of Private Households by Tenure in the Grant Park neighbourhood (Statistics Canada, Census 2011)

In 2011, the primary mode of transportation for over two thirds of Winnipeggers was as a driver or passenger of a private vehicle. However, the use of alternative modes of transportation, such as public transit, walking and cycling, were on the rise and continue to be. In 2011, 15% of Winnipeg residents use public transportation, which is up from 14% in 2006. The amount of people who cycle or walk, as their primary mode of transportation, has remained the same from 2006 to 2011 at 6% and 2% respectively

Grant Park’s primary modes of transportation follow similar trends. Two thirds of area residents use a private vehicle as their primary mode of transportation. However, a larger amount of people utilizes public transportation (22% of residents), cycling paths (1% of residents) and walk to their destinations (11% of residents). These trends demonstrate how Transit Oriented Development is favourable in this area.

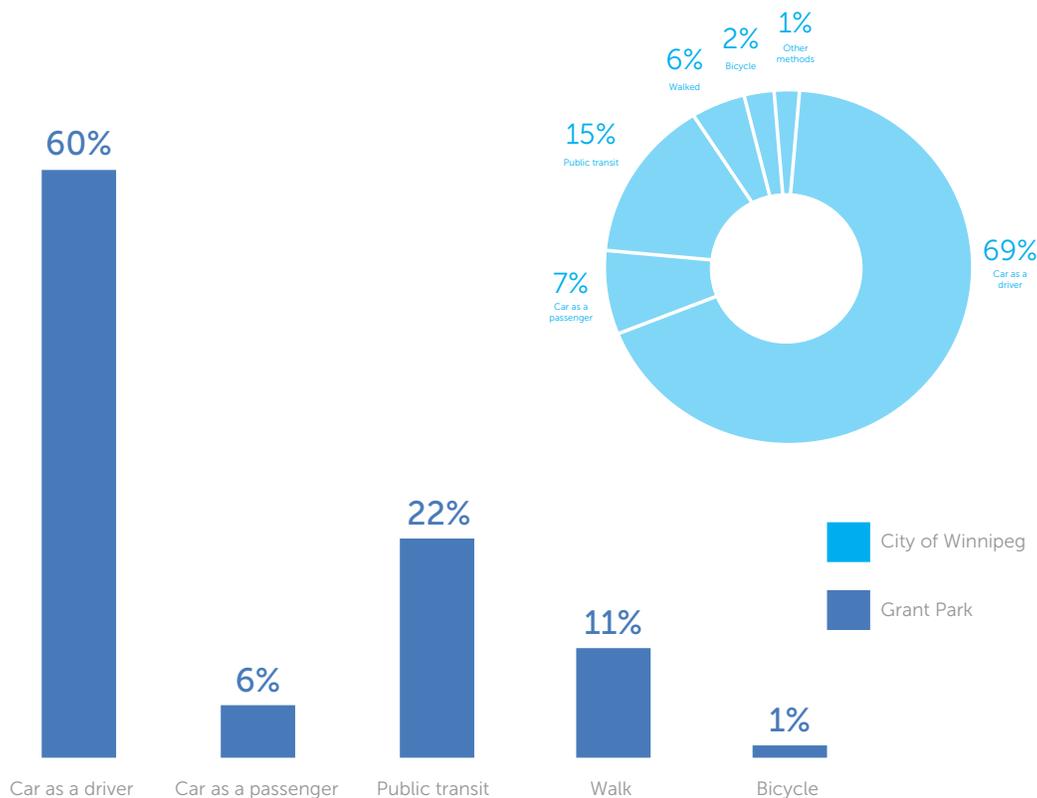


Figure 10 - Mode of Transportation for Grant Park and City of Winnipeg (2011 Census)

## 2.4 CULTURAL AND HISTORICAL LANDSCAPE

The Grant Park site is a significant piece of land in the southwest quadrant of the city. It has a great impact on the culture of the neighbourhood and is steeped in local history. There are many newcomers to Winnipeg and Canada that reside in the Grant Park neighbourhood. The site is an excellent place to visit for a variety of recreation activities, as well as continuing education and extra curricular activities offered through Grant Park High School. While there are many features that draw people to the site, there are ways to further enhance the impact this site has on the community and the city.

Part of the local history of Grant Park is the Rooster Town settlement that was erected on and around the current site. Rooster Town was comprised of Metis settlers, who arrived on the outskirts of Winnipeg in the 1880s. While these individuals were looking for employment in a growing city, they sought refuge in the Grant Park area, kept farmyard animals and tended their own gardens. In the 1950s, Rooster Town families were displaced and pushed south, to make way for the Grant Park Shopping Mall and “Winnipeg’s most elegant homes” (Turner, 2016). Early workshops and meetings regarding the Grant Park Recreation Campus Plan and Feasibility Study brought forward ideas to recognize and celebrate the history of Rooster Town. The City of Winnipeg will conduct further engagement with former residents and families of Rooster Town to understand what recognition should be implemented.



Figure 11 - Aerial Image of Rooster Town with current Grant Park Campus building footprints (Winnipeg Free Press. 2016)

## 2.5 OWNERSHIP/SERVICE MODEL

There are two primary landowners for this city block. The Winnipeg School Division owns just over one third of the land and operates Grant Park High School. The City of Winnipeg owns the remaining portion. Pan Am Pool, the Pan Am Forest and Charles A. Barbour Arena are all owned and operated by the City of Winnipeg. The Pan Am Clinic building is owned by the City of Winnipeg and leased by the Winnipeg Regional Health Authority. The soccer fields to the east of the Pan Am Clinic are also owned by the City of Winnipeg and operated by the Winnipeg South End United Soccer Club.

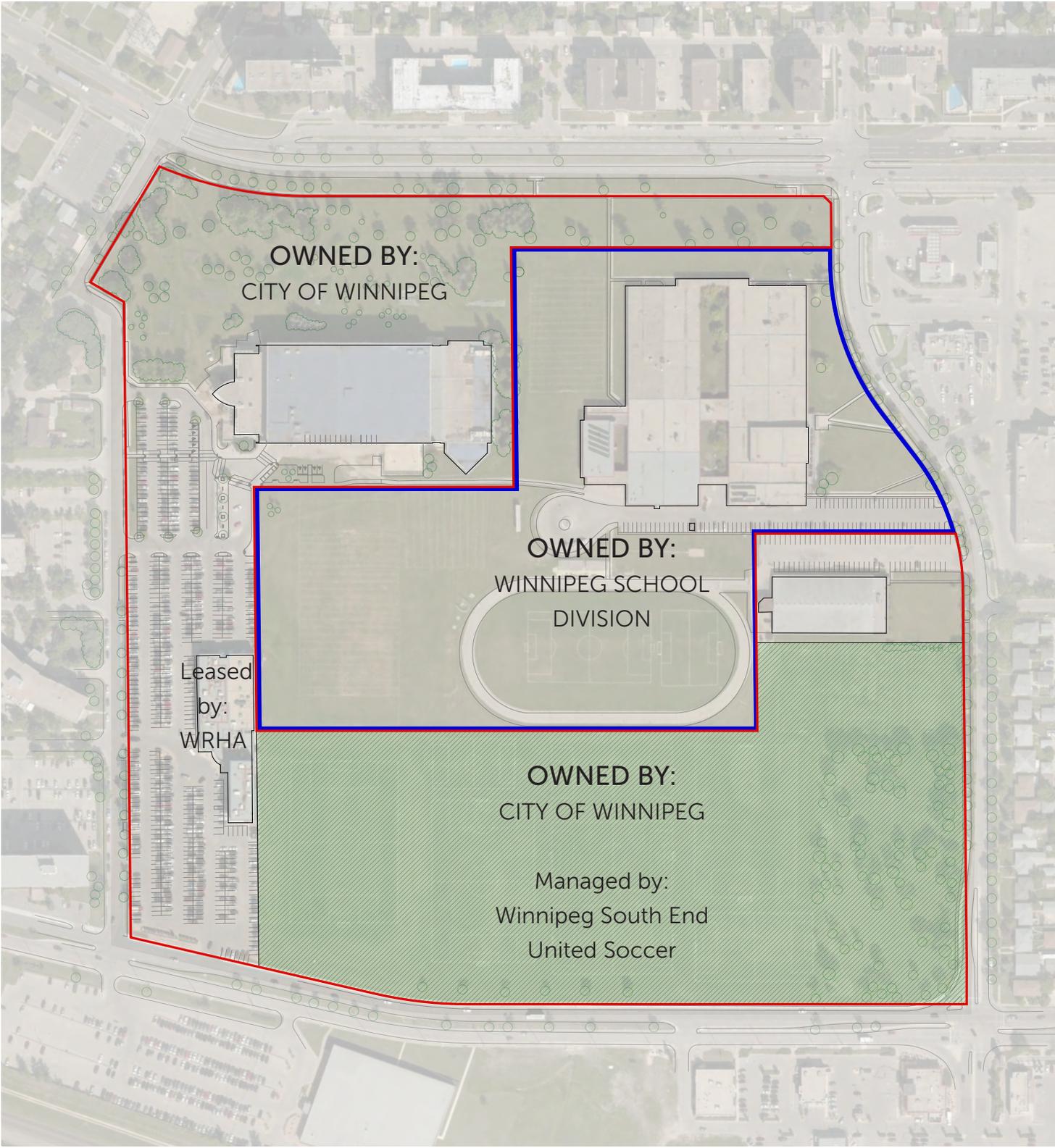


Figure 12 - Ownership Map

## 2.6 SITE ANALYSIS

The site is located between residential and commercial land uses and is the largest greenspace in the surrounding area. Mid-to-high density apartment buildings, condominiums, and personal care homes line Grant Avenue and Poseidon Bay, while single-family homes are located on a portion of Nathaniel St. and Cambridge St. The variety of housing in the area creates a diverse user group for the facilities on site.

Approximately half the campus site is open greenspace. Mature trees create a forested area on the northwest and southeast corners of the site. The trees create a nice visual buffer along Grant Avenue and community gardens are dispersed throughout the area. Strong, cold winds blow in from the northwest during winter, creating an undesirable, underutilized space. This portion of the site offers opportunities for walking paths, expanded community garden plots, and leisure activities in both winter and summer. The forested area located at the southeast corner of the site has large gaps between the trees and drains poorly. It is currently used for youth soccer practices and as a gathering space during large soccer events. The large gaps between the trees, create opportunities to further develop the soccer program and enhance drainage.

Soccer fields, a running track and two football fields (a practice field and game field) are situated in the remaining greenspace. One soccer field has recently been crowned and drains well, however, overall drainage of the soccer fields is poor. During major rain events and spring thaw, large amounts of standing water is present, saturating the fields. Located at the south end of the site, the soccer fields are open to moderate-to-high winds. Although there are a few trees planted along Taylor Avenue, the fields lack a proper windbreak and shade from the sun.

Located on two major thoroughfares, the Grant Park Campus is extremely accessible by a variety of transportation options. Grant Avenue and Taylor Avenue are heavily used east-west routes through this area of the city, while Cambridge Street is a strong north-south artery connecting Taylor Avenue to Academy Road. An existing active transportation trail runs along the south of Taylor Avenue. Future routes are to be designated along Nathaniel Street and Cambridge Street, further connecting the site to the existing active transportation network. There are 12 transit stops adjacent to the campus, or in its direct vicinity, with Transit routes that directly service most of the city of Winnipeg. A Park and Ride is also located across the campus at Cambridge Street and Grant Avenue in the Bethesda Church parking lot, further encouraging alternative transportation options.

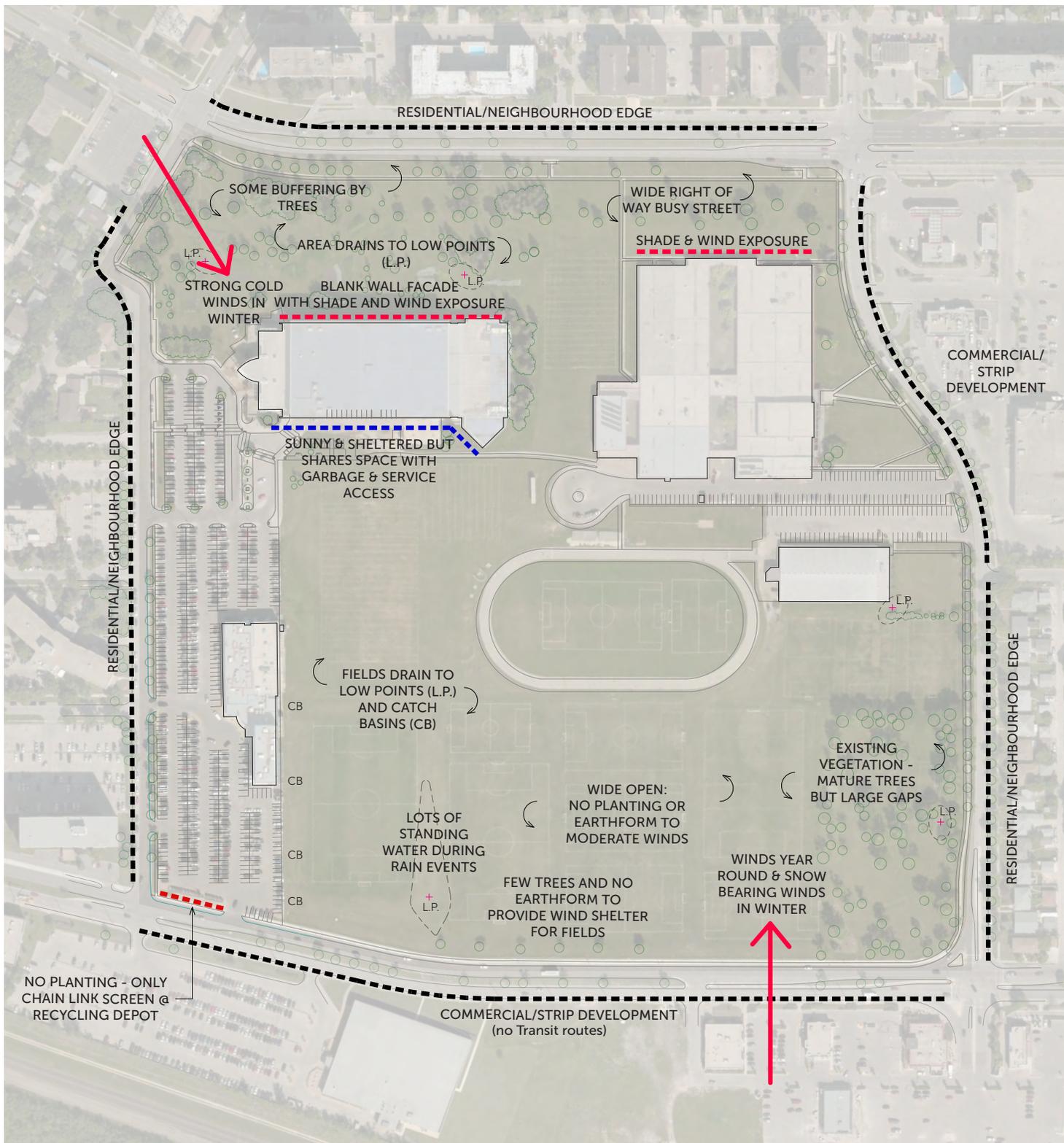


Figure 13 - Existing Conditions Map

Although the campus is easily accessible, there are some circulation issues and opportunities within the site. A perimeter sidewalk allows users to access the site from surrounding neighbourhoods, however, there are few sidewalks from the perimeter to facility entrances or linking the facilities to each other. Along Grant Avenue, for example, one sidewalk connects to a secondary entrance of Grant Park High School, while there is no sidewalk connecting to Pan Am Pool. During warmer months, informal paths can be seen worn into the grass where the public has cut across greenspace to reach the front entrance of a facility. This area would benefit from formalized paths that connect the exterior of the site and bus stops to the community gardens, Pan Am Pool and Aquatic Hall of Fame entrances.

An informal path also exists through Grant Park High School. Members of the community walk from Grant Park Mall, through the southeast entrance of the high school, exiting near the bus loop or the practice football field. This path of travel poses a safety risk to the school and would benefit from a formalized east-west connection through the entire site. An existing formal path connects Grant Park High School to Pan Am Pool; however, the site would also benefit a formalized north-south connection, creating an overall campus network.

Some areas of constraint (identified as 'Problem Areas' on Figure 14) regarding accessibility to and within the campus, include vehicle and pedestrian congestion, lack of parking during major sporting events and program schedules, and overall impact on surrounding streets. Vehicle and pedestrian congestion occurs at the entrance to Pan Am Clinic, which acts as both a lane through the parking lot and a drop-off/pick-up zone for patients; at the southwest corner of the Pan Am Clinic parking lot where the recycling depot is currently located; and in front of Grant Park High School, where patrons are attempting to leave Grant Park Mall, students are being picked up or dropped off from school, or people are crossing the street at the formal crosswalk or informal link to the McDonalds restaurant.

While the amount of people at these locations may not decrease, there is an opportunity to implement strategies that help mitigate the amount of congestion in these areas.

The four facilities on site offer a wide variety of programs and services from swimming and skating lessons; competitive sports and training; and CPR and leadership training to educational programs and extracurricular activities, physical therapy, and access to MRIs and X-Ray machines.

Pan Am Pool is home to the Aquatic Hall of Fame and has 3 large pools. The main pool and diving boards, the training tank and the kiddie pool, service various events and lessons, as well as free swims. There is a walking track, gym, multipurpose rooms and offices, as well as

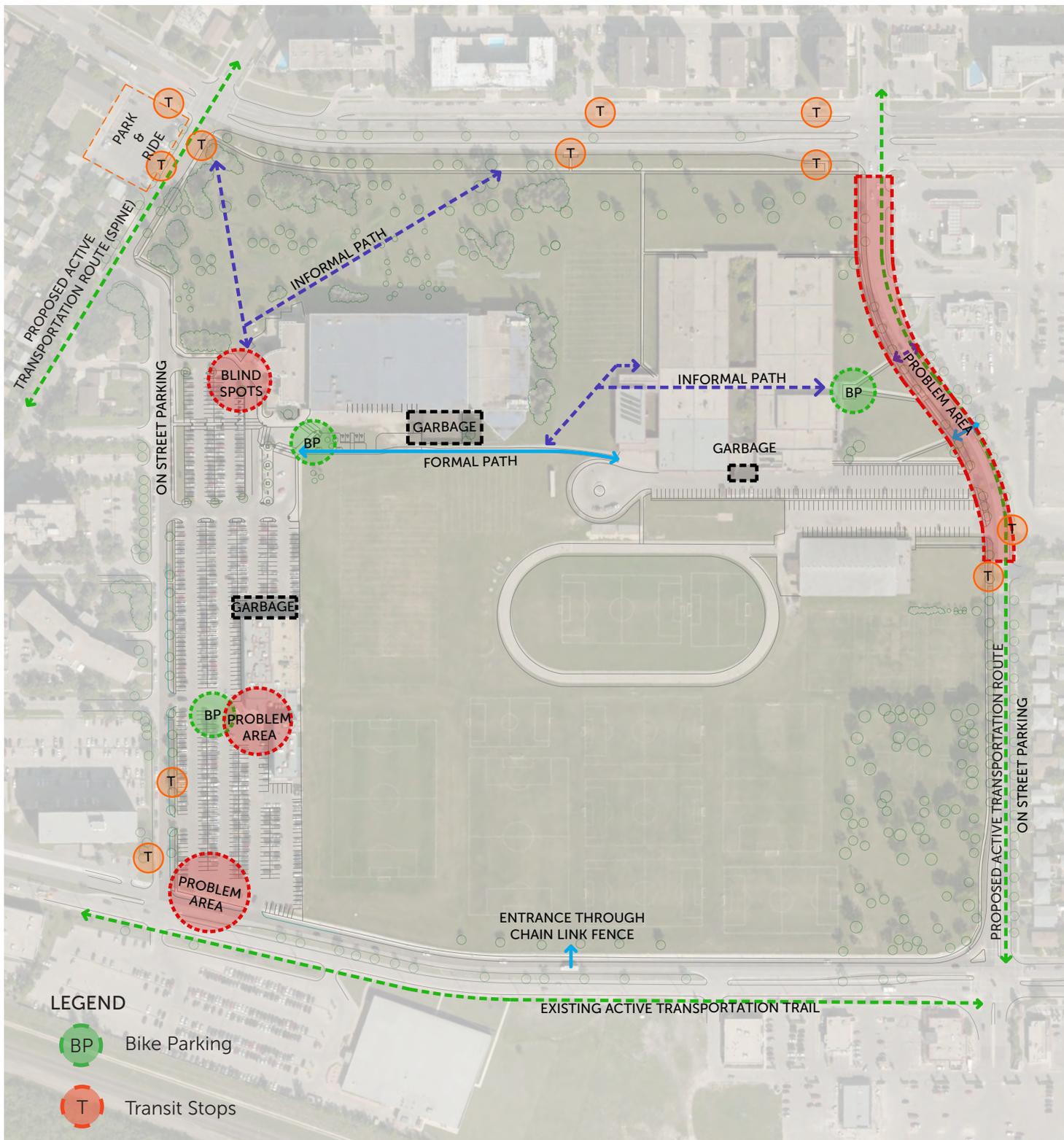


Figure 14 - Access & Circulation Map

a recently refurbished cafeteria/kitchen area used during major aquatic events. The facility is open 5:45am to 9:30pm, Monday to Friday and 9:00am to 5:00pm on weekends.

Programs and events that are held at the Pan Am Pool include free swim, swimming lessons, swim meets, diving competitions, water polo tournaments, and synchronized swimming events. The facility is most active weekday evenings and weekends from November to June, depending on scheduled events. City of Winnipeg run swimming lessons are offered to the public year round.

Pan Am Clinic is home to the Diamond Athletics retail store and offers a variety of rehabilitation and physical therapy needs for the neighbourhood, city and region. It is an immensely busy facility with a variety of departments including sports medicine, physiotherapy, two minor injury clinics (one for adults and one for youth), surgery, pain clinic, concussion program as well as MRI and X-Ray clinics. The facility is open from 7:00am to 11:00pm during the week and from 8:00am to 4:00pm on weekends, depending which department is open. While some of the departments are walk-in based, peak times for the facility is during open hours, year round.

Charles A. Barbour Arena is open October to March. The arena offers city run skating lessons on Saturdays and is used primarily for hockey and ringette leagues weekday evenings and weekends. Similar to the Pan Am Clinic, peak times for the facility are during open hours. The facility is used for two weeks by the Manitoba Marathon.

Grant Park High School is operated by the Winnipeg School Division from September to June, Monday to Saturday, from early in the morning to late in the evening. The school offers community education programs in the evenings and various language schools on weekends. The school is also open for two weeks in August for Folklorama. Student population is estimated as being 1,200+.

Outdoor facilities, such as the soccer fields and track, are used every day of the week to a varying degree. Grant Park High School, Winnipeg South End United Soccer and community residents use at the track all times of the day. The soccer fields are used heavily from May to October, depending on weather. They are used most heavily from 5:00 pm to 10:00 pm during the week and all day Saturday and Sunday for soccer events. The outdoor facilities are used seasonally and are underused during the winter months. Tournaments are reported to attract approximately 3,500 users and spectators. See Figure 17 for seasonal facility usage.

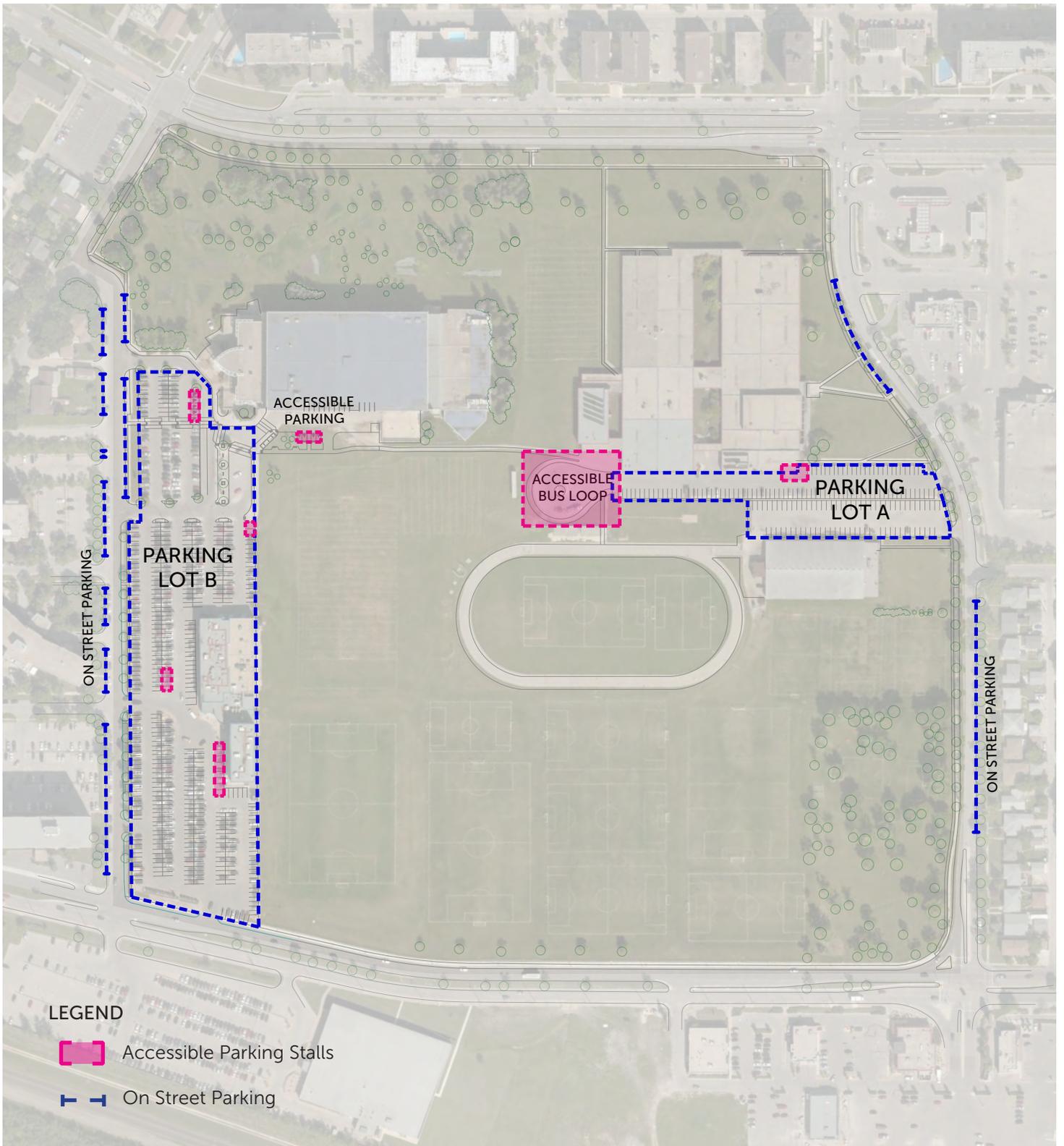


Figure 15 - Existing Parking Map

Due to the high utilization use of all the facilities on site, parking is inevitably an issue that will need to be addressed in any future plans. Pan Am Pool recently upgraded the facility’s parking lot and incorporated just over 100 parking stalls into an existing, underutilized greenspace. Of the 730 parking spots at the Grant Park Campus, 60-80% are in use during facility peak times. During major events, or multiple events, parking lots are 100% in use and parking overflows into the surrounding streets and parking lots at the Bethesda Church, Grant Park Mall, and Taylor Avenue Mall. Grant Park Mall and Taylor Avenue Mall continue to develop pad sites, reducing existing parking, while surrounding streets are patrolled by the Winnipeg Parking Authority. As programming at these facilities increase, and access to surrounding overflow-parking decreases, there will be a greater strain on existing parking. See Figure 16 for parking lot usage.

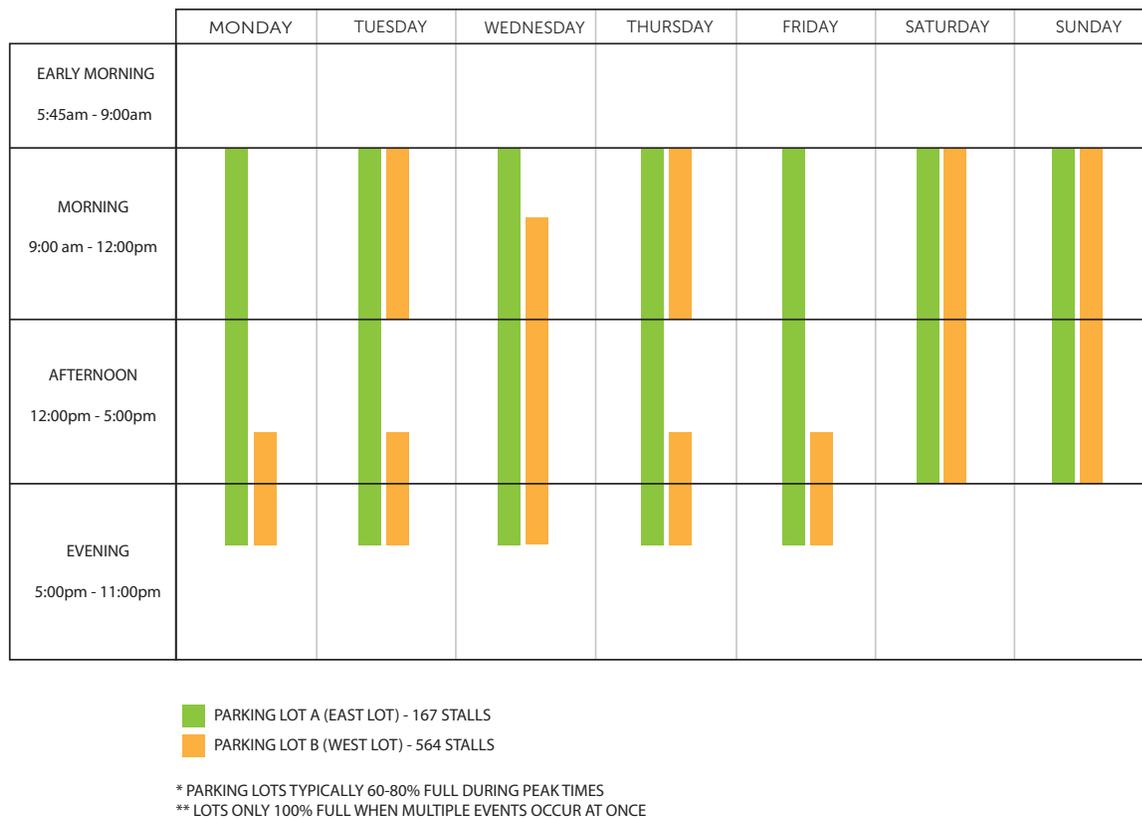


Figure 16 - Peak Parking Times for Typical Week by Parking Lot

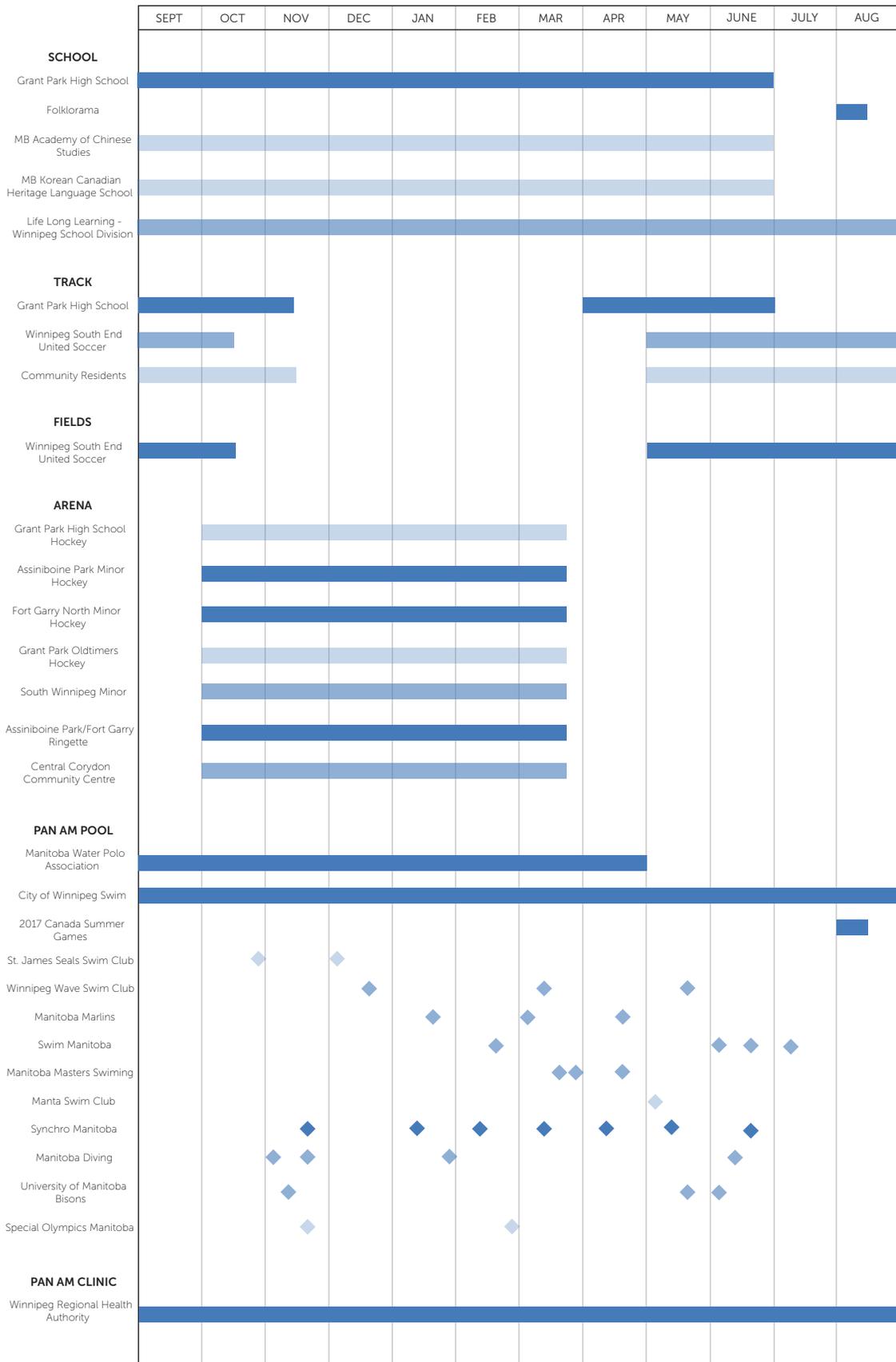


Figure 17 - Grant Park Campus Seasonal Use by Facility

## 2.7 BUILDING ASSESSMENTS

As part of the Grant Park Recreation Campus Plan, a high level building assessment was done for the existing River Heights Library and the Charles A. Barbour arena because both facilities are incurring ongoing repairs and are nearing end-of-life. Summaries of both assessments are below and full reports can be found in Appendix C.

### ARCHITECTURAL BUILDING ASSESSMENT – RIVER HEIGHTS LIBRARY

1520 Corydon Avenue, Winnipeg, Manitoba

Original Construction Completion:	1961
Building Height:	One Storey (with Basement)
Floor Area:	8,285 sf (770 sq.m.)
Site Area:	8,800 sf (818 sq.m.)

#### Site

- No on site parking provided for general public. There is limited street parking on both Corydon Avenue and adjacent residential streets.
- No designated on site staff parking stalls provided, rear parking and loading areas are gravel.
- Public sidewalks are aged, cracked and require replacement.

#### Exterior

- In general, the library is in need of significant upgrades due the age of the building,
  - Exterior windows and doors are aged, deteriorating and need replacement.
  - Existing Masonry walls appear to be in good condition with minimal repointing required.
  - Existing wood doors and exit vestibule requires upgrades, non-accessible to rear grading.

#### Interior

- Accessibility provided to Main Floor, basement is non-accessible.
- Existing Acoustic ceiling tiles are aged, deteriorating and need replacement.
- General upgrades required to wall finishing, repainting required of gypsum boards walls and existing concrete block walls required.

- Existing concrete walls providing minimal acoustical separation between program areas.
- Existing carpet and vinyl flooring aged, deteriorating and needs replacement.

#### Summary

- In general, the library is in need of significant upgrades due to the 65 year old age the building, The existing facility is not aligned with current City of Winnipeg accessibility legislation and has limited site parking for public and staff. Significant upgrades required to the facility to meet current Manitoba Building Code and Model National Energy Code for Buildings standards. This is supported by the City of Winnipeg Library Assets Funding Report which identifies recommended upgrades and budget cost.
- In general the library structural systems had performed well over the lifespan of the building, with an exception of the basement slab on grade which experienced some movement and floor cracking, and the front entrance slab which has significant water damage.
- The building's superstructure and foundation, most likely, do not meet the current building code requirements for wind and snow loads. The 2010 National Building Code, part 4, defines community centers as High Importance buildings. This category of buildings required that the basic snow and wind load be increased by 15%. Normally, this requirement prevents an old library building structure from meeting the current part 4 Building Code.

#### **ARCHITECTURAL BUILDING ASSESSMENTS – CHARLES BARBOUR ARENA**

Construction Date:	1963
Building Height:	One Storey
Floor Area:	26,700 sf (2,480 sq.m.)
Site Area:	20.5 Acre site on PR3 City of Winnipeg zoned land.

#### Site

- Approximately 80 existing parking stalls on site plus additional shared parking with adjacent school.
- Existing asphalt parking areas in poor condition and needs replacement.
- Multiple Pedestrian sidewalk locations cracked and in need of repair.

## Exterior

- In general, the arena is in need of significant upgrades due the age of the building and most finishes, components are beyond their expected life.,
  - Exterior windows and doors are aged, deteriorating and need replacement.
  - Portions of existing Masonry walls are cracked and damaged, needs repair. Most walls have painted finish peeling. Existing wood panelling needs replacement.
  - Existing doors have faded paint finishes, need repainting and or replacement.
  - Existing aluminum windows are beyond life expectancy and need replacement.
  - Existing overhead Zamboni door needs replacement.
  - Existing stucco finishes are discolored cracking and needs patching, filling and or replacement.
  - Existing asphalt roofing beyond its life expectancy and needs replacement.

## Interior

- Accessibility provided to Main Floor, accessible raised flooring in arena area not provided.
- Existing finishes for ceilings, walls and or floors are worn, damaged and need upgrading and or replacement.
- Ice rink dasher boards need replacement, boards in corners warped and no longer vertically true.
- Existing wood beams and columns in Ice Rink in good condition, overall wood structure could be considered for salvaging and or redevelopment.

## Summary

- In general, the 62 year old arena is well beyond its life expectancy for most building components and is in need of significant upgrades due the age of the building to meet current Manitoba Building Code and Model National Energy Code for Buildings standards.

## 3.0 PRELIMINARY CONCEPT DRAWINGS

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Community consultation regarding the Grant Park Recreation Campus Plan stems from the desire to provide analysis of the current site use, review with key stakeholders concept plans throughout the process, and to gain a better understand the community needs moving forward with future development on site.

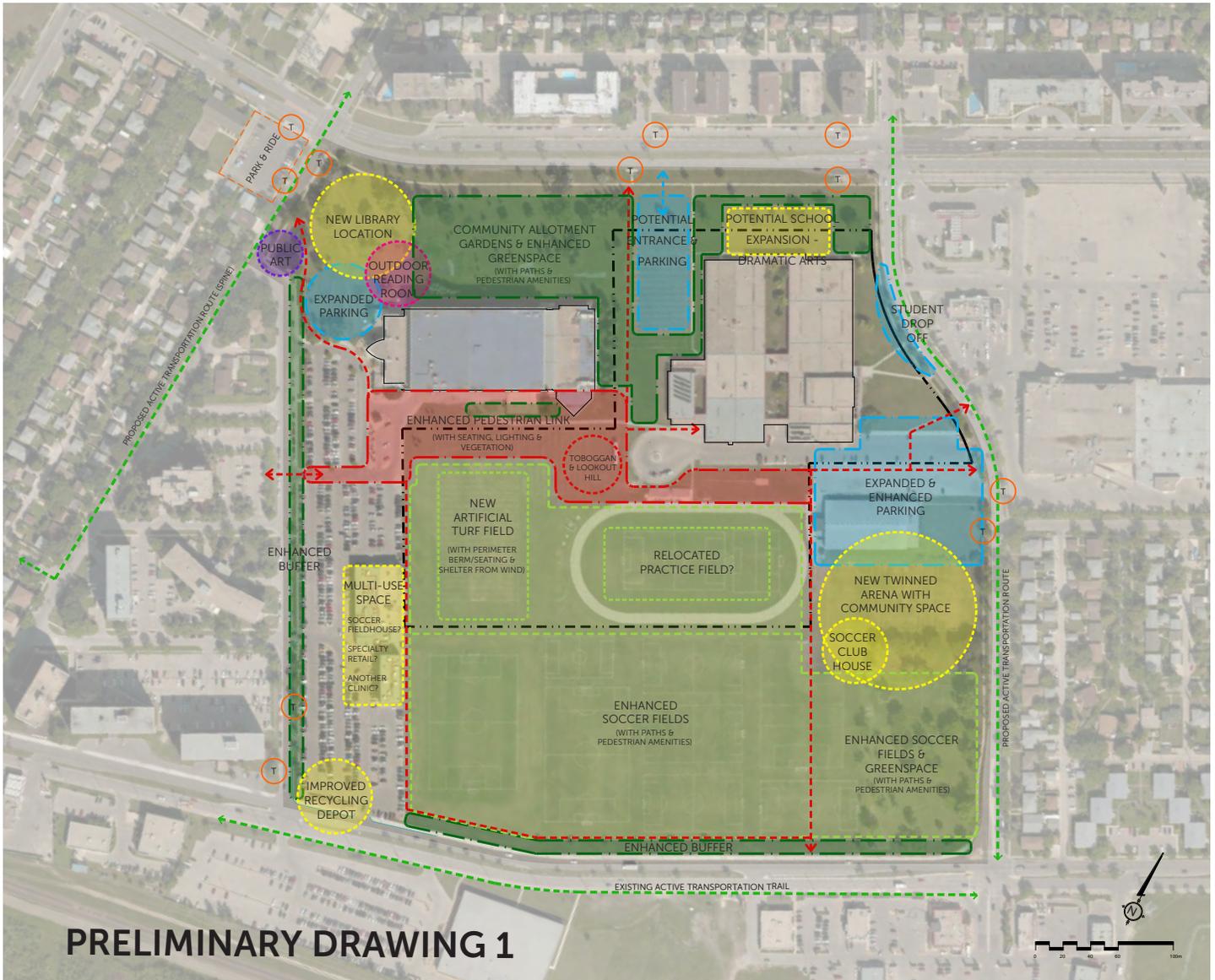
The stakeholder interviews helped the design team develop a list of opportunities and constraints, informing the development of the primary concept plans. Workshop 1 was developed to share information, generate a vision for the campus, explore options and determine the public's needs and wants for a recreation campus. For many stakeholders, this was their first opportunity to listen and discuss issues with each other and the City. The stakeholders were encouraged to participate in meaningful discussions about the concept plans presented and to highlight the issues and opportunities with each plan.

### **PRESENTATION OF PRELIMINARY CONCEPT DRAWINGS**

Two diagrammatic plans were presented at Workshop 1 in October 2016. Both concepts explored desired programming that was brought forward through stakeholder interviews, as well as the relocation of the River Heights Library. Some key features in both concepts were the potential reprogramming of the Pan Am Clinic building to be a soccer field house, another clinic or retail space; a new artificial turf football field; new parking and a potential Grant Park High School expansion to create a theater for dramatic arts; a new twinned arena with flexible community space and soccer club house; and a central pedestrian spine and trail network to connect the buildings to each other and to the surrounding neighbourhood, in order to encourage alternative modes of transportation and enhance the visitor experience.

An inventory of open space suggest the northwest corner of the Grant Park Campus area as being the most viable site to build a contemporary library that meets the proposed terms of reference (e.g. ample space, proximity to transit, reduced impact to existing amenities). Other sites were explored, including rebuilding at the existing location of the River Heights Library.

**Concept 1** evenly disperses new facilities across the Grant Park site. In this plan, the new River Heights Library is located at the northwest corner of the site at Grant Avenue and Cambridge Street, with access off of Poseidon Bay. This location is close to multiple Transit routes, across the street from a Transit Park and Ride, and is located along a proposed active transportation spine that connects North River Heights to the site via Cambridge Street. This location situates the library within a forest where it will be surrounded by mature trees, community gardens and

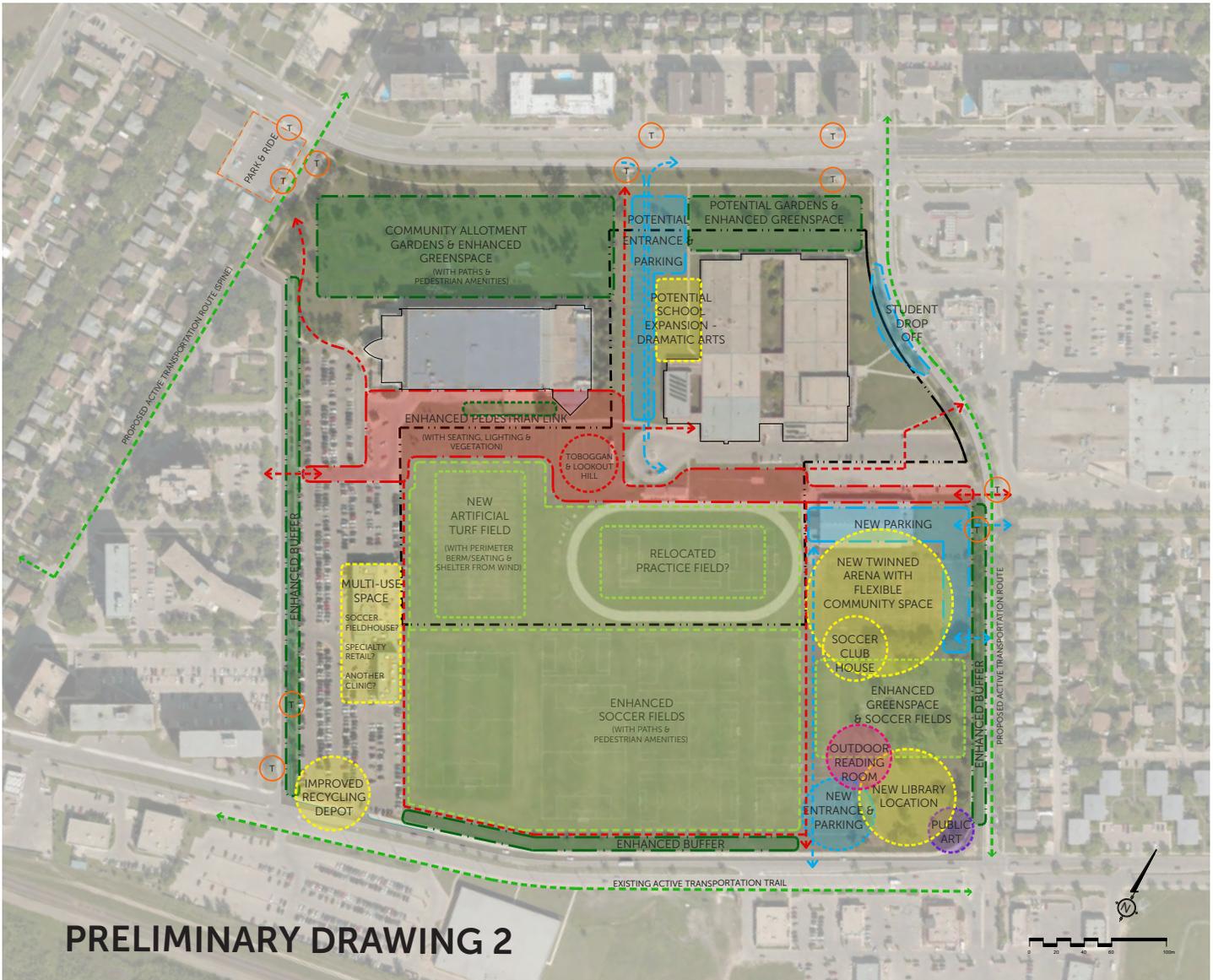


# PRELIMINARY DRAWING 1

Figure 18 - Preliminary Drawing 1 presented at Workshop 1

walking paths. The library will have an outdoor reading room, parking for 40 vehicles and is in close proximity to the Pan Am Pool and the Aquatic Hall of Fame.

A proposed twinned arena and community centre with flexible rentable space and soccer clubhouse is proposed along Nathaniel Street, adjacent to the current Charles A. Barbour arena site. This location would allow for current arena to remain open while the new community centre is constructed. Once built, the old arena would be demolished and the parking lot expanded. As the new community centre would require some mini soccer fields to be removed, the development of new soccer fields in the southeast corner of the site would have to occur. Drainage on fields would be improved and pathways and pedestrian amenities would be added. While the new library is constructed at the Grant Park site, the River Heights Library will remain open.



## PRELIMINARY DRAWING 2

Figure 19 - Preliminary Drawing 2 presented at Workshop 1

**Concept 2** concentrates new facilities along Nathaniel Street and Taylor Avenue. In this plan, the northwest corner of the site is left as open greenspace with walking trails and community gardens along Grant Avenue. The new twinned community centre is proposed south of the existing Charles A. Barbour arena with a new, expanded parking lot. The new River Heights Library and outdoor reading room would be an anchor to the site at the intersection of Taylor Avenue and Nathaniel Street. Parking for 40 vehicles would be located west of the library with a new entrance off of Taylor Avenue. A new road would connect the library parking lot and the community centre parking lot, dividing the existing soccer fields in two. Mini-soccer would occur between the community centre and library, while youth and adult soccer would occur to the west of the new road.

Following the first workshop, the design team compiled and organized the comments provided by the stakeholders into 9 different categories. Key comments, issues and

opportunities that were supported by multiple stakeholders were highlighted and the design team began refining and further exploring new design concepts. The two preliminary concepts showed a new twinned community centre in the current Charles A. Barbour arena location however; a traffic analysis determined that Nathaniel Street is currently at its vehicle capacity and any further development on the east side of the Grant Park campus would result in major upgrades to the street to allow for an increased traffic flow. Through discussions with the City of Winnipeg, the design team decided to concentrate future development along the west and south side of the site, building up along Taylor Avenue and Poseidon Bay, minimizing additional impacts on Nathaniel Street.

A second workshop was held in February 2017 to review updated and new concept plans with the key stakeholder groups. Workshop 2 encouraged stakeholders to evaluate three refined concept drawings and determine a preferred direction for the final plan.

### **3.1 PRELIMINARY CONCEPT DRAWING 1**

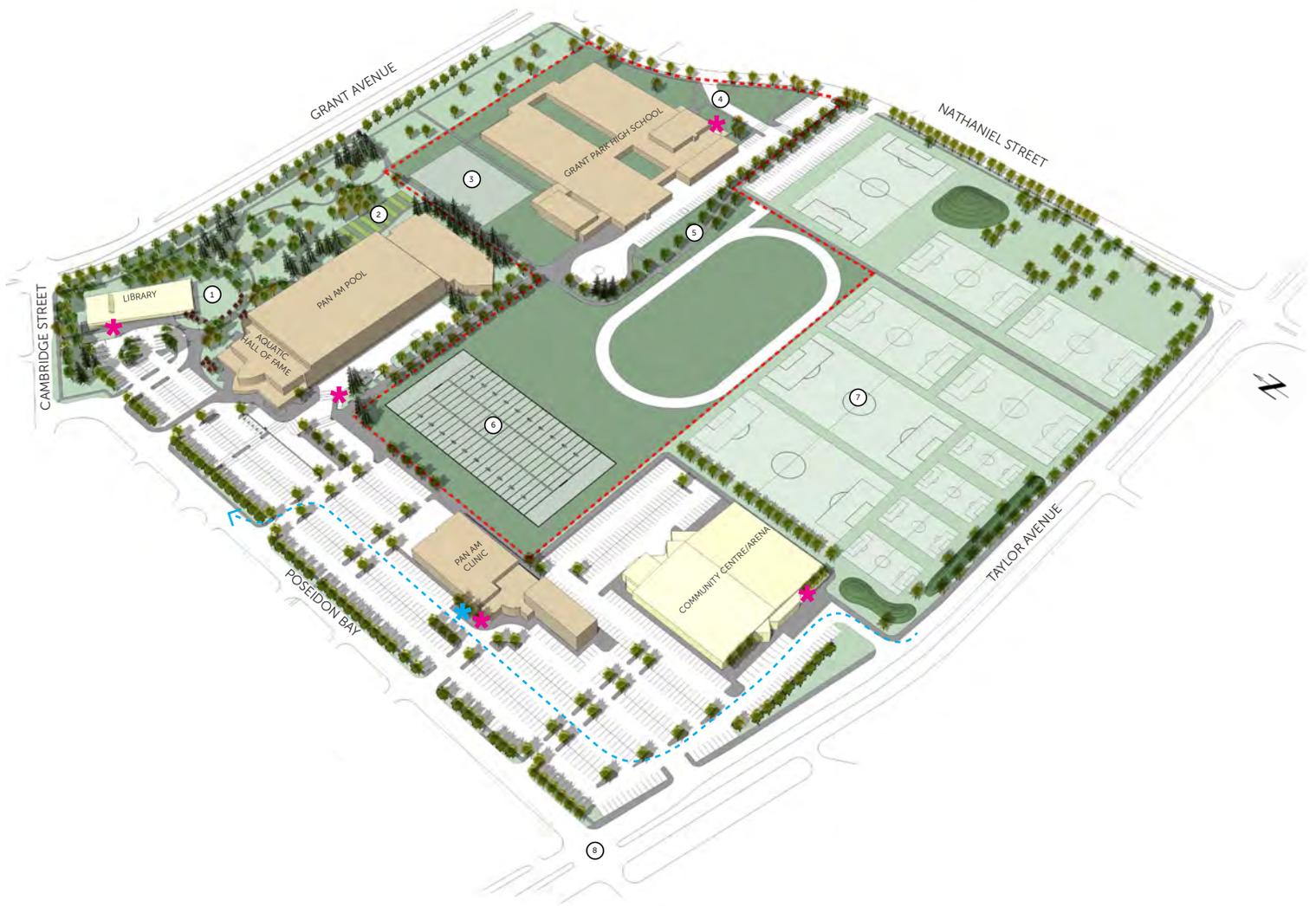
Concept 1 positions the library at the northwest corner of the Grant Park Campus, in close proximity to a high density of residents that reside along Grant Avenue. The library is also close to Pan Am Pool, which many stakeholders said was desirable and good synergy between programming options. In this location, the facility is close to public transit, pedestrian and cycling traffic, and open green space along Grant Avenue. Mature trees surround the building, creating the sense of a library within a forest. Community gardens are located adjacent to the building as well, allowing opportunities for the outdoor reading garden to be used by both library visitors and community gardeners.

The community centre/arena is located adjacent to good road access and parking potential along Taylor Avenue. This location creates opportunity for shared services with existing soccer fields and alleviates congestion on Nathaniel Street. In this scheme, a proposed internal bus route would go through the parking lot and run from the community centre entrance on Taylor Avenue to the Pan Am Pool entrance on Poseidon Bay, with a stop at the Pan Am Clinic.

With the added congestion along the west and south ends of the site, a new signalled intersection is proposed at Taylor Avenue and Poseidon Bay. A new drive-in student drop off is also proposed along Nathaniel Street for Grant Park High School, in order to help alleviate some of the traffic and pedestrian congestion in that area.

In this concept, all new facility development is located on City of Winnipeg property.

concept 1



ADDITIONAL AMENITIES & SITE FEATURES

- Winnipeg School Division Property Line
- Internal Bus Route
- ✦ Internal Bus Stop
- ✦ Bike Parking
- ① Outdoor Reading Room
- ② Community Gardens
- ③ Practice Football Field
- ④ Student Drop-Off/Pick-Up
- ⑤ Pedestrian Spine with Lighting
- ⑥ Artificial Turf Football Field
- ⑦ Reconfigured Soccer Fields with Improved Drainage
- ⑧ New Signaled Intersection

Figure 20 - Preliminary Concept Drawing 1 Presented at Workshop 2

## 3.2 PRELIMINARY CONCEPT DRAWING 2

Similar to Concept 1, Concept 2 positions the library at the corner of Cambridge Street at Grant Avenue. This is close to mid- and high-rise apartment buildings, where there is a lot of pedestrian traffic. The library is also located along major public transit routes and designated cycling routes, making it easily accessible via multiple modes of transportation. The green space along Grant Avenue is proposed to have walking trails that meander through the mature trees and community gardens adjacent to the library. The outdoor reading room will allow library users to relax and enjoy the outdoors, while also providing a potential space for gardeners to store their tools. An area for passive recreation and various community programming opportunities, the library and outdoor reading room, along with the community gardens and forest trails, will anchor the northwest corner of the Grant Park Campus.

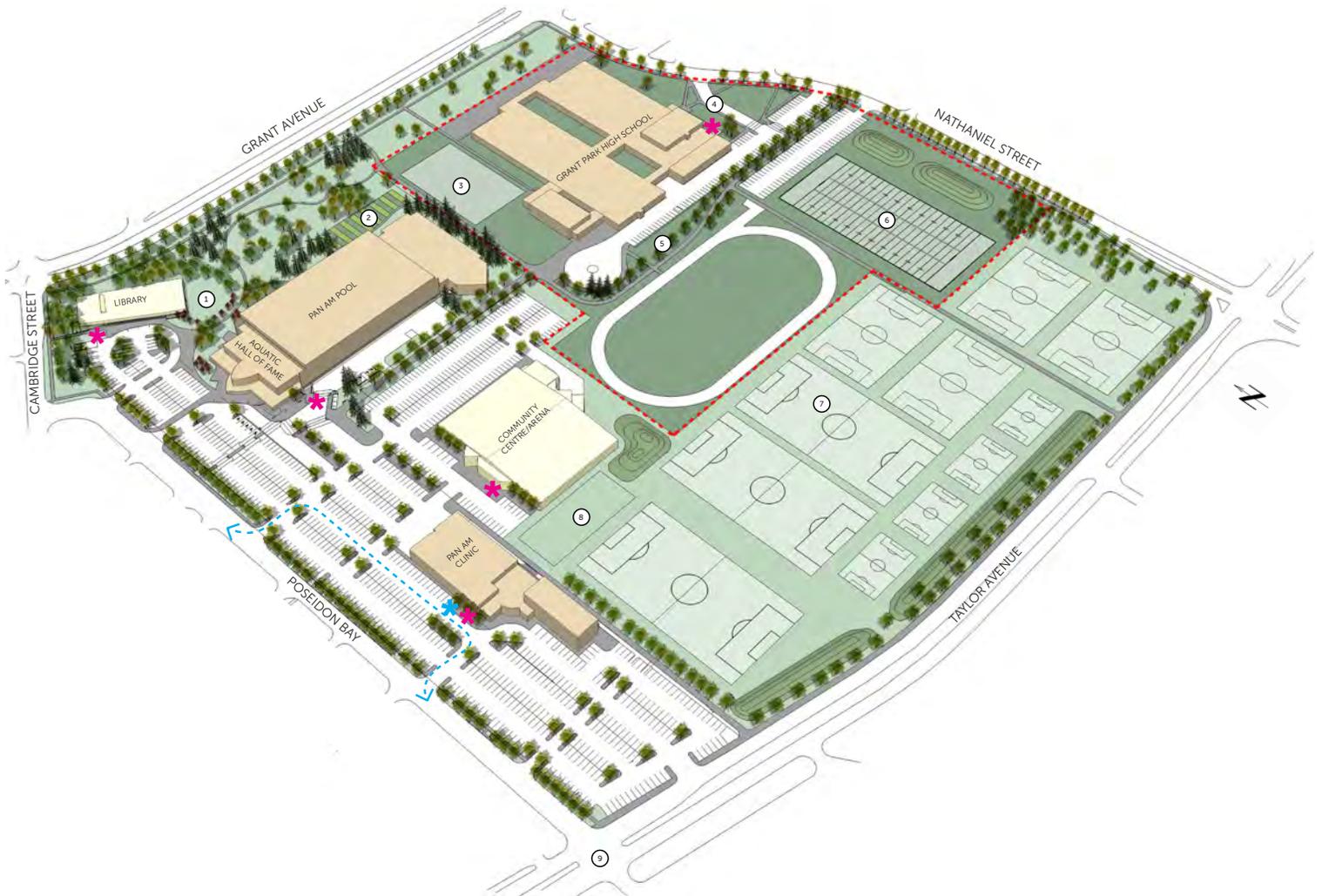
The community centre/arena is located at the centre of the campus, in close proximity to Pan Am Pool, Pan Am Clinic, Grant Park High School and the new River Heights Library. The central location creates a strong campus feel with a strong pedestrian spine connecting all of the facilities. This location creates opportunity for shared services with existing soccer fields, potential for shared programming with the high school and pool, and alleviates congestion on Nathaniel Street. In this scheme, a proposed internal bus route would run through the parking lot and run from the community centre entrance on Poseidon Bay to the Pan Am Pool entrance on Poseidon Bay, with a stop at the Pan Am Clinic.

With the added congestion along the west and south ends of the site, a new signalled intersection is proposed at Taylor Avenue and Poseidon Bay. A new drive-in student drop off is also proposed along Nathaniel Street for Grant Park High School, in order to help alleviate some of the traffic and pedestrian congestion in that area.

This concept plan preserves the recent investment and upgrades made to the premier soccer field behind Pan Am Clinic, however, this plan would require an agreement to be made between the City of Winnipeg and the Winnipeg School Division to adjust their property boundaries. All ideas, comments and concerns were recorded at Workshop 2 and incorporated into refined concept plans that would then be presented to the general public at an Open House event.

A third concept was presented at Workshop 2 that incorporated the new River Heights Library into the twinned community centre along Taylor Avenue. While the joint facility would create a synergy between different programs and organizations, project timeline, funding and specific needs for each facility differed or were unknown, making this option not feasible. As such, this option was not presented at the public Open House event.

concept 2



ADDITIONAL AMENITIES & SITE FEATURES

- Winnipeg School Division Property Line
- Internal Bus Route
- ✦ Internal Bus Stop
- ✦ Bike Parking
- 1 Outdoor Reading Room
- 2 Community Gardens
- 3 Practice Football Field
- 4 Student Drop-Off/Pick-Up
- 5 Pedestrian Spine with Lighting
- 6 Artificial Turf Football Field
- 7 Reconfigured Soccer Fields with Improved Drainage
- 8 Outdoor Space for Winter Hockey Rink
- 9 New Signaled Intersection

Figure 21 - Preliminary Concept Drawing 2 Presented at Workshop 2

## 4.0 PLAN REFINEMENT

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### 4.1 STAKEHOLDER & PUBLIC ENGAGEMENT INPUT

#### PROCESS

A variety of engagement methods were employed to obtain input from stakeholders and the broader public, including a project website, stakeholder interviews, focus group meetings, site visits/interviews, two stakeholder workshops and a public open house.

Preliminary discussions and meetings with over 18 stakeholders provided the consultant team with insight and knowledge around the issues, concerns and opportunities related to features within the study site. A focus group organized by the City of Winnipeg was held to proactively consult about the library relocation with the River Heights community. In addition to this, representatives of Library Services met with the consultant team on January 11, 2017 to discuss challenges and opportunities of the library's relocation. The consultant team obtained on-the-ground perspectives and ideas from users of the Charleswood Library and Cindy Klassen Recreation Complex, both sites identified as successful precedents related to recreation programming, infrastructure, and partnerships.

An Open House showcased refined concept drawings that were used to solicit public feedback. Coupled with an evaluation matrix, the preferred concept was recommended.

#### CREATIVE ENGAGEMENT

Storytelling has also been an important feature of this engagement process. In particular, a connection was made with the Manitoba Métis Federation and the University of Winnipeg to obtain background research and information about the area's history as an early settlement known as Rooster Town. The City of Winnipeg will be proceeding with additional consultation with the community and former residents and families of Rooster Town.

To ensure the affected neighbouring residents were engaged in the process, home deliveries were made to surrounding residents and posters were provided to apartment complexes. Postcard invitations were distributed throughout the Grant Park study site. Posters were placed at the library, Pan Am Pool, Grant Park School, Grant Park Mall, and Charles A. Barbour arena. Approximately 80 stakeholder groups received an e-invite to extend their networks and members, resulting in thousands more additional notifications. A public open house advertisement was placed in the area's home delivered community newspaper. The City of Winnipeg sent open house information through social media and by email to over 5,000 public engagement news subscribers.

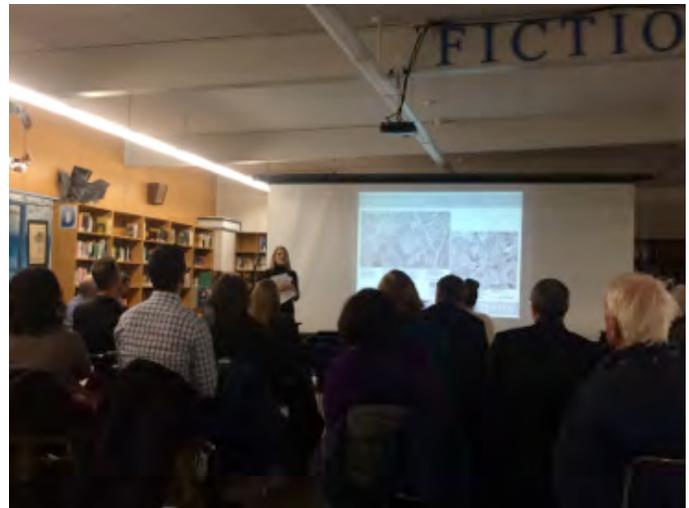
The results of all of these engagement opportunities have been fundamental in influencing and in shaping the design directions for the study site.

## **STAKEHOLDERS/COLLABORATORS**

A systematic approach to identify, sort, and manage the wide range of stakeholders and their participation in the development of the project was facilitated through a mapping exercise. This method recognized the potential for some stakeholders to be more greatly impacted than others. Rather than relying on a “blanket broadcast” approach to public engagement, stakeholder notification methods were selected based on (a) interest and (b) involvement. Pre-judging or profiling the type and level of stakeholder interest was mitigated by allowing for flexibility, that is, providing all stakeholders the chance for greater participation as the understanding of need for the site evolved over time. While feedback was generated from all parts of the city, significant participation was observed from neighbourhood residents, area user groups and local businesses.

### **STAKEHOLDER WORKSHOP #1**

This by-invitation workshop targeted key stakeholder groups and users of the Grant Park study site (See appendices for invite list). A PowerPoint presentation provided participants with an overview of the project’s goals and anticipated outcomes. In addition, a review of the Framework for Recreation in Canada: Pathways to Wellbeing



(2015) and current and emerging recreation trends was presented to provide participants with a better understanding of the driving forces that may enable or hinder development of the project moving forward. Following the presentation, participants were divided into four groups to provide feedback on two (2) preliminary concept drawings, focusing on considerations of themes as identified in the Framework for Recreation such as: (a) community; (b) healthy living and well being; (c) access and inclusion; (d) program and service delivery; and (e) sustainable investments. A member of the consultant team facilitated at each conversation table, and provided participants an opportunity to support the conversation by taking on the following roles: (a) recorder; (b) time-keeper; (c) note-taker; and (d) presenter. At the end of the evening each small group presented their thoughts and key points to the larger group.

The following is a summary of main feedback from the stakeholders at Workshop #1.

### 1. Arena/Community Centre

- Community rooms are important
- Clarify what “community space” means for the C.C.
- Include arts, health and amenities/programming for seniors
- If building new arena, can we intensify space along Poseidon and build arena there?
- Community Centre component needs more clarity moving forward
- Reference G.C.W.C.C. Plan 2025 and The Recreation, Leisure and Library Facilities Policy (RLLF)
- Families Forward would like to partner with new community centre or library to run programs for young families in the winter and summer (could also program/use the fields in the summer)
- WRHA would also like to use facilities to offer programming in the future

### 2. Library

- Ensure River Heights Library cannot be renovated and expanded
- Preferred location at Grant and Nathaniel/North end of site
- Library at Nathaniel and Taylor serves a smaller group
- Outdoor reading room will need to be buffered from noise
- Can library be attached or closer to school?
- Can library be multi-level?
- Can library include theater – compatible uses
- Can library be attached to Pan Am Pool?
- Important to make clear which communities are being served by the library and other amenities
- Disagreement between stakeholders about whether or not library should be stand alone building

### 3. Transit, Pedestrians & Cyclists

- Can transit be re-routed down Poseidon instead of Cambridge?
- Church is advocating for Park and Ride to move onto Grant Park Site
- Transit would like an internal stop or two on the Grant Park Site
- Could there be a charging hub for electric transit vehicles on site?
- Look for potential pedestrian crossings and linkages to Parker Lands and BRT developments
- Bicycle path around entire perimeter of study area and within site – could be

turned into skate or ski trail in the winter

- Bike storage is an important amenity (not just bike racks)
- Bike crossing at Taylor and Nathaniel needs work
- Pathways need lighting
- Include walking stations along pedestrian loop/spine
- Connect community gardens (passive recreation) with sports fields (active recreation) with more formal paths – North/South and East/West pedestrian spines
- Enhance walking conditions along Taylor Ave

#### 4. Parking & Access/Entrances

- Lots of discussion around parking demand with twinned arena
- Incorporate student drop off into parking lot (redesign) or north of the school off of Grant
- Overflow parking during events needs to be addressed
- Twin Nathaniel to address congestion and safety issues

#### 5. Community Gardens & Passive Recreation

- School started horticultural program last year – school and community could work together on gardens
- Buffer green space/forested area along Nathaniel
- Spaces for young children (under 6). Does not have to be traditional school play structure but maybe a nature playground or natural elements that could help bring young families together

#### 6. Sports Fields & Active Recreation

- Need wind block/buffer along Taylor to shelter the soccer fields
- Artificial turf field should not go in the middle of track – space is used for special ed and would be a conflict crossing the running track
- If artificial turf field happens, football team won't need practice field
- Toboggan slide may be a liability for the school and is undesirable for the school division
- Middle of track should be well drained, well lit, have seating
- Artificial turf field is essential to football program – other clubs could use it

#### 7. Additional Amenities

- Day Care for access and revenue
- Community Kitchen, Multi-Purpose Rooms, Flex Space

- Seniors Centre
- Winter Change House
- Domed Field House
- Outdoor stage/amphitheatre, stands built into berms
- Outdoor rink
- Pickleball courts, Outdoor Basketball court
- Bocce ball
- Access centre – WRHA?
- Huts for putting on skates/skis in the winter – near arena
- Dog park
- Splash Pad
- Early years inclusion is very important – playground, play structure, nature play, family resource centre, literary playground

#### 8. Other Facilities (school, pool, clinic, etc.)

- Important to consider multi-generational, multi-use facilities
- Recycling Depot does not fit within the spirit of the campus
- Can more programming happen in Pan Am Pool?

#### 9. Other Comments

- Is there a risk of adding too much to the site?
- McDonalds is currently youth hang out (pedestrian crossings on Nathaniel will not diminish)
- Concern that half the space is used for only half the year
- Lots of young families and newcomers to Canada in the area – What are the amenities for them?
- Incorporate geothermal for site?
- Think in terms of time and space – Future phasing
- Recreation might not be the best word to use for seniors – may turn them off the site
- South Winnipeg Family Information Centre – funded by United Way and Province – currently in the basement of Fort Rouge United Church and are very interested in moving to site and being a part of project
- Campus should have a community room with an area for childcare
- Where will funding come from?
- Rooster Town recognition

## STAKEHOLDER WORKSHOP #2

Participants of the first workshop were invited back for a follow-up meeting. At this session, the consultant team provided an overview of new information impacting the project, gleaned from stakeholder meetings, further analysis, and consultation with City departments and staff. The consultant team, explained how stakeholder and other feedback were incorporated into the designs, and presented three (3) new concept drawings. Workshop attendees were divided into three groups to participate in a "Design Feedback Circuit," to provide comments on the three (3) concept drawings presented. The summary of main feedback is as follows:



### 1. Arena/Community Centre

- CC close to Taylor and Poseidon ideal for winter activities as it is in close proximity to soccer fields – could inspire more winter activities on site
- Explore more programming options for rinks in the summer: volleyball, roller-skating, seniors' soccer league
- CC in any location would also include year-round canteen, public toilets, multi-purpose space
- Positioning library and CC close to pool and high school creates strongest campus feel

### 2. Library

- Preferred location at Grant and Nathaniel/North end of site
- Concerns about library hours, standardized hours of operation proposed
- Current funding for library provides challenge for building joint facility as timelines may not match up
- Possible to build library first with potential to expand upon later
- Concerns about new library and library upgrades at GPH – duplication or available synergies?
- Shared uses with pool better for programming than with CC
- Library on Taylor will not have great visibility – too "tucked away"
- Outdoor reading room very attractive in green space setting along Grant

### 3. Transit, Pedestrians & Cyclists

- Lighting investments are important for safety and programming making the site feel more pedestrian friendly and encourages more night-time use
- Pedestrian spine should feel open and safe
- Further explore re-routing transit down Poseidon
- Transit loop through parking lot for users with less mobility
- Can current traffic issues on Nathaniel be addressed through signage and restrictions? I.e. no left hand turns during certain times
- Pedestrian spine can help ensure “defined space” between parking lot and acts as “an entry point to the campus plan”
- Traffic light a must at Taylor & Poseidon
- Parker Station 800m away
- Transportation aspects need review as a part of next concepts
- Student safety a concern for parking areas
- Accessibility turn around a must to retain by the school
- Will city want more lane space for Transit on Taylor

### 4. Parking & Access/Entrances

- Explore addition of path between new CC and Clinic to allow for greater connectivity
- Some participants mentioned paid parking is an added barrier, while other said it would encourage other transportation
- Participants like dedicated lot for library – can it move closer to open space?
- Participants still feel like more parking is needed
- Drop off safety concerns improvements for school

### 5. Community Gardens & Passive Recreation

- Greenway paths and community gardens are positive but underdeveloped and need more attention
- Upsize/relocate gardens
- ‘active living space’ outdoors seems too limited... more focus on pathways  
What cross country trails?
- Better use for the pathways and ‘make them areas people will use’

### 6. Sports Fields & Active Recreation

- Trees and greening are good way to mitigate wind impacts and makes area more walkable and aesthetically beautiful

- Explore outdoor fitness park for seniors
- All participants agreed turf field would be an efficient use of space and good partnership
- Placing of soccer and pathways might be too close to each other
- CC could also use turf field (not just GPH and soccer)
- Lighting for turf field beneficial but costly
- Safety concerns with proposed pathways all around fields 'rogue soccer balls' causing injury

#### 7. Additional Amenities

- Need to Factor in Seniors Centre or Active Living Centre
- Outdoor play space seems to be missing and necessary as a component

#### 8. Other Facilities (school, pool, clinic, etc.)

- None

#### 9. Other Comments

- Drainage an issues at SE corner – would need upgrades if it is to be used for soccer
- Like to be a "lost season: for some combo of rink, football field or soccer field(s) which would have to be understood by public
- Population density along Grant Avenue by school is significant and a big opportunity
- Why not relocate practice field to location inside track? Establish more connectivity between the Grant Avenue pathways/greenspace and spine

### OPEN HOUSE

Based on stakeholder and client input (see above workshop summaries) and additional technical analysis, the design team distilled the findings into two master plan concepts that were approved by the City for presentation to the public. Both concepts included a new library located in the northwest corner of the site, and both included a new community centre/arena building. The location of the community centre was the primary difference between the options. The concept drawings



can be viewed at the end of the Public Engagement Report. A presentation board outlining challenges and benefits of a new library at Grant Park to replace the River Heights Library was coupled with a City staff member to answer questions from the public. Members of the consultant team and City of Winnipeg project staff were on hand to answer questions and explain the distinguishing features of each concept. In addition to 150 participants in attendance, a total of 78 feedback forms were completed on-site. A total of 194 surveys were completed by the survey's closing date on April 22, 2017.

## **OPEN HOUSE FINDINGS**

Overall, there was marginally more public support for Concept 1, which placed the new community centre at Poseidon and Taylor, over Concept 2, which had the new community centre immediately south of Pan Am Pool. There was concern that Concept 2's proximity to the pool and new library would increase traffic congestion and competition for parking.

Participants supported the idea of treating the study site as a central hub with new facilities to attract more visitors, to create a sense of community and to generate and sustain business. Considerations to the pedestrian experience, from built form and area amenities/services to transit access and walkability, were expressed as key design opportunities. Year-round programming that is multi-generational and provides active/passive recreation opportunities was also conveyed as an important requirement.

While some participants identified decreased neighbourhood walkability as a potential impact of the River Heights Library relocation, many acknowledged the investment of a new library at Grant Park as an important compromise towards gaining a more modern facility with accessible multi-purpose program space. Respondents also noted that the addition of the River Heights Library to the Grant Park campus site strengthens the study area as a central hub for other types of services and amenities.

## **PLAN REFINEMENT**

The public engagement and stakeholder input was a critical determinant shaping the final plan, and was considered along with other technical and financial factors such as capital and operating costs, constructability, traffic impacts (all modes) and servicing.

The public engagement results were incorporated into an evaluation matrix of financial, technical, social, and environmental criteria:

- Financial: capital costs, operating and maintenance costs, funding staging, governance/partnerships
- Technical: ease of servicing, traffic impacts, parking management, parking capacity, construction staging, ease of maintenance, transit, cycle facilities/connections
- Social: access to destinations, location synergies, wayfinding/legibility, programming opportunities, community connections, security, campus feel, mix of active/passive recreation, age friendly
- Environmental: impact on existing trees, noise, lighting, visual impacts on neighbourhood, microclimate, aesthetics.

This process involved the entire design team and City project management team. There was also an assessment of specific design features based on what was uncovered at the public engagement events, to test if features could be recombined to achieve a more viable and responsive preferred plan.

It was determined during the Open House how Concept 1 was slightly more favourable to the public than Concept 2. The feasibility and desirability for both concepts were quantified through the evaluation matrix, showing how both are somewhat on par with one another, with both Concept 1 and Concept 2 scoring around the same values.

With regards to technical considerations, both Concept 1 and Concept 2 scored evenly. While both are viable for construction, Concept 2 scores higher for social criteria, inclusive of items such as access to destinations, programming opportunities, and community connections. With regards to financial considerations, Concept 1 is shown to be more financially secure than Concept 2, and environmental conditions are considered and supported more by Concept 1 than Concept 2.

The evaluation matrix was provided to various City departments, to determine which concept to move forward with, after which an assessment of impacts on the redevelopment of the library, traffic impacts, and site servicing was performed.

## 4.2 RECOMMENDED RECREATION CAMPUS PLAN

Following a review of the evaluation matrix with City of Winnipeg departments and further assessment of traffic and other factors described in section 4.1, the preferred recreation campus plan is Concept 1. This concept was most popular with the general public for a variety of factors, the most prominent being access to parking and parking management. While most survey respondents preferred the facilities being within close proximity to each other, they perceived this as becoming a major parking issue since it will be difficult to manage who uses what parking lot. Concept 1 also locates all new buildings and major infrastructure on City of Winnipeg property, eliminating the necessary future land negotiations with the Winnipeg School Division. This was also important for survey respondents, as negotiations could prolong the project and potentially inhibit development from occurring.

### CONCEPT 1

Concept 1 positions the library at the corner of Cambridge Street at Grant Avenue. The library is located along major public transit routes, designated cycling routes, and close to pedestrian traffic, encouraging alternative modes of transportation. An outdoor reading room, community gardens, existing mature trees and pedestrian walking paths surround the library and northwest corner of the site, creating a space for leisure activities for all ages. An area for passive recreation and various community programming opportunities, the library and outdoor reading room, along with the community gardens and forest trails, will anchor the northwest corner of the Grant Park Campus.

In this concept, the new community centre and twinned arena is situated in the southwest corner of the soccer fields, along Taylor Avenue, where the facility has its own entrance to the site and designated parking lot for its patrons. The designated access allows for direct travel to the building's entrance where drop-off and pick-up can occur safely, as well as allow for fire and emergency vehicle access. The parking lot is suitable for community centre and soccer patrons, as well as staff, however, due to the close proximity to the existing soccer fields, does not allow for future expansion.

Other improvements to parking and traffic flow have been incorporated into Concept 1 to help mitigate congestion on adjacent streets, in the surrounding neighbourhood and at peak times of use. Traffic congestion on Nathaniel has reached its maximum capacity, especially during peak times of the day, before and after school. With people accessing the Grant Park Shopping Centre parking lot, students crossing the street to McDonalds and other commercial retailers, and parents dropping off or picking up their kids from school or activities, the stretch of street

concept 1



AMENITIES & SITE FEATURES

- Winnipeg School Division Property Line
- Internal Bus Route
- New Transit Stop
- Enhanced Pedestrian Corridor
- 1 Outdoor Reading Room
- 2 Community Gardens
- 3 Practice Football Field
- 4 Lay-by Drop Off
- 5 Pedestrian Spine
- 6 Artificial Turf Football Field
- 7 Reconfigured Soccer Fields with Improved Drainage
- 8 New Median Opening for Future Transit Routes Only
- 9 New Signaled Intersection

Figure 22- Recommended Recreation Campus Plan Master Plan

between Grant Avenue and Hector Avenue has become over congested and dangerous. A lay by lane has been proposed in front of Grant Park High School to allow for safe drop off and pick up of students. The addition of this lane will allow for vehicles to exit the main path of travel and create a safer environment for pedestrians.

As parking stall numbers and parking lot management were the two main priorities highlighted during public consultation, Concept 1 has proposed a redesign of existing parking lots to create a safer pedestrian environment, a hierarchy of circulation paths and increased number of parking stalls for the Grant Park Campus. The new campus plan has a total of 991 parking stalls. Below is a break down of new parking stall counts and parking lot improvements.

#### Library

- 40 parking stalls
- designated drop off/pick up zone
- designated access road for library parking lot

#### Pan Am Pool

- 260 parking stalls
- expansion of existing parking lot in front of Aquatic Hall of Fame

#### Pan Am Clinic

- 332 parking stalls
- removal of recycling depot allows for increased parking and better traffic flow through parking lot
- redesign of parking lot to include raised cross walks and parking islands with trees

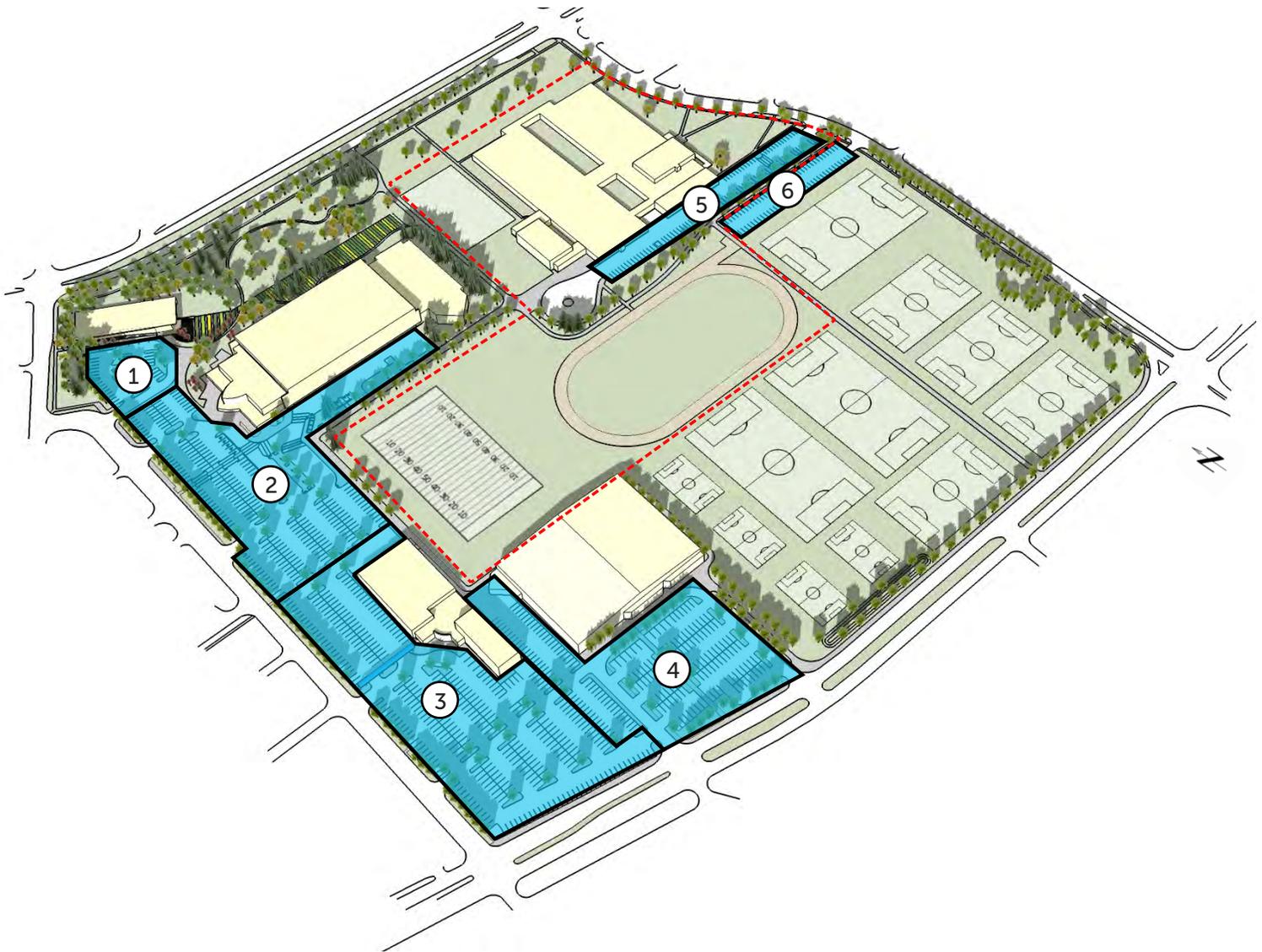
#### Community Centre/Arena

- 194 parking stalls
- Designated drop off/pick up zone and internal bus loop
- Designated pedestrian raised cross walk and parking islands with trees

#### Grant Park High School and Adjacent Soccer Parking

- 91 parking stalls at Grant Park High School
- Designed raised pedestrian crosswalk to connect crosswalk on Nathaniel Street with internal active transportation loop
- 74 parking stalls for soccer fields

## Site Parking



### PARKING LOTS

-  Winnipeg School Division Property Line
-  Library Parking Lot
-  Pan Am Pool Parking Lot
-  Pan Am Clinic Parking Lot
-  Community Centre Parking Lot
-  Grant Park High School Parking Lot
-  Soccer Parking Lot

Figure 23- Recommended Recreation Campus Plan Site Parking

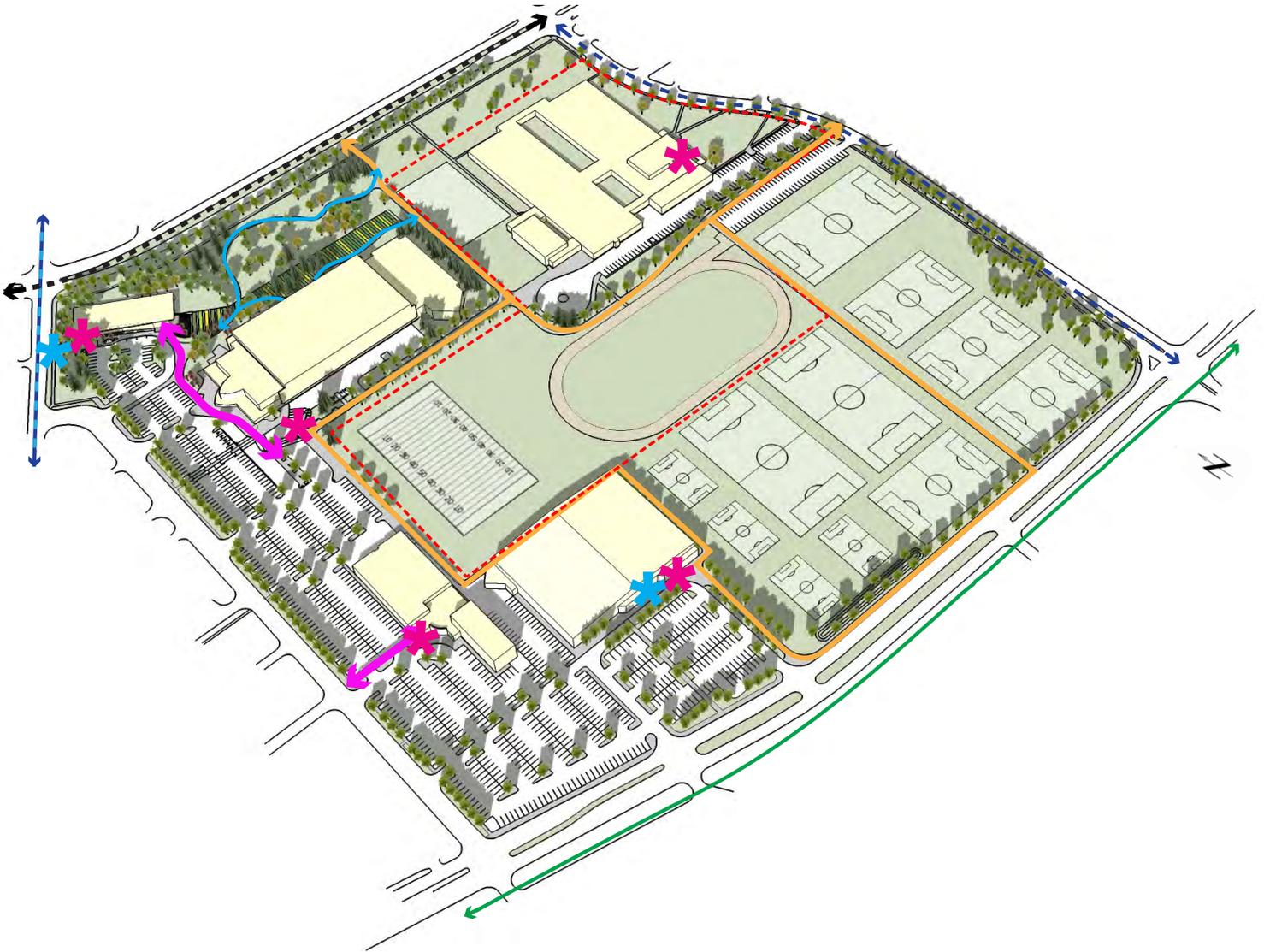
During conversations with Winnipeg Transit, the desire to increase ridership to the facilities on site and enhance the transit user experience sparked a discussion regarding Transit improvements at the Grant Park Campus. The drop-off and pick-up lanes at the community centre can also act as a designated bus loop, which will allow easy access to the facility for people of all ages and abilities and encourages the use of Winnipeg Transit. Existing Winnipeg Transit routes could be re-routed down Poseidon Bay or along Taylor Avenue to access the community centre and bring patrons closer to the Pan Am Clinic and Pan Am Pool. Other Transit infrastructure that could be incorporated to the design is additional stops along Poseidon Bay and a covered walkway to the entrance of Pan Am Clinic, to help protect users from harsh weather conditions. With the addition of new facilities and potential rerouting of bus routes along Poseidon Bay and Taylor Avenue, traffic will increase at this intersection. A review of traffic patterns has suggested that a new signalled intersection should be implemented in this location. For more information on the site traffic analysis, please refer to Section 4.4 Traffic Impacts.

To further encourage alternative modes of transportation, Concept 1 proposes an internal multi-modal trail for pedestrians and cyclists. The trail will create a strong connection to the city's larger cycling network and can offer additional amenities in the forms of different types of bike parking and bike repair stations. The internal multi-modal trail also offers pedestrians a 1.25-kilometre loop, in addition to the existing Grant Park High School track and an almost 2-kilometer perimeter sidewalk loop. The internal loop helps connect the facilities to each other and an east-west pedestrian spine connects Nathaniel Street to Poseidon Bay. The trail will also connect the greenspaces of the site. Benches, pedestrian lighting, and additional tree plantings will help enhance the pedestrian experience along the trail, creating comfortable spaces to rest and relax in the sun or shade.

Existing soccer fields would be enhanced with new field layouts, improved drainage and additional site amenities. The new community centre and arena facility is proposed on an existing soccer field that has recently been crowned, with a total investment of about \$200,000. A new field would need to be developed to the same standards in the location of the existing Charlie A. Barbour arena.

A new artificial turf football field is also incorporated into the concept plan in place of the existing field. This would prolong the high school football season as well as offer possibilities for joint partnership and use with the soccer organization.

# Cycling & Pedestrian Networks



## TRAILS AND CONNECTIONS

- - - - Winnipeg School Division Property Line
  - \* Bike Parking
  - \* Additional Bike Amenities
  - - - - Existing Corridor Study
- Existing Off-Street Pathway
  - - - - Proposed South West Quadrant Neighbourhood Greenway
  - - - - Proposed Neighbourhood Greenway
- Multi-Use Internal Trail
  - Pedestrian Only Path
  - Enhanced Pedestrian Connection

Figure 24- Recommended Recreation Campus Plan Cycling and Pedestrian Network

## CONCEPT 2

While Concept 1 was the preferred master plan option, Concept 2 creates a strong recreation campus plan. The largest point of contention with Concept 2, as described by the public engagement process, is the renegotiation of land boundaries between the City of Winnipeg and the Winnipeg School Division.

The new library would be located in the northwest corner of the campus, similar to Concept 1; however, the new community centre and arena would be located on what is currently school division property. This facility location is desirable in creating a cohesive campus plan because the central location is in close proximity to Pan Am Pool, Pan Am Clinic, Grant Park High School and the new River Heights Library. It creates opportunity for shared services with existing soccer fields, potential for shared programming with the high school and pool, and alleviates congestion on Nathaniel Street. Concept 2

Concept 2 also preserves the recent investment and upgrades made to the premier soccer field behind Pan Am Clinic.

concept 2



AMENITIES & SITE FEATURES

- Winnipeg School Division Property Line
- Internal Bus Route
- New Transit Stop
- Enhanced Pedestrian Corridor
- 1 Outdoor Reading Room
- 2 Community Gardens
- 3 Practice Football Field
- 4 Lay-by Drop Off
- Pedestrian Spine
- 6 Artificial Turf Football Field
- 7 Reconfigured Soccer Fields with Improved Drainage
- 8 New Signaled Intersection

Figure 25- Recommended Recreation Campus Plan Alternative Concept Option

## 4.3 LIBRARY PLANNING

As directed in the Project Terms of Reference, the design team explored the option of relocating the River Heights Library to a new structure within the Grant Park Recreation Campus. LM Architectural Group prepared a preliminary design, which informed a Class 3 cost estimate to help test the feasibility of a new library building within the Grant Park Recreation Campus, replacing the aging River Heights Library. Their work and estimate was provided in a separate report to Library Services to inform budgetary planning. A summary of the findings of that report is provided below, and the site development budget cost related to a new library is listed in Section 6.1.

### BACKGROUND

The existing River Heights Library located at 1520 Corydon Avenue is an 8285 square foot single storey structure constructed in 1961. Statistics provided by Library Services indicate that the River Heights Library branch is currently the 4th busiest in the City of Winnipeg. In 2016 the library was visited 123,318 times with 3,525 children, youth and adults attending programs, and 279,038 items checked out. The building is well integrated into the community and has a dedicated local user base. However the structure has a number of issues related to its size, accessibility, condition, and age.

The City of Winnipeg Library Redevelopment Strategy (2013) identifies a contemporary vision for libraries that are larger, universally accessible facilities, designed to accommodate current library automation, more diverse programming and mobile technology. The City of Winnipeg has identified the target level of service is 1 library for every 30,000 people. Today's libraries are community hubs, and must be designed for program flexibility to meet the changing needs of library users. Given the current size of the River Heights Library (8825 sq/ft), there is no room and little opportunity to expand to meet these standards and priorities. A building assessment and site tour with library administration revealed other specific challenges at this library branch to include:

- recent past closures due to continuing structural issues;
- does not meet accessibility legislation or current building codes;
- many building systems are at the end of their useful life;
- minimal public parking and no designated staff parking;
- insufficient space for the addition of an elevator or parking lots;



*Figure 26 - Concept Drawings of River Heights Library Developed for Cost Estimate  
(view looking west from community gardens and forest walking path)*

- lack of adequate program space;
- building systems (mechanical and electrical systems) at end-of-life;
- risks to service associated with future closures.

Refer to the Building Assessment report in Appendix C for more information.

### **LIBRARY LOCATION**

The project team conducted a scan of the River Heights-East Fort Garry ward to consider alternate locations for a new River Heights library. The scan uncovers that Grant Park is the only potential open space site in the Central River Heights neighbourhood that can accommodate a new library development. The increased density surrounding this site

provides greater access to this new facility for residents living around the Grant Park Campus. New and increased commercial development surrounding the Grant Park Campus such as banks, restaurants, theatre and shopping will enhance trip planning. Adjacencies such as the PanAm Pool, PanAm Clinic and future rink/community centre will also support library trips. Many people through the public engagement process expressed interest in combining library visits with swimming lessons, fitness classes, shopping and dining.

Other positive considerations and benefits of relocating the River Heights library at the Grant Park Campus include:

- space for a larger facility (13-14,000 s.f.) to meet City of Winnipeg Library Redevelopment Strategy priorities and current accessibility legislation;
- accessible programming rooms, improved leisure and study areas, flexible multi-use space for community groups and City;
- new features such as outdoor reading garden in a park-like setting;
- opportunity for dedicated parking and accessible parking;
- improved accessibility location in terms of public transportation (bus) and AT routes;
- good proximity to user groups – school students, seniors housing and surrounding residential density;
- no discontinuation or interruption of library service at existing while the new library is being constructed;
- easily serviced, underdeveloped City land.

The design team further tested several locations within the Grant Park Campus site, finding the northwest corner near the intersection of Cambridge Street and Grant Avenue to be almost unanimously preferred among all public and stakeholders that provided input. This part of the campus has good neighbourhood and street presence, mature trees (Pan Am Forest), and good transit, vehicular and pedestrian access. Locating the library in this location will also bring more life and activity to an area that is not programmed and underutilized.

The primary drawback of the relocation to the Grant Park site is the loss of the convenient walkable library location for residents currently in close proximity to the Corydon Avenue location. This impact may be mitigated to a degree by new uses in this space such as expansion of the adjacent school or the adaptive reuse of the structure for a new community service such as a childcare or seniors' facility. There also may be improved and increased use of the library once relocated.



*Figure 26 - Concept Drawings of River Heights Library Developed for Cost Estimate  
(view from Cambridge Street)*

## 4.4 TRAFFIC IMPACTS

Located on two major thoroughfares, the Grant Park Campus is accessible by a variety of transportation options. Providing a well-connected transportation network for motorists, transit users, cyclists, and pedestrians is critical to ensuring the success and enjoyment of the Grant Park Campus by all users. A Transportation Impact Study (TIS) was completed to identify the anticipated transportation impacts from the Campus Plan on the surrounding area. The study area, scope, and approach for this study were developed in consultation with City of Winnipeg staff and are in accordance with the guidance outlined in the 2011 Draft City of Winnipeg Transportation Impact Study Guidelines.

The complete TIS is included as Appendix D this report and discusses vehicular traffic impacts, access management, transit impacts, and active transportation impacts. A summary of high level transit and active transportation features of the Campus Plan are provided in Section 4.2. The following provides an overview of the vehicular traffic impacts.

### TRIP GENERATION

Expected vehicular trips for the Campus Plan were calculated based on equations published in the Institute of Transportation Engineers (ITE) publication, Trip Generation (7th Edition). Trip generation is calculated for the following Campus developments:

- Library – Trips for the new 14,000 square foot library are estimated based on the ITE Trip Generation Manual. The new trips were distributed and assigned to the roadway network based on an analysis of the library catchment neighborhoods and their relative populations.
- Community Centre/Arena - Trips for the new 71,000 square foot community centre were estimated based on the ITE Trip Generation Manual. The new trips were distributed and assigned to the roadway network based on an analysis of the community centre catchment neighborhoods and their relative populations.
- Charles A. Barbour Arena – The Charles A. Barbour Arena is being removed, however the parking lot will remain with approximately the same number of parking stalls. It is assumed there will be minimal impacts to vehicular volumes because the parking lot will attract similar traffic volumes to the campus for other uses.

Table 1 illustrates the total number of trips estimated for the new Campus developments. To confirm and verify the trip estimates, a one-day count was conducted at the Louis Riel Library and Jonathan Toews Community Centre. The Louis Riel Library and Dakota Community Centre are approximately the same size and serve similar uses as the proposed library and

Community Centre at Grant Park. The observed count indicates similar values to the trip generation estimate and confirm the estimates validity. The trip generation estimates are used throughout the analysis.

Land Use	PM Peak Hour Trips			Daily Trips		
	In	Out	Total	In	Out	Total
Library	48	52	100	476	476	952
Community Centre	68	102	170	812	812	1624
<b>Total Proposed Development</b>	<b>116</b>	<b>154</b>	<b>270</b>	<b>1288</b>	<b>1288</b>	<b>2576</b>

Figure 27 - Estimated Total Number of Trips Generated by the Proposed Development

### VEHICLE TRAFFIC ANALYSIS

Vehicular operation for the weekday PM peak hour period for the existing conditions (current baseline), year 2025 traffic conditions without the development (future baseline) and year 2025 traffic conditions with the development traffic were assessed using traffic modelling software. Figure 1 illustrates the Intersection Capacity Utilization (ICU) for each of the seven intersections included in the analysis. Intersection Capacity Utilization is a measure of how an intersection is functioning and how much extra capacity is available to handle traffic fluctuations and incidents. This analysis is used to identify intersections that may need infrastructure improvements to be able to accommodate the increased traffic from the Campus Plan developments.

The ICU at the stop-controlled Taylor Avenue and Poseidon Bay intersection will deteriorate in future conditions and will provide poor service for southbound motorists turning onto Taylor Avenue. Traffic signal warrant analysis based on the Transportation Association of Canada (TAC) methodology indicates that a traffic signal is warranted under the future (year 2025) background traffic conditions. The need for the traffic signal is further increased when the additional traffic from the library and community centre is added to the road network. It is recommended that a traffic signal be installed at the Taylor Avenue and Poseidon Bay intersection. With traffic signals in place, the intersection will provide better ICU for vehicular traffic, improved reliability for transit service, and a safer crossing point for active transportation modes across Taylor Avenue.

## 4.5 SITE SERVICING

The Grant Park recreation campus is well supported by existing municipal infrastructure services within the right-of-ways of Grant Avenue, Taylor Avenue, Nathaniel Street, Poseidon Bay and Cambridge Street. Underground infrastructure supporting the site is provided by a looped watermain network around the campus and a combined sewer system for the collection and conveyance of sanitary and storm water drainage. These existing services provide a sustainable framework for the possible development of a new library, community centre/arena and greenspace.

High level municipal infrastructure work currently planned by the City for the recreation campus area over the next 5-10 year period includes the following:

- Installation of land drainage sewers/storm relief sewers
- Sewer renewal/rehabilitation work
- Watermain renewals
- Roadway rehabilitation work

This high level planned work will continue to support/improve the current level of service for the campus.

### CONCEPT 1 - SITE SERVICING

#### NEW LIBRARY

Water service for the library may connect to a 250 mm diameter cast iron watermain located along the east boulevard of Cambridge Street. Sanitary and storm sewer building services can also connect within the Cambridge Street right-of-way to an existing 600 mm diameter combined sewer. Access, drainage and storm water management would be provided by a new approach off of Poseidon Bay and a new parking lot adjacent to the Library. A storm sewer connection for the parking lot would also be required and would connect to the 600 mm diameter combined sewer on Cambridge Street.

The close proximity of the library location with Cambridge Street provides cost effective site servicing by minimizing the overall length for building service connections.

#### COMMUNITY CENTRE/ARENA

Water and sewer infrastructure within Taylor Avenue supports the addition of a new Community Centre/Arena. A 200 mm diameter watermain located along the south boulevard of the right-of-way allows for a new water service connection and a 750 mm



diameter combined sewer within the median allows for new sanitary and storm sewer service connections to service the new facility. Access off of Taylor Avenue and additional parking could be provided to support the increased user demand by the new Community Centre/ Arena. Drainage and storm water management for the parking lot would also be provided via a service connection to the 750 mm diameter combined sewer on Taylor Avenue.

## **LANDSCAPE DRAINAGE AND IRRIGATION**

Current drainage issues within existing soccer fields and the forested area along the south portion of the campus could be addressed by reconfiguring and re-grading of the soccer fields. Installation of a network of storm sewers and/or landscape subsurface drainage would significantly improve overall greenspace drainage within the recreational campus.

Installation and maintenance of the expansive greenspace for playing fields warrants consideration for implementing site irrigation. Installation of a campus well dedicated for non-potable water use is an option for a sustainable cost effective solution to provide site irrigation. However, the local aquifer will require testing to confirm the suitability of the water for irrigation use.

## **SITE LIGHTING**

Site lighting within the Grant Park Campus is currently provided by ornamental lighting within parking areas and wall mounted lights on existing buildings. Creation of a pedestrian spine through the site from Poseidon Bay to Nathaniel Street would require provisions for additional pathway lighting for general public safety.

## **CONCEPT 2 - SITE SERVICING**

Site servicing for Concept 2 would be very similar with the servicing outlined for Concept 1, with the exception of the water and sewer connections for the Community Centre/ Arena utilizing the infrastructure along Poseidon Bay instead of Taylor Avenue. Other minor differences for Concept 2 are that the overall service lengths are slightly longer and increased asphalt pavement restoration of the existing Pam Am parking lot due to servicing.

The Community Centre/Arena sited in Concept 2 however may provide opportunities to share mechanical systems between the Pan Am Pool and the Community Centre/Arenas. Sharing of heating and cooling between multiple buildings can create economies of scale as compared to a single building which can result in energy efficiencies, reduction of equipment and space requirements and cost savings.

## 5.0 GOVERNANCE/OPERATIONS

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### 5.1 PROGRAM AND SERVICE MODEL

The current program and service delivery model for recreation and leisure programming within the Grant Park Recreation Campus site is a two-stream approach. The two-streams can be characterized in the following way: (i) facilities, programs and services that are managed directly through the City of Winnipeg, and other providers in leased municipal space and (ii) other programs and services that are provided through the school division, the health authority, non-profit organizations and private businesses. This is considered to be indirect delivery.

Within the Grant Park Recreation Campus limits, there is a distribution of both direct and indirect recreation and leisure program delivery that responds to a variety of participants and diverse interests. The public engagement process for developing the Grant Park Recreation Campus plan included stakeholders who are involved in both direct and indirect program delivery.

#### **CITY OF WINNIPEG COMMUNITY SERVICES**

The City of Winnipeg's Community Services Department staff members determine the needs, interests of the community, design and execute programs and provide oversight at the Pan Am Pool facility, the Charles A. Barbour Arena, and the River Heights Library.

#### **PanAm POOL AND AQUATIC HALL OF FAME**

The PanAm Pool is home to numerous community clubs and provincial sport organizations who operate from the facility with scheduled use of the pools, fitness, and multi-purpose spaces.

The Aquatic Hall of Fame and Museum of Canada leases approximately 10,000 sq/ft within the Pan Am pool facility and recently re-opened with renewed exhibits and enhanced public space. It is anticipated that the AHFMC will be developing new public programs to attract visitors and raise awareness of the prominent aquatic artifact-based collection.

#### **CENTRAL CORYDON COMMUNITY CENTRE**

The Central Corydon Community Centre is prepared to work in collaboration with the local associations who govern the individual community youth and adult hockey leagues and skating programs that are conducted at the Charles Barbour Arena.

The Central Corydon Community Centre is one of the key recreation organizations within the Grant Park area. They are experienced in recreation facility development and program planning, and prepared to assist in the creation of the Grant Park Recreation Campus Plan.

### **GRANT PARK HIGH SCHOOL/WINNIPEG SCHOOL DIVISION**

Community groups and area residents informally use the school track and the sport fields when not utilized by the school community. This includes individuals living in proximity who use the track to walk, running clubs and dog walkers. The Winnipeg School Division offers 'Life Long Learning' recreation and leisure programs at Grant Park High School on evenings and weekends.

### **WINNIPEG SOUTH END UNITED SOCCER CLUB**

The Winnipeg South End United Soccer Club oversee the bookings and programming and maintenance of the soccer fields through an annual lease with the City of Winnipeg with league and tournament play running from May through October.

### **OTHER COMMUNITY ORGANIZATIONS**

Other groups offer incidental or ad-hoc recreation and leisure activities within the Grant Park campus site such as community gardeners, health and wellness or community events.

Continuing a supportive environment for a combination of direct and indirect program delivery is extremely important now and into the future for the Grant Park Recreation Campus. This approach offers flexibility, responsiveness and shared responsibility in aligning with community needs and interests. In the future, a Grant Park Recreation Campus 'Advisory Group' made up of key stakeholders from City and non-city program partners would ideally be formed for ongoing communication and implementation of the Campus Plan.

## **5.2 POTENTIAL SHARED SERVICES, COMMUNITY CAPACITY AND COLLABORATION OPPORTUNITIES**

In shaping the Grant Park Recreation Campus Plan, it is important to consider how governance can help, or be shaped, to be most effective in supporting the recreation campus development. The consultant team heard from many stakeholder groups who are invested in facilities and program delivery within the Grant Park site. We also heard from stakeholders who would like to be more involved or become involved in the future. There is a desire from the community to be active stakeholders in future site developments, to share knowledge about the community, and to advocate for residents who will be impacted by changes to the campus. Stakeholders during our engagement process outlined how they want to continue to

remain engaged overtime, and to continue utilizing facilities for all types of programming.

The Winnipeg Regional Health Authority Community Coordinator and representatives from the Seniors Resource Council, newcomer and family services contributed their vision for a recreation campus that responds to the needs of the all community members to support public health. Seniors programming occurs in a number of places through various providers without centralized location in the neighbourhood. Flexible multi-purpose space for essential services such as immunization and flu clinics, young family programs, nutrition and cooking, and social programs such as congregate meals and coffee houses is warranted. In an aging community, the participation of seniors in the development of the recreation campus will be a critical component in ensuring the spaces become well used, but also in creating a culture of volunteerism to support the coordination of gradual additions of programming.

Groups like Families Forward identify how they would like to continue partnering as infrastructure is improved and programming is needed: "Once completed, we would like to partner with the community spaces to run programs for young families (in the library or community centre) We also run programs outside in the summer and would be glad to choose the new campus as a location to promote its use."

The Central Corydon Community Centre has invested in its own business planning for improving recreation program delivery in the area. They are ready to begin working with the City of Winnipeg on the arena replacement and new community centre planning bringing both experience and capacity within the organization and the ability to fundraise additional capital in the coming years.

The Winnipeg South End United Soccer Club (WSEUS) is also a significant partner who has demonstrated a contribution and investment to the Grant Park site through an informal operations arrangement. There is potential to further this support of infrastructure investment and management of assets related to the sport through a long-term lease agreement.

The Winnipeg School Division and possibly Football Manitoba are the two most likely partners to support the development of a synthetic turf field for the Winnipeg high school football, River Heights and the South Winnipeg football community. WSEUS would also be interested in the development of a turf field to extend the soccer season.

This partnering of private community-based investment in addition to the annual financial commitment from the City of Winnipeg can result in great leveraging for recreation campus facility development and programming.

## 6.0 FINANCIAL

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### 6.1 CAPITAL DEVELOPMENT BUDGET

Two cost estimates were prepared over a period of January to July, 2017 as the Grant Park recreation campus concept plan progressed and priorities and preferences were identified. The two cost estimates prepared consist of (i) a site development cost estimate and (ii) a cost estimate for a new library facility at the Grant Park campus.

The cost estimates are sourced from the consultant team (HTFC Planning & Design, LM Architecture, MNP and Sison Blackburn) with review and input from the City of Winnipeg. Budget information was drawn from the consultant's recent and relevant experience with library facilities construction, new sports field and artificial turf projects, transit and active transportation projects. LM also engaged Marshall Murray Inc. quantity surveyors to assist with the library costs. Further refinement of the Grant Park recreation campus site development will be required and be accompanied by more specific costing.

#### **SITE DEVELOPMENT COST ESTIMATE**

A Class '4' cost estimate (-30% to +60% accuracy) for overall site redevelopment was prepared for the recommended Grant Park recreation campus concept plan. The following cost estimate identifies and quantifies capital site redevelopment and re-investment opportunities based on the inclusion of a new library, new twinned rink community centre, sports fields redevelopment, synthetic turf field development, parking, pedestrian, cycling and transit facility upgrades, drainage and servicing upgrades and landscape improvements. The cost estimate considers safety and accessibility priorities, amenity enhancements, beautification, and new recreational and leisure opportunities.

The cost estimate does not include fees and services, applicable taxes or escalation beyond 2017 (inflation).

#### **LIBRARY COST ESTIMATE**

City Council has to date approved \$5.737million for a new River Heights Library, with anticipated construction start in late 2018. As the capital site development budget was developed for the overall campus, a Class '3' cost estimate (-20 to +30% accuracy) for the new River Heights Library was concurrently prepared by LM Architecture. The library cost estimate

GRANT PARK CAMPUS PLAN RECOMMENDED CONCEPT PLAN - SITE DEVELOPMENT CLASS '4' COST ESTIMATE

No.	Description	Qty.	Unit	Unit Price	Cost	Total
<b>A NEW LIBRARY</b>						
1	Parking Lot (heavy duty asphalt surface)	2020	sq.m.	\$120.00	\$242,400.00	
2	Parking Lot (concrete islands)	290	sq.m.	\$150.00	\$43,500.00	
3	Parking Lot Lighting	3	each	\$10,000.00	\$30,000.00	
4	Entrance Paving (concrete or pavers)	950	sq.m.	\$100.00	\$95,000.00	
5	Entrance Furniture (benches)	5	each	\$1,800.00	\$9,000.00	
6	Outdoor Reading Room (concrete or pavers)	150	sq.m.	\$100.00	\$15,000.00	
7	Outdoor Reading Room (planting beds c/w soil, plants + mulch)	25	sq.m.	\$100.00	\$2,500.00	
8	Outdoor Reading Room (tree planting)	4	each	\$450.00	\$1,800.00	
9	Outdoor Reading Room (bistro tables, chairs + other furniture)	12	each	\$2,000.00	\$24,000.00	
10	Tree Planting (parking lot + entrance)	22	each	\$450.00	\$9,900.00	
11	Planting Beds (c/w soil, plants + mulch)	250	sq.m.	\$100.00	\$25,000.00	
						<b>\$498,100.00</b>
<b>B TWINNED RINK COMMUNITY CENTRE</b>						
1	Parking Lot (heavy duty asphalt surface)	7150	sq.m.	\$120.00	\$858,000.00	
2	Parking Lot (concrete islands)	1010	sq.m.	\$150.00	\$151,500.00	
3	Parking Lot + Entrance Lighting (c/w post, fixture, pile)	6	each	\$10,000.00	\$60,000.00	
4	Site Lighting	4	each	\$7,000.00	\$28,000.00	
5	Entrance Paving (concrete or pavers)	1285	sq.m.	\$100.00	\$128,500.00	
6	Tree Planting	30	each	\$450.00	\$13,500.00	
7	Planting Beds (c/w soil, plants + mulch)	200	sq.m.	\$100.00	\$20,000.00	
8	Outdoor Concrete Pad (Basketball Courts, Tennis Courts, Rink)		sq.m.	\$100.00	\$0.00	
						<b>\$1,259,500.00</b>
<b>C GRANT PARK HIGH SCHOOL</b>						
1	Asphalt Road Surface (Lay-by Drop Off)	590	sq.m.	\$120.00	\$70,800.00	
2	Concrete Path Repair (Lay-by Drop Off)	148	sq.m.	\$100.00	\$14,800.00	
3	Sod Repair (Lay-by Drop Off)	200	sq.m.	\$8.00	\$1,600.00	
4	Upgrades to Existing Parking Lots (parking islands, pedestrian crossings)	210	sq.m.	\$150.00	\$31,500.00	
5	Tree Planting	8	each	\$450.00	\$3,600.00	
						<b>\$122,300.00</b>
<b>D OTHER SITE WORK</b>						
1	Parking Lot Lighting	12	each	\$10,000.00	\$120,000.00	
2	Site Lighting	24	each	\$7,000.00	\$168,000.00	
3	Site Furniture (benches, bike racks, refuse bins)	40	each	\$1,800.00	\$72,000.00	
4	Aluminum Bleacher (5 rows, 50 seats/set - c/w granular foundation)	4	each	\$15,000.00	\$60,000.00	
5	Site Signage	10	each	\$3,000.00	\$30,000.00	
6	Pylon Sign with Reader Board for Grant Avenue	1	each	\$40,000.00	\$40,000.00	
7	Fence (chain-link)	440	lin.m.	\$160.00	\$70,400.00	
8	Allotment Garden Development	1500	sq.m.	\$40.00	\$60,000.00	
9	Tree Planting	240	each	\$450.00	\$108,000.00	
10	Berm / Wind Break Development (earthwork)	4826	cu.m.	\$12.00	\$57,912.00	
11	Upgrades to Site Drainage (grading)	47435	sq.m.	\$12.00	\$569,220.00	
12	Elite Soccer Field Redevelopment (c/w sod, 150mm topsoil, grading/crowning, goalposts)	1	allow	\$200,000.00	\$200,000.00	
13	Automated Irrigation for Fields	6	each	\$50,000.00	\$300,000.00	
14	Asphalt Pathways (light duty asphalt)	5245	sq.m.	\$80.00	\$419,600.00	
15	Winnipeg Transit Bus Shelter (c/w bench)	2	each	\$25,000.00	\$50,000.00	
16	Winnipeg Transit Loop (surface upgrades and concrete islands)	500	sq.m.	\$150.00	\$75,000.00	
17	Upgrades to Existing Parking Lots (surface upgrades, parking islands, pedestrian crossings)	2035	sq.m.	\$150.00	\$305,250.00	
18	Relocation of Recycling Depot	1	allow	\$20,000.00	\$20,000.00	
						<b>\$2,725,382.00</b>
<b>Grant Park Campus Site Development Subtotal</b>						<b>\$4,605,282.00</b>

Figure 29 - Grant Park Campus Plan Recommended Concept Plan - Site Development Class '4' Cost Estimate

is based on 30% design completion. Additional Cost items not included in Library Class 3 estimate are as follows:

- Inflation (estimated at 5% per year)
- Design & Contract Admin fees
- Total project contingencies
- Existing facility decommissioning
- Program & Collection Relocation
- Furniture, fixtures & equipment
- Public Service Administrative costs
- Public Engagement
- Utility costs

### **TWINNED RINK COMMUNITY CENTRE**

For the purpose of the Grant Park Recreation Campus Feasibility Study, an Order of Magnitude Class 4 (-30% to +60% accuracy) cost estimate for the development of a new twinned rink community centre as shown in Concept 1 is provided based on a 5,355 square meter or 57,640 square foot facility as shown. The twinned arena community centre cost is estimated at \$12,104,000million for construction, with an estimated \$354,055 cost to bring services to the building. Site development costs are detailed in Figure 29, totaling \$1.259million26 million. A detailed program of requirements for the twinned rink and community centre has yet to be developed based on the proponent's needs and potential community partnerships and; this will affect capital costs.

The cost estimate for construction of the twinned rink community centre is based on the following considerations:

- 57,640 square feet
- Single storey building
- 12-month ice plant use

Not included in this cost estimate is:

- Furniture
- Kitchen equipment
- Storage shelving
- Rink netting and scoreboard
- Design services
- GST

GRANT PARK CAMPUS PLAN RECOMMENDED CONCEPT PLAN - TWINNED RINK COMMUNITY CENTRE '4' COST ESTIMATE

No.	Description	Qty	Unit	Unit Price	Cost	Total
A	<b>TWINNED RINK COMMUNITY CENTRE</b>					
1	Building Construction (based on conceptual floor plan)	57640	sq.m.	\$210.00	\$12,104,400.00	
2	Site Services to Building (estimate provided by Sison Blackburn - see Appendix E for costing breakdown)				\$354,055.00	
3	Site Development Costs (refer to Figure 29 for detail)				\$1,259,500.00	
						<b>\$13,717,955.00</b>

Figure 30 - Grant Park Campus Plan Recommended Concept Plan - Twinned Rink Community Centre Class '4' Cost Estimate

Identifying the capital and operational cost of a new twinned rink community centre within the Grant Park recreation campus will be a part of the business planning responsibility of the future developer/proponent.

## 6.2

### OTHER CAPITAL COST INFORMATION

#### SYNTHETIC TURF FIELD DEVELOPMENT

The site development cost estimate for the Grant Park Recreation Campus Plan includes and allowance for the development of a turf football field facility. In addition to the synthetic turf, field lighting and a digital scoreboard costs are identified.

Turf fields have been growing in popularity over the last number of years due to their ability to accommodate more games, no matter the weather. One turf field provides the equivalent capacity of up to nine grass fields, assuming the benefit of extended hours of play. Approximately 500 games a year can be accommodated by a turf field with grass fields accommodating around 50. Generally speaking, turf fields are safer for players with a more consistent surface for play. They also have lower annual operating and maintenance costs than grass fields.

The capital cost of building one turf field is approximately \$1,100,000 dollars (2017). The surface of the turf field needs to be replaced every 8 to 10 years. This creates a replacement/major improvement cost every 8 to 10 years of about \$800,000. If this amount is brought forward ten years, at an inflation rate of 2%, the amount that would need to be put in a sinking fund for replacement costs is \$97,520 per year. Operating costs of a turf field are estimated at \$3,750 per year. Therefore, the economics of the turf field rely on heavy utilization to pay for the capital replacement cost that must be incurred every 8 to 10 years.

GRANT PARK CAMPUS PLAN SYNTHETIC TURF FOOTBALL FIELD - CLASS '4' COST ESTIMATE

No.	Description	Qty.	Unit	Unit Price	Cost	Total
E	SYNTHETIC TURF FOOTBALL FIELD					
1	Synthetic Turf Football Field (c/w turf surface, subgrade material, grading/crowning)	1	allow	\$1,100,000.00	\$1,100,000.00	
2	Field Lighting (4x50' poles c/w fixtures, foundations, electrical)	1	allow	\$350,000.00	\$350,000.00	
3	Digital LED Scoreboard (c/w electrical, foundation)	1	allow	\$40,000.00	\$40,000.00	
						<b>\$2,980,000.00</b>

Figure 31 - Grant Park Campus Plan Synthetic Turf Football Field Class '4' Cost Estimate

Implementation of other projects identified through of the Grant Park Campus Plan will be subject to the development of suitable Business Cases that support the capital construction investment and ongoing operational costs. In most cases, partnerships with stakeholders and other levels of government will be required to move projects forward.

Operating budget estimates will be developed as part of the Business Case development for each project.

## WORKS CITED

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General Council Winnipeg Community Centres. (2009). "Plan 2025." Retrieved from: <http://lin.ca/sites/default/files/attachments/GCWCC-2025-plan.pdf>.

Province of Manitoba. (2015). "Manitoba's Policy for Recreation Opportunities." Retrieved from: [http://www.gov.mb.ca/imr/mr/bldgcomm/recreg/pubs/recreation\\_policy\\_review.pdf](http://www.gov.mb.ca/imr/mr/bldgcomm/recreg/pubs/recreation_policy_review.pdf)

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# RESOURCES

The City of Winnipeg's Role in the Provision of Arenas: [http://winnipeg.ca/cms/recreation/pdfs/Arena\\_Report\\_2010.pdf](http://winnipeg.ca/cms/recreation/pdfs/Arena_Report_2010.pdf)

The City of Winnipeg Asset Management Policy: <http://www.winnipeg.ca/finance/pdfs/ipd/FI011AssetManagementPolicy.pdf>

The City of Winnipeg Asset Management Standard: <http://winnipeg.ca/finance/pdfs/ipd/AMAdministrativeStandard.pdf>

The City of Winnipeg's Library Re-development Strategy: <http://clkapps.winnipeg.ca/DMIS/ViewDoc.asp?DocId=11981&SectionId=312720&InitUrl=/DMIS/Documents/pcs/2012/a11981>

The City of Winnipeg Public Library Annual Report: <http://wpl.winnipeg.ca/library/pdfs/annualreports/annualreport2015.pdf>

PanAm Clinic Foundation Annual Report: [http://www.panamclinic.org/pdf/25649\\_pa\\_annual\\_report\\_web.pdf](http://www.panamclinic.org/pdf/25649_pa_annual_report_web.pdf)

City of Winnipeg Asset Funding Needs Report Charles Barbour Arena, February 2016

Bridgman Collaborative Architecture. (2011). "Central Corydon Community Centre Needs Assessment."