

11.0 FACILITY STRATEGY

As articulated in the previous section, the next step in the process is to develop a facility strategy on the basis of the data integration. This facility strategy includes the impact on major asset groups for existing facilities and describes new facility types that are required to enable the vision.

11.1 Impact on Existing Facilities

11.1.1 Outdoor Pools

Outdoor pools no longer fit the contemporary vision for aquatic facilities. Given the facilities condition index associated with this inventory (cost of preservation is roughly equivalent to the cost of full replacement) it is recommended that they be closed in concert with the construction of the Urban Oases.

Exceptions are the outdoor pool at Freight House (to remain) and Norquay Pool (to be converted to an outdoor spray park).

11.1.2 Indoor Pools

Single tank indoor pools no longer fit the vision for contemporary indoor aquatic facilities. The existing inventory should be rationalized in concert with construction of the Urban Oases.

11.1.3 Wading Pools

No new wading pools to be constructed.

The inventory should be rationalized on the basis of the “0 to 4” age cohort. The remaining sites to be converted to water spray parks/pads as a more effective means of providing a water play experience for young children.

Other regions typically use a ratio over the entire population to determine the number of wading pool facilities. As ages 0 to 4 are the primary users of the facilities, this age demographic was used as a primary indicator along with attendance figures, location and proximity to other facilities. The construction of wading pools was not consistent throughout the City and as such, there will be differing levels of service throughout the City. The demographic distribution in Downtown, Inkster and Point Douglas was twice that of other areas in the City.

11.1.4 Community Centres

The existing inventory should be rationalized to be consistent with a Neighbourhood 1 classification in the proposed facility hierarchy. A detailed description of the role of Community Centres follows.

The Role of Community Centres

In developing a strategy and blueprint for the future delivery of recreation, leisure and library services, the rich and proud history of the Community Centre movement in Winnipeg must be acknowledged. We owe our legacy to the thousands of volunteers, past and present who have contributed to the betterment of the quality of life for all citizens of Winnipeg and volunteers will continue to play a key role moving forward.

In early October 2003 a meeting was held with the General Council of Winnipeg Community Centres (GCWCC) task force. The task force was in the process of undertaking an independent review of Community Centres. Given that there is a wide variation in the interpretation of the role of Community Centres (asking 71 community centres would likely lead to 71 definitions), a request was made of the task force to provide a definition of Community Centres. The following is an excerpt from the report prepared for Council defining the role of a Community Centre.

Community Centre Definition (GCWCC report, April 2004)

The City of Winnipeg is unique in many ways, and the existence of Community Centres is one of the many things that help us maintain that quality. In the search for the ideal Community Centre, one finds that a great many things must be considered. To begin with, a Community Centre must truly serve the Community in which it is situated, within well-defined and recognizable boundaries. The Community Centre must be driven and *completely led* by a group of dedicated volunteers who understand and appreciate the needs and the concerns of the Community. In that way, the Community Centre chooses for itself what is best for the Community and both echoes and, indeed, becomes the pride of the Community. The Community Centre then becomes a focal point of the community: a meeting place which is a true centrepiece of the Community.

The Community Centre should provide an appropriate and diverse variety of programming in a safe and healthy environment. Programming should offer diverse recreational services with a mix of sports, leisure, cultural and social programming which responds to the needs of the Community. The Community and its programs should be both adaptable and accessible, whether physically, financially or demographically.”

Consistent with the foregoing definition, Community Centres are positioned in the “Neighbourhood 1” category in the proposed model, with a demographic target of 1:15,000 +/-, i.e., one Community Centre per 15,000 people within each CCA. (The 1:15,000+/- distribution frequency has also been referenced in previous City of Winnipeg reports.)

The current average demographic distribution is 1:8,726. An expansion of the average catchment area over the existing is premised on the need to ensure a sufficient volunteer (must be

driven and *completely led* by a group of dedicated volunteers) and participation base given societal trends such as the shift in demographics, the decrease in average household size, and the increased mobility of the general population. A 1:15,000 distribution however, still allows the Community Centre to retain that “neighbourhood feel”, thereby ensuring that the Community Centre hears and can be responsive to the needs of its community. It should be noted that in response to the shift in demographics, the governing sport bodies have already combined catchment areas to ensure an adequate number of children at the various skill levels and it is not uncommon for at least three Community Centres to be combined for a single sport.

The suggested role for Community Centres is the provision of an appropriate level of neighbourhood-based programming, i.e., programming that is consistent with and suitable for the catchment area demographics. The intent is to build upon the innovative programming provided by Community Centres in a focussed manner. This could include the facilitation and delivery of grass roots sports in association with the sport governing bodies (a traditional role); the facilitation of unstructured recreation and leisure opportunities for all ages (e.g. drop-in programs for youth, children’s play time, “bridge club” for seniors, “pick up” sports); family recreation; and other programming as deemed suitable in consultation with partners and in particular the City of Winnipeg. It should be noted that major sports facilities (arenas, soccer complexes, etc.), many of which are currently co-located with Community Centres, are treated as “CCA” level or regional level facilities in the facility hierarchy given their frequency and primary purpose, and are not considered to be neighbourhood level amenities.

Providing a focus, both programmatic and demographic within well-defined and recognizable boundaries, is essential to ensure the overall strength of the Community Centre movement. It is a well-established fact that people will travel to facilities that offer the greatest number of amenities. If one Community Centre is seen to be much “stronger” than a neighbouring Community Centre, then the neighbouring Community Centre(s) will suffer. The outcome will eventually be that the strong get stronger at the expense of the weaker, yielding a system whereby the whole is less than the sum of the parts. This is not consistent with the expectations of Winnipeggers as articulated through Plan Winnipeg and its explicit commitment to equitable access to facilities and services for all citizens.

The reality is that today, there is a substantive difference in the level of services provided by community centres throughout Winnipeg for a number of reasons that are referenced in the GCWCC report. It is hoped that by providing both a program and demographic focus, these differences will be minimized over time and all Winnipeggers can enjoy a similar and beneficial level of service.

For those community centres that have already expanded beyond their demographic boundaries in the provision of services, the Community Campus concept described elsewhere herein provides an exciting opportunity to partner with other stakeholders and harness their collective energy.

In assessing the number of Community Centres required based on their proposed role, two demographic indicators were utilized. These were 1:15,000 (Neighbourhood 1 categorization) and 1: 2,500 (5 to 19 age cohort) given their current focus on child and youth programming. As the population ages, the ratio will more closely align with the 1:15,000 criteria. The foregoing

does not apply to Downtown, Inkster and Point Douglas given the socio-economics of the areas as well as the need for multiple contact points.

The following is an excerpt from the Community Centre report with respect to the recommended process for further analyzing individual community centres.

- *That the following criteria be adopted as acceptable standards for Community Centres to strengthen and balance the City of Winnipeg Community Centre movement and to determine the status and health of individual Community Centres.*
 1. *Infrastructure*
 2. *Participation*
 3. *Governance*
 4. *Financial Management*
 5. *Amenities Inventory*
 6. *Location*
 7. *Population*
- *That the criteria form an integrated and combined tool, and that the individual components must not be applied on an individual basis. Example: Financial Management looked at without due consideration of all other criteria could lead to an inappropriate decision.*
 - *“A set of established decision tools will serve as a framework for decision-making to ensure that facilities and programs continue to meet the needs of the community”.*
- *That a Committee with representation similar to the CC Review Task Force be part of any process where these criteria are applied to make decisions on the future of CC’s.*
 - *“Provide leadership for an ongoing process of assessing community need and collaborative planning”.*

A consistent decision framework and the establishment of a multi-stakeholder Committee to further assess individual community centers is certainly consistent with the overall PUFs strategy. An analysis based on the foregoing criteria would certainly provide a good comparative ranking of community centers. It is recommended that in addition to the stated criteria, a minimum standard also be established. It is also recommended that the suitability of the criteria in major improvement and major rehabilitation neighborhoods as defined in Plan Winnipeg be evaluated to ensure that Community Centres in higher needs neighborhoods are not marginalized.

11.1.5 Libraries

Where possible new library facilities are to be built in conjunction with a Community Campus to take full advantage of synergistic programming opportunities. Where libraries cannot be incorporated into a Community Campus, consolidation opportunities, i.e. a combination of branches, should be investigated prior to constructing a new stand-alone facility.

11.1.6 Senior Centres

New stand-alone facilities are not recommended. The inventory should be rationalized and incorporated into a Community Campus model where feasible.

Exception: Downtown and Major Rehabilitation Neighbourhoods.

11.1.7 Recreation Centres

New stand-alone facilities are not recommended. Rationalize inventory by incorporating into Community Campus model where feasible.

Exception: Downtown and Major Rehabilitation Neighbourhoods.

11.1.8 Leisure Centres

Rationalize inventory by incorporating into Community Campus model where feasible. New stand-alone facilities are not recommended.

Exception: Downtown and Major Rehabilitation Neighbourhoods.

11.1.9 Arenas

The City should review its role as a direct provider of services in this market. The City's arena inventory is the both the oldest and the least utilized. Usage statistics in Chapter 8 indicate that the most highly utilized City owned arena (Pioneer Arena), is used less than the Community Centre arena with the lowest utilization (Notre Dame). Table 11.1 provides a summary of preservation needs as a cost / hour of operation for the next ten years. As can be seen, the cost/hour ranges from \$76 / hour to \$150 / hour. As such, some of these arenas will be heavily subsidized under the managed care scenario.

Table 11.1: Arenas				
ARENA	REGION	\$ PRESERVATION NEEDS/RENTED HOUR	UTILIZATION/PRIME TIME AVAILABILITY	RELATIVE MARKET SHARE
Bertrand	St. Boniface	\$150	0.77	5.89%
Maginot	St. Boniface	\$140	0.76	6.06%
Roland Michener	Transcona	\$138	0.80	6.10%
Old Exhibition	Point Douglas	\$129	0.71	5.37%
River East	River East	\$126	0.74	6.56%
Century	Fort Garry	\$117	0.86	7.95%
Charles A Barbour	River Heights	\$111	0.72	5.75%
Billy Mosienko	Inkster	\$111	0.76	6.95%
Vimy	St. James	\$106	0.56	5.21%
Sargent Park	Downtown	\$99	0.82	6.31%
Pioneer	Downtown	\$96	0.98	8.74%
St. James Civic Centre	St. James	\$88	0.81	7.50%
Terry Sawchuk	River East	\$80	0.78	7.16%
Eric Coy	Assiniboine	\$80	0.79	7.29%
Sam Southern	River Heights	\$76	0.81	7.15%
St. Vital	St. Vital			

There are a total of 40 sheets of ice in the City of Winnipeg (public and private). They include:

- 16 rinks (city owned)
- 16 Community Centre rinks (city owned)
- 8 rinks (privately owned)

There is approximately 1 sheet of ice for every 15,500 people in Winnipeg as outlined in Table 8.26. The Canadian average is approximately 1 sheet of ice for every 20,000 people.

Table 8.20 shows that in the 2002-2003 season, there was a total of 20,788 available hours reported for the 16 City owned arenas (not including the Community Centre Arenas and privately owned arenas). These arenas reported 18,070 hours of demand in the 2002-2003 season. That is an average of 87 % occupancy rate. However, the occupancy rate is deceptively high.

The reported available hours do not currently reflect all available prime time hours (4:30 pm to 10 pm weekdays and 8 am to 10 pm weekends = 55.5 hours per week). These arenas report weeks of operation between 31 and 26 per year, with the average open 29 weeks. To be conservative, prime time hours per year were calculated by multiplying the 16 arenas by 55.5 hours per week for 27 weeks (removed two weeks from the average to allow for routine maintenance). This totals approximately 23,975 hours, which is 3,188 hours more than currently available. There appears to be an overcapacity in the market place based on the foregoing analysis current hours have been rationalized to coincide with the hours deemed. Based on this analysis, two areas are deemed surplus.

As such it is recommended that the inventory be rationalized to meet current and projected demand. The City could sell the surplus arenas to an alternative sport provided that liability can be transferred. CUPE successor rights may significantly impact assessing the strategies to divest these facilities. If no viable plans were submitted (plans that remove the City's ownership and liability), then the facilities would be deemed surplus.

The City should assess opportunities to "trade" arenas. If a Community Centre plans to build a new arena, the City could negotiate closure of an adjacent City-owned arena.

11.1.10 Indoor Soccer

There is a latent demand for an indoor soccer complex (4-plex). However, the City's role in the provision of sport facilities is one of support rather than direct provider. The City should therefore facilitate dialogue with potential partners.

It is recommended that the City support an indoor 4-plex (e.g., gift the land). Recommended locations include Downtown (close proximity to Red River Downtown Campus) or Public Markets site (adjacent to proposed Urban Oasis).

Manitoba Soccer Association as the senior sport governing body should be responsible for developing and maintaining any new soccer facilities.

11.1.11 Joint Use Agreements with the School Divisions

It is recommended that a dialogue be initiated with each urban school division with the objective of standardizing the agreements and their implementation. Joint Use Agreements with the School Divisions are recommended to provide drop-in facilities for basketball, volleyball and other gym oriented sports.

The feasibility of partnering with School Divisions to enhance gymnasiums at locations that are co-located with Community Centres should be investigated on a strategic basis.

11.1.12 New Housing Developments

Additional catchments of 15,000 people in a CCA will trigger construction of a Community Centre. The Community Centre should be constructed in a manner that facilitates transition to a Community Campus in the event of additional growth. Areas where there is available land, proximity to transit routes and new housing developments will likely be favoured as new locations.

The facility strategy should be reviewed against Statistics Canada populations every five years (identify CCA catchment requirements).

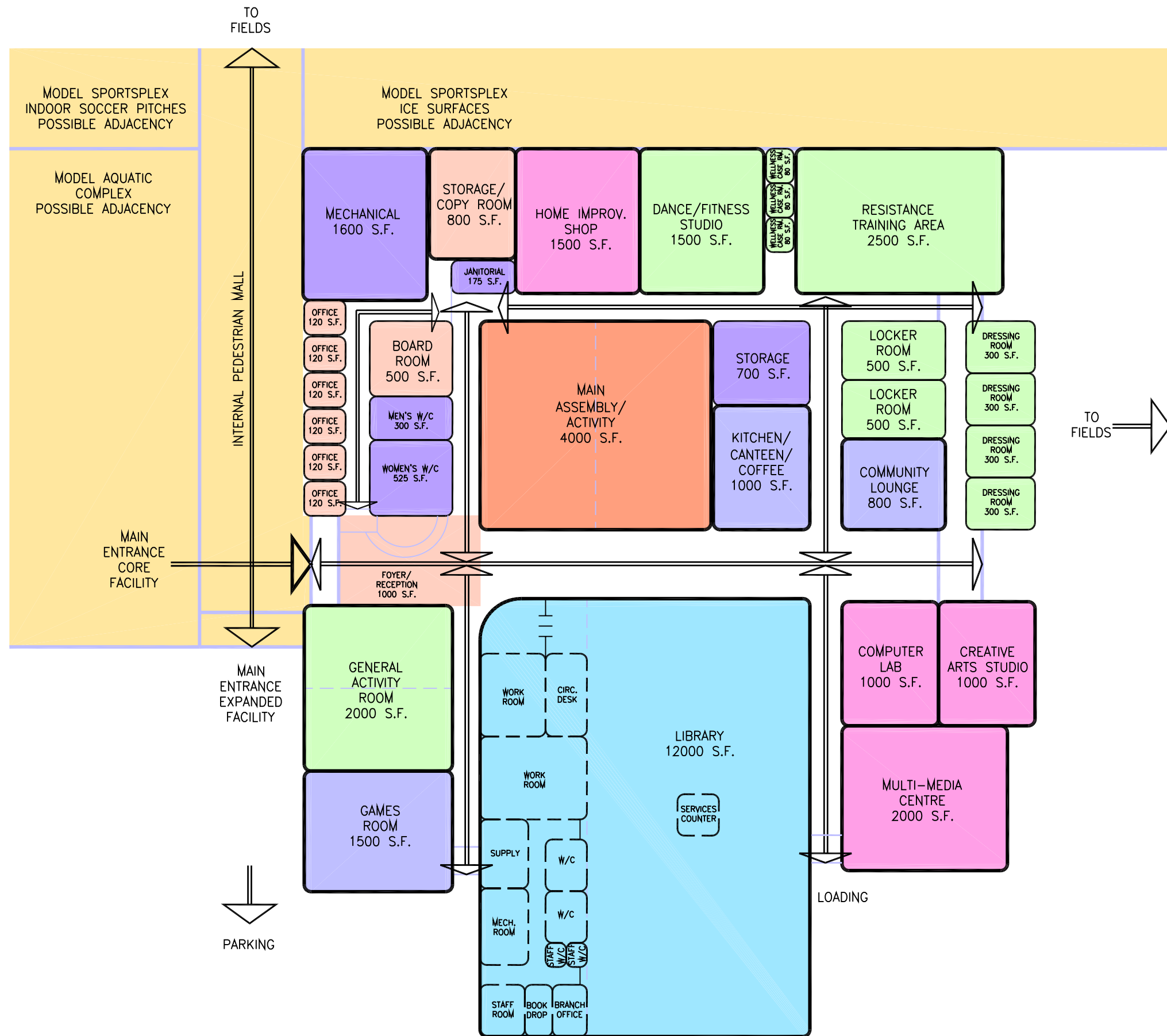
11.2 New Facility Types

11.2.1 Community Campus

It is recommended that the City support one Community Campus per CCA. Where feasible, Community Campus components should be added to an existing facility and in proximity to major transit routes.

Integrated, multi-use facilities are becoming the norm in the development of recreation, leisure and library facilities throughout North America. There is no standard formula for the development of these facilities however, the scope and context of these integrated facilities must be respectful of their surroundings and the culture of the community. Having said that, inter-generational and multi-generational programming does require enabling facilities. For Winnipeg, “the Community Campus” has been developed in conjunction with Mr. Jack Harper University of Manitoba (Bronx Park/Good Neighbours) as the model for the integrated facility. It includes provision for a library, a computer lab, multi-media lab, home improvement shop, and creative arts studio in the culture and education zone; fitness studios and resistance training areas and general activity rooms in the wellness zone; large assembly areas; office space; and associated support spaces. The “bubble diagram” on SK-1 provides an overview of the spatial relationships between the various components. While these are the basic components necessary to enable multi-generational and inter-generational programming, the actual configuration of the community campus in each of the CCA’s will be dependent on the needs of the specific community, the suitability of existing infrastructure to incorporate specific elements, and the realization of partnership and sponsorship opportunities that could include the regional health authorities, private sector service providers, or private not-for-profit partners.





LEGEND

- MEETING ZONE
4,000 SQ.FT.
- WELLNESS ZONE
8,440 SQ.FT.
- SOCIAL ZONE
3,300 SQ.FT.
- CULTURE & EDUCATION ZONE
5,500 SQ.FT.
- ADMINISTRATION ZONE
3,020 SQ.FT.
- LIBRARY
12,000 SQ.FT.
- UNPROGRAMMED/SUPPORT
3,300 SQ.FT.
- CIRCULATION
7,200 SQ.FT.
- INTERNAL PROGRAMMING

GROSS AREA MODEL COMMUNITY CAMPUS
49,000 SQ.FT.

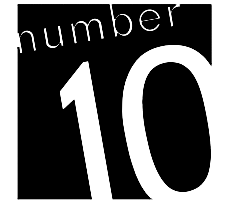
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PUBLIC USE FACILITIES STUDY
CITY OF WINNIPEG
project
MODEL COMMUNITY CAMPUS
BUBBLE DIAGRAM NO. 1
sheet title

scale: 1/32" = 1'-0"
drawn by: DS.
checked by: DH
date: APRIL 2004

project no. 03062
sheet no. SK-1

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The Community Campus could be constructed adjacent to a sports pod. An example of a sports pod is illustrated on SK-2 and provides an overview of a multi-sport complex that includes arenas, a field house and an indoor soccer complex.

11.2.2 Skateboard Parks

Two Skateboard Parks are recommended per CCA. One skateboard park per CCA should be constructed within the next ten years. Attendance should be monitored to determine usage characteristics.

Skateboard parks should be co-located with Community Campuses or Community Centres that have extended hours and washroom facilities as well as close proximity to transit. Skateboard parks are not recommended to be co-located with wading pools or spray pads.



11.2.3 The Urban Oasis

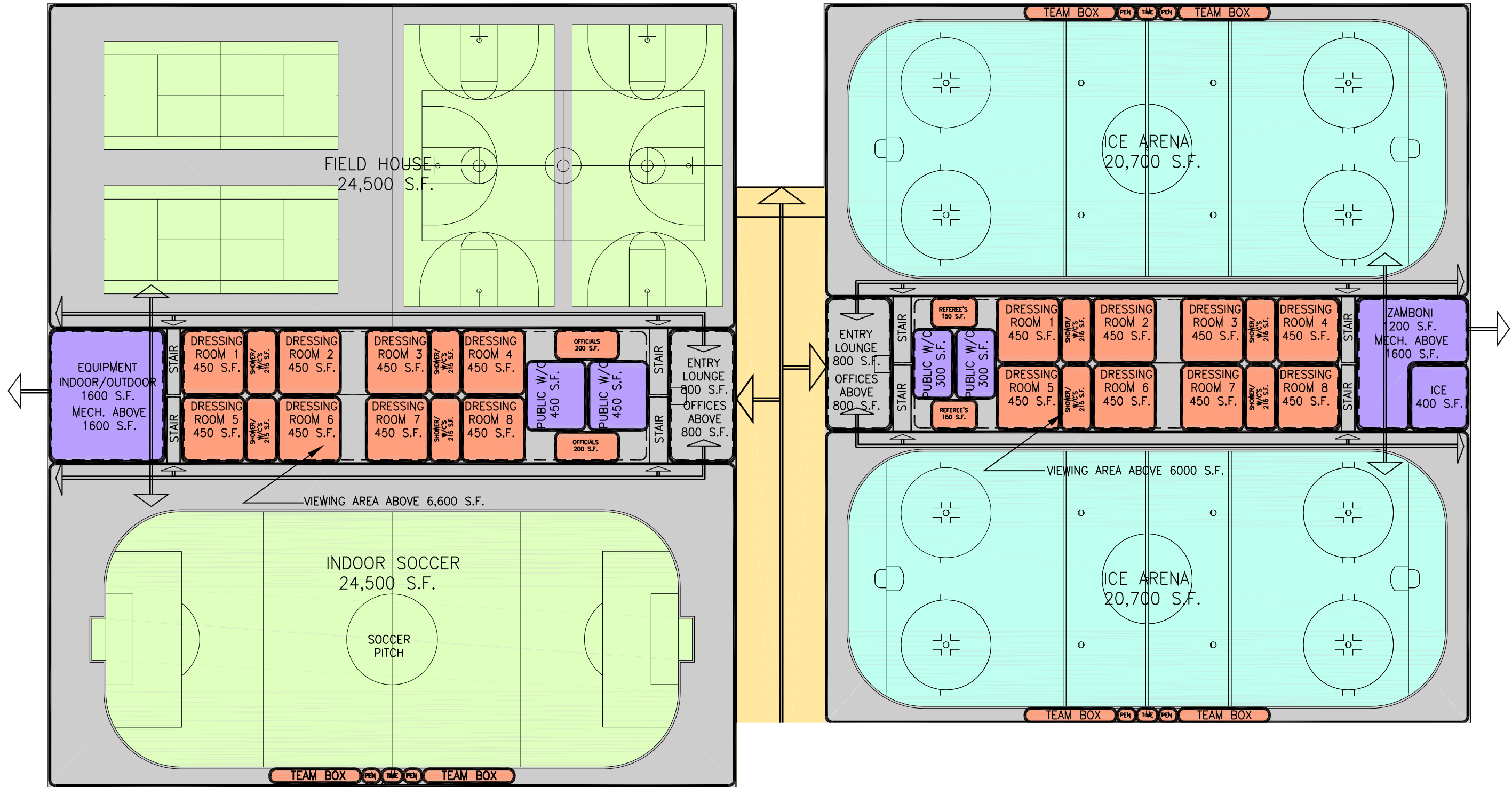
It is recommended that five Urban Oases be constructed at the Regional level over the next ten years, and should be located within close proximity to transit. The conversion of traditional pools to leisure pools was a trend that began in Europe in the late 1970’s and arrived in Canada in the 1980’s. Driving this trend was the realization that while the delivery of swimming lessons is equated to a life skill, most people wanted to use the pool for recreation and leisure purposes. The “leisure” pool became an opportunity to both enhance the leisure experience for citizens and to increase revenues substantially. This type of amenity is even more valued in a “winter” city.



Urban Oasis Examples

MULTI-SPORT FACILITY 60,000 S.F.

HOCKEY FACILITY 51,600 S.F.



LEGEND

- ICE/WATER SURFACE
- ARTIFICIAL GRASS
- FUNCTIONAL PROGRAM
- MECHANICAL/SUPPORT
- CIRCULATION
- MALL CONNECTION
- INTERNAL PROGRAMMING
- GROSS AREA SPORTSPLEX
117,500 SQ.FT.

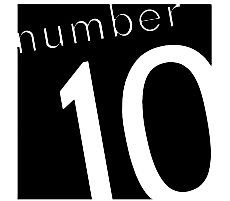
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PUBLIC USE FACILITIES STUDY
 CITY OF WINNIPEG
 project
 MODEL SPORTSPLEX
 BUBBLE DIAGRAM NO. 2
 sheet title

scale: 1" = 32'
 drawn by: DS
 checked by: DH
 date: APRIL 2004

project no. 03062
 sheet no. SK-2

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We envision an urban oasis that has an indoor / outdoor component. The indoor component will be a combination aquatic facility that can be used for training and lessons and at the same time has many amenities associated with a leisure pool such as zero-depth entry, a “lazy river”, a slide, “spray” stands, etc. The outdoor component would allow Winnipeggers to enjoy the outdoors during the summer months. The basic components are outlined in bubble diagram no. 3 on SK-3.

11.2.4 Spray Pads

The conversion of 43 wading pools to spray pads is recommended over the next 10 years. Spray pads aren't limited to a round structure/area; they can be all shapes and sizes (dependant on budget). Pads typically range between 1,000 square feet and 3,000 square feet. A spray pad is made up of different components that essentially spray water when an activator is tripped or when programming is operating. The nozzle heads can be modified to lower water usage. The components at a spray pad can include combinations of the following:

- Spray Columns
- Cannons
- Ground Sprays
- Spray Faces
- Spirals
- Loop Throughs
- Themed Structures – such as flowers, trees, animals, nautical, etc.

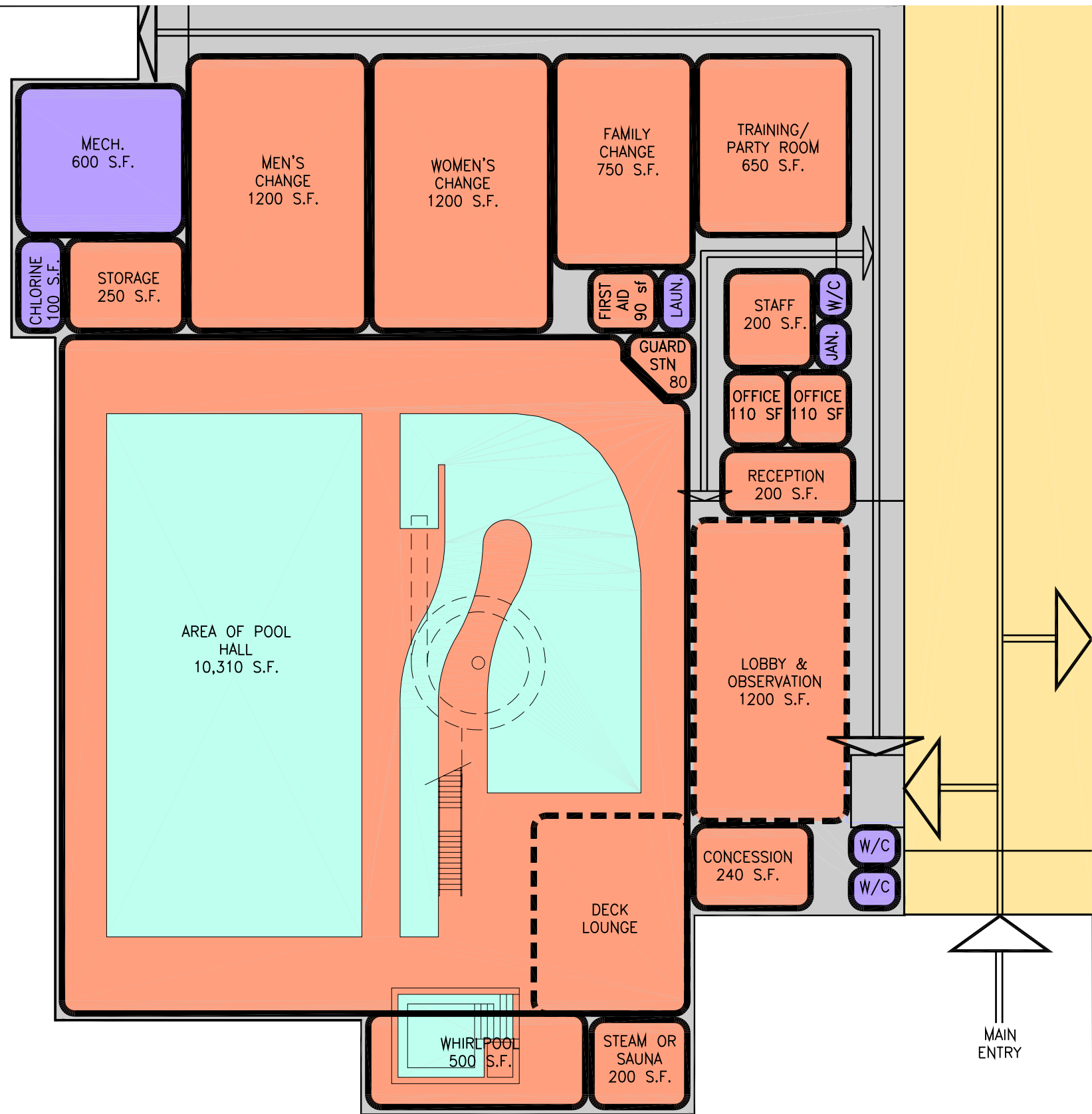


Spray Pad Examples

LEGEND

- ICE/WATER SURFACE
- PLAYING SURFACE
- FUNCTIONAL PROGRAM
- MECHANICAL/SUPPORT
- CIRCULATION
- INTERNAL PROGRAMMING
- MALL

MODEL AQUATIC CENTRE
21,560 S.F.



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PUBLIC USE FACILITIES STUDY
CITY OF WINNIPEG

MODEL AQUATIC COMPLEX
BUBBLE DIAGRAM NO. 3

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project no. 03062
sheet no. SK-3

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Spray pads stimulate interactive and creative play by providing various features and layouts. They have electronic controllers and activators minimize water consumption by using technology to turn the water on and off. Controllers can be pre-programmed so children aren't aware of which component will spray next (the element of surprise) or interactive components will turn on when the child touches it.

Spray pads are handicap accessible (zero water depth, flat surface) and requires no lifeguard supervision (zero depth; drowning is no longer a concern). They service the neighbourhood by entertaining 0 to 4 age demographic and also the 5 to 10 age group.

11.2.5 Spray Parks

The construction of one spray park and the conversion of two pools to spray parks is recommended for a total of three over the next ten years. Spray parks typically ranges between 3,000 square feet to 6,000 square feet. They are larger than spray pad and incorporate more components over a larger area.



Transcona Recreation Park

Item 3 from Minute No. 282 of the Executive Policy Committee meeting dated April 14, 2004 states the following:

3. *That the recommendation from the East Winnipeg Sports Association that the City of Winnipeg contribute \$1.8 Million to the Transcona Recreation Park be referred to the Public Use Facilities Study.*

An analysis of athletic fields was not included in the Terms of Reference for the Public Use Facilities Study. As such, the following is offered as additional information gained through the Public Use Facilities Study (PUFS) that may be used to further analyze the proposal and is based on a review of the supporting information that accompanied the recommendation including the Executive Summary of the business case, dated March 2004 and a memo / addendum prepared by Mr. Jason Bell, Superintendent of Park Services, dated 2002 03 10 and 2003 05 11 respectively.

- In the supporting material to the recommendation (memo / addendum prepared by Jason Bell, 2003 05 11) it is noted that the number of diamonds in the Transcona ward is greater than the number of diamonds in either the North Kildonan or Elmwood wards. It also provides commentary with respect to the diminished functional capacity of the Transcona diamonds given overlaps between diamonds and other sport amenities as well as other constrictions. On this basis, it was determined that the functional capacity is less than the actual number of diamonds. The cumulative impact is not quantified.
- The PUFS strategy was based on an analysis of Community Characterization Areas (CCA's). The North Kildonan and Elmwood wards essentially comprise the River East CCA while the Transcona ward essentially comprises the Transcona CCA. The overall population in the River East CCA (2001 census data) is 82,510 as opposed to an overall population in the Transcona CCA of 31,470. Based on this data, there appear to be a greater number of diamonds per capita in Transcona. It is not clear from the data if this would still be the case, even if the reduction in functional capacity is considered. It is suggested that this indicator be further quantified in order to appropriately assess if the proposed complex responds to a need for additional capacity or if it essentially supplants existing inventory that is not functional.
- Based on information provided by Sport Manitoba, participation rates in Winnipeg for both softball and baseball are decreasing. (In 1997, approximately 12,000 people participated in softball as compared to approximately 8,000 people in 2002; approximately 3,600 participated in baseball in 1997 as compared to less than 2,000 in 2002). Given that the population is aging, it is most likely that participation rates will continue to decline. The requirement for additional capacity therefore should be reviewed in light of the probability of diminished demand into the future.
- PUFS recommends that the senior sport governing bodies be involved in any dialogue with respect to the need for additional infrastructure. The material reviewed does not

make reference to discussions with the Manitoba Baseball Association or Softball Manitoba.

- The scope and scale of the proposed recreation park suggest that it would be similar to a regional facility in the proposed PUFs facility hierarchy.