



TOWN OF LAKESHORE



MULTI-USE RECREATION CENTRE FEASIBILITY STUDY



FINAL REPORT

April 2008



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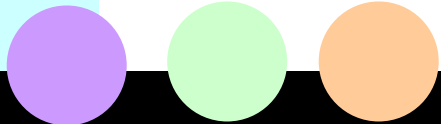
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1.0 INTRODUCTION

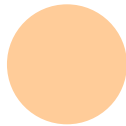
One of the four components of the comprehensive Town of Lakeshore Community Services Master Plan involves the preparation of a Feasibility Study for a possible future multi-use recreation complex. This particular planning initiative was designed by the Town to be built on the research results and community input from the Situational Analysis Report for the Lakeshore Community Services Master Plan, as well as the key strategic directions, policies and facility development initiatives that emerge from that Plan. This Feasibility Study is therefore integrated with the Master Plan and provides the next level of planning detail and perspectives associated with this one specific planning outcome of the Master Plan.

The intent of the Multi-Use Complex Feasibility Study is to determine the user demand / need for such a facility, the potential use / facility components that could be developed over time if such an facility initiative were to go forward, the capital costing considerations, development of timelines and the overall need for and feasibility of such an initiative by the municipality. It also includes identifying delivery of service alternative approaches for the operation in whole or in part of such a facility.

The specific inclusion of a Feasibility Study within the master planning process is unique, as feasibility studies tend to emerge as specific recommendations from a Master Plan and are pursued over the life of the Plan. However, over the last five years or more, various community groups and individuals have identified and discussed the possibility of developing such a facility in Lakeshore. These discussions have occurred in light of the Town's current growth and projected future population growth, travel times to various other regional facilities, increased demand for ice time, gaps in recreation facility availability and long-term planning perspectives related to aging facilities, such as the Lakeshore Public Library, and potential long-term needs for the arena venue for other municipal infrastructure uses. As a result of this variety of considerations, the Town felt it to be both effective and efficient to position a Feasibility Study for a multi-use recreation complex within the overall context and work program of the Community Services Master Plan for the Town of Lakeshore.



This document represents a draft of the Multi-Use Recreation Facility Feasibility Study. It was reviewed by Community Services Department staff. Once further developed, based on direction from the staff and Steering Committee review process, the results of the Feasibility Study will form part of a public meeting and workshop to be held in the fall of 2007 to review the various dimensions of the Community Services Master Plan.



2.0 SITUATIONAL ANALYSIS

2.1 Introduction

The material in this section aggregates key observations, conclusions and strategic themes from the Situational Analysis Report for the Community Services Master Plan; results from related documents, such as the County of Essex Public Library Facilities Report; input received from various users and community members on key recreational facilities in Lakeshore; as well as the philosophical foundation, policies and strategy directions within Sections 2 and 3 of the Town of Lakeshore Community Services Master Plan. Collectively, this information establishes a basis upon which to assess the need for, scope and related considerations associated with the possible future development of a multi-use recreation complex within the Town of Lakeshore.

2.2 Community Profile and Demographics

The following data profiles the community development projections and evolving demographics of Lakeshore which would be the primary user market for a multi-use recreation complex if developed.

2.2.1 COMMUNITY STRUCTURE

- ▶ The Town was formed in 1999 based on the amalgamation of the Town of Belle River and the Townships of Maidstone, Rochester, Tilbury North and Tilbury West.
- ▶ The community is traversed on an east-west axis by Highway 401, with four major intersections that are evolving as possible development nodes. The Town has direct access to the Town of Tecumseh and other communities, including the City of Windsor.
- ▶ Urban development is principally located within one kilometre of the waterfront with several residential development nodes in Woodslee, Comber and Staples in the interior.
- ▶ External market and leisure services relationships exist in the eastern and southern areas of Lakeshore. In the east with the Tilbury Arena in the Municipality of Chatham-Kent and to the south with the Town of Essex related to arena and indoor pool program, along with some interaction with the Town of Tecumseh services to the west.
- ▶ The significant majority of the Town's residential population growth has occurred over the last ten years, primarily within the northwest area of the community, which includes

Belle River, Puce and Emeryville. Though some other areas of the Town are scheduled for population growth, development is primarily directed through the Official Plan to the northwest area of Lakeshore.

- ▶ Approximately two-thirds or more of the Town's population will live in the northwest area of the Town by 2015.

2.2.2 POPULATION DEMOGRAPHICS

- ▶ The population of Lakeshore has grown from 29,968 in 2001 to approximately 33,500 residents in 2006 based on 2006 Census data, an increase of over 3,532 individuals in five years or 700 individuals per year.
- ▶ From a longer term planning perspective, the population is anticipated to grow from approximately 34,000 to 61,900 in 2031. This is an increase of 27,900 or 85% of the existing population based on the C.N. Watson Report's medium growth projections.
- ▶ Between 1986 and 2001, the following population age profile evolved:
- ▶ The 55 to 65 plus year olds remained relatively the same proportion of the population at 9% and 10% respectively.
- ▶ The 45 to 54 year old population went up by 50%, from 10% to 15% of the total population.
- ▶ The 35 to 44 year old population declined by six percentage points from one-quarter of the population to 18%.
- ▶ The 0 to 19 year old component of the population declined 4% from approximately one-third of the population in 1986 to 30% of the population in 2001.
- ▶ An aging population profile was identifiable in the population for the period 1986 to 2001. Future projections have the following age profile for the Town of Lakeshore population for the 2006 to 2026 period:
- ▶ The 65 plus year old component of the population will increase by 66% from 9% to 15% of the total population.
- ▶ The 55 to 65 year old population cohort will remain relatively constant as a percent of the total population.

- ▶ The 30 to 54 year old component of the population will decline six percentage points, from 40% of the population to 34% of the population.
- ▶ The 19 to 29 year old component of the population will remain relatively stable between 13% and 15% of the population.
- ▶ The 0 to 19 year old component of the population will decline by approximately four percentage points from 27% to 23% of the population. The decline in the youth population proportionality since 1986 to 2026 will be from one-third to only one-fifth of the population.
- ▶ Lakeshore has comparatively low levels of immigrant and visible minority populations when compared to the province as a whole, 9% of Lakeshore residents were born outside of Canada compared to 26.8% for Ontario. Visible minorities represented 2.4% of the population compared to 19.1% in Ontario in 2001.
- ▶ Average income for persons in Lakeshore is \$41,504 in 2001, which is \$7,300 (21%) higher than the provincial average of \$34,185, reflecting more disposable income.
- ▶ Lakeshore residents had higher labour participation and employment rates than the province as a whole, 70.4% for Lakeshore versus 67.3% for the province.
- ▶ Approximately 9,900 households exist in Lakeshore, of which 42.6% contained a couple with children, compared to 32.6% for the province, indicating a younger family profile. Couples in households with no children represent 31.6% of Lakeshore households compared to just over 28% of provincial households, which is a much closer relationship.
- ▶ From 1991 to 2001, the total number of dwelling units increased in Lakeshore from 7,465 to 9,895, up 25%. From 2001 to 2006, an additional 2,191 housing units were added, bringing the 2006 total to 12,086. For this latter period, some 2,012 units were single family houses. The majority of residential development is low-density, single dwelling units, which constitute 95% of the housing stock, with the percentage of medium and high-density dwelling units decreasing from 9% to 5% of the housing stock over that period.
- ▶ The number of dwellings in 2005 was 7,520 with a projected demand for 9,690 additional units by 2031.

2.2.3 POPULATION VOLUMES BY AGE

Table 2-1 profiles the population age volumes by five age categories. This data has been extracted from the C.N. Watson Population Projection Report, using a base population of approximately 34,000 residents in 2006, 45,233 by 2016 and 55,696 residents by 2026, which are the medium population growth scenarios. The 2006 Census data indicates a total population of approximately 34,000 residents, which is consistent with the report. It is also important to note, that likely over 80% of the projected residential growth will be occurring in the northwest area of the Town, which is primarily the former communities of Belle River, Emeryville and Puce.

The data from Table 2-1 indicates that the absolute number of youth 0 to 18 years of ages will increase, growing by almost 33% over the twenty years. This is important to note, as this age group would be a primary user of a multi-use recreation facility across a spectrum of possible leisure activities, including ice, an indoor pool, library and community centre services. The data projects a strong, younger family orientation within the population.

All the other age categories also show significant growth, though more limited percentage-wise for the 19 to 29 year olds and for the 30 to 54 year olds. For the 55 to 64 and the 65 plus year olds, the growth proportionately is almost 100%, though over smaller base numbers.

Census Canada has just recently released the age data from the 2006 Census. Table 2-1 also has a column to allow comparisons from the projections and the 2006 Census with a one year age category difference for the 0 to 19 year olds. In most cases, the projected C.N. Watson data is consistent with the Census data. There are approximately 500 additional youth, however, this could be as a result of the extra age within the age category, while the 19 to 29 year olds are lower in number, which is also a result of the difference in age categories. The 30-54 age category is within 2%. For the two older age categories, the 54-64 is very close, only a difference of 115, while in the 65+ age category there is a difference of approximately 220 more in the Census figures. The Census data indicates a marginally more polarize youth to older age relationship than the C.N. Watson projections.

Though the Situational Analysis Report for the Community Services Master Plan indicates the significant restructuring of the age profile proportionality for the Lakeshore population, primarily focusing on declining proportionality for younger age cohorts and the increasing proportionality of older age cohorts, it is important to note from a recreation user perspective, that there will be significant growth in the youth and older age categories. These are two key user categories in terms of future market volumes for recreational activities.

**Table 2-1
 Population Age Profile for Town of Lakeshore**

<u>Age Categories</u>	<u>2006</u>	<u>2016</u>	<u>2026</u>	<u>2006 Census</u>	<u>Age Categories</u>
0-18	9,045	11,760	12,940	9,585	0-19
19-29	4,355	5,880	8,439	3,520	20-29
30-54	13,400	17,188	19,691	13,125	30-54
55-64	3,685	5,880	7,313	3,800	55-64
65+	3,015	4,525	7,313	3,235	65+
TOTAL	33,500	45,233	55,696		

2.3 Household Survey

2.3.1 INTRODUCTION

A random selection household survey, with confidence limits at +/- 3.5% was completed in January 2007 as part of the Master Plan. One component of the household survey asked questions on the possible development of a multi-use recreation complex. The full survey results are contained in Volume 1 of the Community Services Master Plan documents. The following material represents the key points from the survey analysis related to a multi-use recreation centre:

2.3.2 FUTURE RECREATION FACILITY NEEDS

Table 2-2 examines respondents' sense of importance and value for six park and recreation facility development initiatives identified to them. The data provides the sense of priority held by respondents for these resources.

Table 2-2

Respondent's Top Two Choices, From a List of Six Facilities the Town Could Develop in the Next Five to Ten Years (n=304)	1st Choice	2nd Choice	1st or 2nd Choice
Indoor Pool	34%	18%	52%
Cycling & Walking Trails	20%	21%	41%
New Twin Pad Arena	14%	9%	23%
Recreation Centre	11%	17%	28%
More Public Beaches	10%	15%	25%
More Public Access Points to Waterfront	6%	10%	16%

- ▶ On a first choice basis, an indoor swimming pool was identified by just over one-third of respondents. This was significantly higher than the next selection on a first choice basis, being cycling and walking trails at 20%. Another 18% identified an indoor pool on a second choice basis, with 52%, or just slightly over one in two respondents identifying an indoor pool as a first or second choice for future facility development over the next five to ten years.
- ▶ The second most identified first choice was additional cycling and walking trails, at 20% or one in five respondent households. In total, as a first or second choice, 41% of respondent households identified this as a priority.
- ▶ A new twin pad arena was identified by 14% of households on a first choice basis and 9% on a second choice basis, with nearly one in four households identifying a new twin pad arena as a priority over the next five to ten years.
- ▶ A new recreation centre had 11% identification on a first choice basis, with 28% of respondents identifying this as a first or second choice priority, which was slightly larger than a twin pad arena on a two choice basis.

The data indicates identifiable priority amongst the population for an indoor pool, increased cycling and walking trails, a new twin pad arena and a recreation centre, with the indoor pool an evident preference over the others. The relationship with the beach and access to beaches was less identified in relative terms. A 52% first or second choice identification indicates the potential for almost one half of the households having an interest in indoor pool activities.



2.3.3 INDOOR POOL PRICING AND OPERATING ANALYSIS

Beyond the stated preferences, respondents were asked to indicate their potential use of an indoor pool is one were to be developed in Lakeshore. The following data was extracted from the survey results:

- ▶ 42% of adult respondents were very likely to use an indoor pool and 18% somewhat likely, indicating a 60% potential use basis. Some 13% of respondents indicated they were somewhat unlikely, while 27% indicated they were not likely to utilize an indoor pool.
- ▶ 67% of households with children under the age of 18 indicated very likely use of an indoor pool, with 20% indicating somewhat likely use. Only 8% of households with children indicated they were somewhat unlikely and 5% very unlikely to use an indoor pool. Therefore, 87% of households with children located across Lakeshore, indicated a probability of use of an indoor pool.
- ▶ For those households who did not have children under the age of 18 in the home, 31% indicated they were very likely to utilize the facility and another 17% somewhat likely. Therefore, 48% or nearly one in two households without children indicated some likelihood of using an indoor pool. Some 16% of respondents said they were somewhat unlikely to use an indoor pool and 37% indicated very unlikely use.

The data indicates a significant preference for a future indoor pool. An indoor pool was seen as part of a multi-use facility feasibility study within this Master Plan. A price point analysis was completed. The price point analysis for use of an indoor pool indicated the following:

- ▶ The total number of participants who were somewhat or very likely to attend / use an indoor pool did not change significantly when the price moved from \$5.00 to \$7.00 per visit. However, a greater percentage said they were very likely under the lower price scenario, with those over the age of 55 being twice as likely to swim than those 55 or over at the higher price point.
- ▶ For all the adult population at \$7.00 per visit, 24% indicated it was very likely that they would utilize the pool and 25% somewhat likely, indicating 49% use potential.
- ▶ For those under the age of 35, 24% were very likely to use an indoor pool at \$7.00 per visit and 29% somewhat likely, for a total of 53% or slightly higher than the average for the older age group.

- ▶ For individuals 35 to 54 years of age, 30% of respondents were very likely to use the pool at \$7.00 per visit and 26% were somewhat likely, for a participation potential of 56% at \$7.00.
- ▶ For those respondents 55 years of age and over, 14% were very likely to use the pool and 15% somewhat likely for a total potential of 29%.
- ▶ When testing the \$5.00 price point, the total utilization potential moved from 29% to 53%. For the under 35 year old respondents, the potential moved from 53% to 61%, while the potential amongst 35 to 54 years of age respondents moved from 56% to 60%. For 55 and older aged respondents, the use potential moved from 29% to 31%.

The data indicates that price points in the \$5.00 to \$7.00 area for individual visits for adults, such as free swims or lap swimming, would draw a significant amount of participation. The \$2.00 difference in price points would have some impact on total participation, but it does not appear to be substantial. By the time such a facility were built, if it was constructed, the \$7.00 fee would be a more standard price point at that time.

In further reviewing the financial revenues associated with an indoor pool, price points for packages of ten children's lessons were tested at \$80.00 and \$60.00 per package. The results indicated the following:

- ▶ For the total population, 11% indicated they were very likely to buy the ten session package at \$80.00 and 8% were somewhat likely for a participation rate of 19%.
- ▶ For those respondent families that had children under the age of 18, 35% were very likely to purchase such a package at \$80.00 and 25% were somewhat likely, totally 60% prospects.
- ▶ When using a \$60.00 price point for ten lessons, the total respondent potential moved from 19% to 21%, however, the very likely prospects moved from 11% to 17%, up six percentage points or nearly 50%.
- ▶ For those respondents who had children in the home, the \$60.00 price point prospects moved from 60% to 67%, however the very likely prospects moved from 35% to 54%.

The survey asked respondents also about whether the Town should operate the pool or enter into a partnership. The results from the survey indicated the following:



- ▶ 72% of respondents felt it made no difference.
- ▶ 18% of respondents indicated the Town should partner with a not-for-profit organization.
- ▶ 6% of respondents felt the Town should build and operate the pool, while 4% were unsure.

The data indicates a significant portion of the respondents have no preference in terms of the operating model for such a facility. Therefore, they are open to various assessments of what might be the preferred approach.

Several additional questions were asked in regards to leisure services in Lakeshore and facility development relative to the household survey. The following additional points of information reflect respondent views:

- ▶ 90% of respondents agreed with the statement they would like more leisure recreation programs available in their community.
- ▶ 89% of respondents liked the idea of a multi-use facility where you could find an arena, pool and library in the same building.
- ▶ 87% of respondents felt user fees should be the primary means by which operating costs are paid for.
- ▶ 46% of respondents felt they were willing to pay a bit more in property taxes to have more recreational facilities in Lakeshore.

This data indicates strong support amongst respondents for increased recreation services delivery within the community, as well as for a multi-use recreation complex. However, respondents feel that operating costs should be paid primarily through user fees and approximately one half of respondents are open to some increase in property taxes to support the availability of such a facility.

2.4 Community Consultation, Trends and Documents Review

2.4.1 INTRODUCTION

The Situational Analysis Report for the Community Services Master Plan undertook a wide range of community consultation activities in terms of focus groups, workshops, solicitation of briefs and

interviews; along with a trends analysis; and a review of relevant documents and reports. The following material identifies key outcomes from these tasks associated with the possible future development of a multi-use recreation complex in Lakeshore.

2.4.2 COMMUNITY CONSULTATION

The following points summarize the relevant input received from the community consultation program in terms of a possible multi-use recreational complex:

- ▶ The Belle River Arena users identified additional ice requirements for both their own programs, as well as the 'AA' teams requiring two practices a week and the minor hockey boy's league requiring an additional ten hours per week. Other uses also were associated with the 'AAA' program that currently practices in Windsor. A total of up to forty hours of prime time per week of additional ice was identified as needed for local utilization.
- ▶ Two additional considerations also would suggest that additional ice time will be emerging as a requirement within Lakeshore:
- ▶ The girl's hockey program cannot create travel teams because there is limited ice available. This situation is an evident gender equity consideration.
- ▶ All house league teams up to midget share ice for practices, which is unique in Ontario, as most minor hockey associations have single team practices starting with atom and pee-wee and up.
- ▶ Operational challenges associated with the arena were widely identified in terms of a small lobby, inadequate seating, the lack of a warming area and no hall or large room to support tournaments, banquets and / or fundraising activities.
- ▶ The Belle River Business Improvement Area, in their submission, identified some of the following recreation facility need considerations in Lakeshore:
- ▶ The community is outgrowing its arena and needs a new twin pad.
- ▶ A desire for a new indoor pool for swimming to support youth lessons and exercise and fitness opportunities.

- ▶ Lakeshore Community Services identified an interest in purchasing the Puce School for seniors recreation services, as well as a need for an indoor pool in the municipality. This project is now proceeding through Council direction.
- ▶ The YMCA of Windsor and Essex County identified an interest in delivering programs in the community on a more extensive basis, and that they are becoming more active across Essex County. They indicated a willingness to discuss opportunities for a joint venture between the YMCA and the Municipality with respect to the creation of a multi-use facility that would include a possible indoor pool.
- ▶ The Essex County Public Library input identified that there are four branch libraries in Lakeshore, but that three are very small and have limited hours of operation. The subsequent publishing in the summer of 2007 of the Essex County Public Library Facilities Study, recommended the closure of the three rural libraries in Lakeshore and the development of a new 24,500 square foot branch library in the Belle River area. There was considerable information provided on the challenges and issues associated with the current branch library at the Belle River Arena due to its visibility, the smallness of its space, accessibility and the fact there are no other activities, such as commercial or other trip uses other than just going to the library exist in the immediate area.
- ▶ The Windsor-Essex Health Unit identified an interest in facilities and services that would support improved health for all age groups, particularly for seniors. An indoor pool was identified as one possible consideration in terms of investing in resident health and well-being enhancement.
- ▶ Conversations with both the Greater Essex District School Board and the Windsor-Essex District Catholic School Board, indicated that aquatics activities for the Belle River District High School secondary students is via the use of pools in the Town of Essex and at St. Clair College. Their overall needs were identified as limited in this regard, as they are for an arena ice time.
- ▶ Council, staff and Steering Committee focus groups indicated challenges in terms of the following recreation facility considerations:
 - ▶ Potential loss of the arena ball fields and the arena if the Town's sewage treatment plant is to be expanded.

- ▶ The migration of residents to other communities to access services which undermines the sense of community within Lakeshore.
- ▶ Financial capacity limitations exist for the Town in terms of new service investments.
- ▶ A number of surveys were completed for the Town of Lakeshore Strategic Plan undertaken in 2006 / 2007. Some of the input received impacts the considerations associated with a multi-use recreation centre are as follows:
 - ▶ 51% of the 437 students surveyed indicated that Lakeshore could be a better place to live if there were improvements in the recreational amenities available to younger people.
 - ▶ Students indicated a lack of activities in the leisure community other than hockey, as there was no significant recreation centre, no teen centre and limited opportunities for arts and culture.
 - ▶ Students in a focus group identified a four pad ice surface, indoor pool, indoor running track and a gymnasium, along with a new branch library as an ideal multi-use community centre configuration.
 - ▶ In the January 2007 Community Profile Consultation Summary for the Community Strategic Plan for the Town of Lakeshore, the following input was received from the public in regards to leisure and recreation:
 - ▶ A strength was identified as well organized sport teams and the overall quality of life.
 - ▶ Weaknesses were identified as no indoor swimming pool and no significant recreation centre, as well as a lack of recreation opportunities for children and youth.
 - ▶ Developing a new recreation centre was identified as an important opportunity.
 - ▶ The community survey in support of the Town's Strategic Plan, had the following results related to leisure and recreation services:
 - ▶ 22.7% of the population felt there were not enough recreation facilities available in Lakeshore.
 - ▶ In terms of making Lakeshore a better place to live, recreation amenity investments were ranked second, identified by 39.8% of the public and 51.0% of the students.

- ▶ Relative to only having only three priorities available to improve the Town's quality of life, what should the community do? – Recreation amenities ranked second, being supported by 30.3% of the respondents.
- ▶ At the January 30, 2007 public open house in regards to the Community Services Master Plan, the following considerations came forward from the three work table and discussions and input represented general points of consensus amongst the sixty people in attendance:
- ▶ One of the top priorities over the next five years was the development of a multi-use recreation complex.

2.4.3 TRENDS

There are a significant number of community and societal trends that are influencing the development and delivery of community-based recreation services at the municipal level. The following are the ones that have some potential impact on the possible future development of a multi-use recreation centre:

- ▶ **Aging Population** – As indicated within the demographic section of this report, Lakeshore will experience an aging population, as is all of Canada. The next generation of seniors are anticipated to be much more physically active. Aquatic activity has significant value to seniors, as it allows for significant aerobic activity, socialization and is not as physically demanding in terms of wear and tear on knees, ankles, elbows, etc. Seniors aquatic participation continues to increase, as both a recreational and a therapeutic / health enhancement activity.
- ▶ Also, as the data in Table 2-1 indicates, though the proportion of children and youth within the Lakeshore population will decline, the absolute numbers of children will increase. Therefore, there still will be demand from this age group for aquatic services, particularly swim lessons. Though there is an aging population, that should not be interpreted as meaning there will be fewer children, in fact there will be more.
- ▶ **Integration of Recreation, Health, Education and Social Services** – There is an increasing integration of community and social services occurring at the municipal level. This results from the fact that participants are looking for one stop shopping and more integrated service delivery rather than having to go through a lot of different organizations and locations to access services. Also, it reflects the fact that people

who need service do not want the services partitioned, but rather in the form of a multi-benefits package. Also, recreation is increasingly seen as a therapeutic benefit for people who have disabilities, mental health and other challenges or who are seniors. Recreation can play a significant therapeutic role, and therefore, being able to participate in accessible and affordable services in their local community becomes increasingly important.

- ▶ **Multi-Use / Multi-Organization** – There is an increasing emphasis on developing larger multi-use facilities. The first primary reason is the fact that they are significantly more economical to build and to operate. As an example, a twin pad arena is 25% cheaper to build and to operate than two stand alone arenas. This model also carries forward when more uses are brought into a facility. Second, multi-use facilities become a destination, are easier to market, respond to a broader range of users and better support revenue producing opportunities in terms of both the core services and programs, as well as concessions, retail and other ancillary activities. Third, such facilities respond to people's interests for one stop shopping, where a family can go and undertake multiple activities and other factors related to convenience, variety and choice.
- ▶ **Sport Tourism** – There is an increasing awareness in municipalities about the potential economic benefits associated with sport tourism activities, such as tournaments, meets and events. Multi-use facilities have the opportunity to better facilitate the attraction of local, regional and sometimes provincial events that can bring increased numbers of visitors to the community and also enhance significantly local program and sport development.
- ▶ **Partnership / Joint Ventures** – Small and moderate-sized communities are increasingly looking at joint ventures for the development of higher cost and diverse recreation complexes. The City of Sarnia and the Town of Goderich entered into partnerships with the local YMCAs to operate major indoor pools and multi-use complexes. The City of London is entering into its second partnership with the local YMCA-YWCA for the operation of a major community centre and indoor pool complex.
- ▶ Other municipalities have worked with their local Library Board on joint facilities, such as the Tansley Woods Centre for Leisure and Education in Burlington, the Iroquois Recreation and Library Complex in Oakville, the Stanley Park Complex in Kitchener and the Niagara Recreation Complex which houses a YMCA with a full pool, the

municipal recreation offices and programs and a branch library. The City of Stratford is currently examining the possibility of working with the Stratford YMCA-YWCA to redevelop its pool in order to facilitate a broader aquatic capacity within the community and to work with private operator for its new 2,000 person community hall and centre.

These types of partnerships are emerging more and more because they are economical, reduce competition and allow communities to have services that otherwise could not be achieved on an economical basis.

2.5 Competitive Facilities

As identified in the Situational Analysis Report, there has been a tradition of Lakeshore residents using the arena in Tilbury under a joint agreement between the two municipalities, as well as the arena and the indoor pool in the Town of Essex. In 2006, some discussions occurred in regards to a joint venture initiative with a private developer and the Town of Tecumseh related to a four pad arena and a possible indoor pool. However, this project now appears to be not going forward due to the development of a large arena complex in Windsor for the Windsor Spitfires Junior 'A' Hockey Team.

Related to year round aquatic activities, Lakeshore residents can attend pools in Leamington, Essex or St. Clair College in Windsor. For the vast majority of the population in Lakeshore, these would represent significant drive times, especially when trying to attend such facilities for children's swim lessons Monday to Friday between 4:00 p.m. and 6:00 p.m. when parents are working and trying to arrive home and then drive twenty to fifty kilometres to an indoor pool. An indoor pool was identified as the most preferred future recreation facility need within the household survey and based on other inputs received during the course of the master planning process.

From an arena perspective, the following arenas exist within the rural area of Essex County:

- ▶ Single Ice Pad Arenas
 - ▶ Kingsville
 - ▶ Amherstberg
 - ▶ Tilbury
 - ▶ Essex / Harrow (two single pads)
- ▶ Two Ice Pad Arenas

- ▶ Tecumseh
- ▶ Lakeshore
- ▶ LaSalle
- ▶ Three Ice Pad Arenas
- ▶ Leamington

In addition, the Town of Essex is examining the possibility of twinning the Essex Memorial Arena or adding other ice pads.

The service level for municipal arenas in Essex County, based on a 2005 Ice Analysis for the Town of Essex found the following service levels:

- ▶ A high of one ice pad per 25,300 residents in LaSalle.
- ▶ To a low of one ice pad per 9,200 residents in Leamington.

If Essex were to build an additional ice pad, their service ratio would be one ice pad per 7,500 residents. The overall average for Windsor-Essex based on a 2005 Ice Analysis for the Town of Essex is one ice pad for 16,900 residents. The Town of Lakeshore's service level is at the average with one ice pad for 16,750 residents.

In terms of community centres, the Town has been serviced primarily by Knights of Columbus facilities in Belle River and Emeryville in the northwest, and smaller facilities in the hamlet areas, such as the Comber Community Centre and facilities in Stoney Point, Staples and Woodslee. The community room / banquet hall at the Belle River Arena was converted to the branch library a number of years ago and an outdoor pavilion has been added to the arena, but is only available seasonably and in fair weather. Also, a number of churches exist that have various sizes and types of rooms, with a range of policies on public access.

One of the challenges a number of service provider groups identified during the master planning process, was achieving regular accessibility to program / community centre spaces. The Belle River Secondary School is used extensively, but priority is given to school programs and regular scheduling of facilities can be bumped to accommodate the short-term needs of the school. Church and other halls have priorities for their own needs, but have served the community well.

However, a contemporary community centre that has a full multi-use capacity and which could also support gymnasium-oriented spaces is not readily available beyond what exists in the two secondary schools within the community, including the new facilities available at St. Anne's Catholic Secondary School.

In terms of a public library, the Essex Public Library Board expressed considerable concerns in regards to its operations in the branch library spaces in Lakeshore due to visibility, facility age and quality, small spaces, limited hours of operation and operating costs. It believes that a single branch in Belle River is the preferred service delivery model. Also, Library representatives indicated that they believed many Belle River, Puce and Emeryville residents are using the Tecumseh Library. Subsequently, the publication of the Essex County Public Library Board Facilities Study, recommended the closure of the three hamlet libraries in Lakeshore and the development of a 24,500 square foot branch library in the Belle River area. The report indicates that this should address current deficiencies and future space requirements to 2021. Co-development of this branch with any proposed multi-use recreation complex serving the Town should be considered by the Library Board.

2.6 Town of Lakeshore Community Services Master Plan

2.6.1 INTRODUCTION

The Town of Lakeshore Community Services Master Plan, once approved by Council, represents a twenty-year plan for the development of leisure, recreation and cultural services and facilities development for the municipality. The recommendations within the Master Plan reflect the research and community input generated, analyzed and presented through Volume 1 – Situational Analysis Report. Volume 2 of the Master Plan, provides the policies and strategies direction, as well as the specific recommendations in terms of services and facilities delivery and development.

In addition, the Master Plan aligns itself with the Town's Community Strategic Plan, which identifies the key strategic priorities, directions and perspectives to be strived for within a Town-wide focus.

2.6.2 TOWN OF LAKESHORE STRATEGIC PLAN

The Town of Lakeshore has developed a Vision for the community.

A progressive Town of healthy, integrated communities

The notion of a healthy community is a central part of the Town’s vision for the future and towards which it is striving to achieve through its investments, by-laws and all the community’s efforts. The notion of health articulates health in terms of the environmental dimensions of the community, but also importantly from a community services perspective, the physical health and well-being of residents. Therefore, the Vision supports investments by the Town and the community collectively, in creating opportunities that support the development of a healthy community and also which integrate the multiple communities that have come together to form Lakeshore.

The Town’s Strategic Plan also has a Mission Statement as follows:

To nurture a unified Town that sees possibility, inspires innovation and realizes potential

The Town’s Mission articulates again the notion of unity. It also identifies the notion of inspiring innovation and allowing individuals to realize their potential. Therefore, Town and community investments need to be directed at services and developments that support innovation within the community, going beyond what currently exists. It also recognizes that all the residents within the community have potential and that the Town has a role, through its Mission, to assist the community in realizing the potential of each resident. Community services are one vehicle that allow for the realization of that potential and create opportunities for innovation in terms of both programming and services delivery approaches.

The Town’s Strategic Plan also identifies six Objectives, of which the first Objective is one relevant to this multi-use recreation complex:

Is well-serviced and well-equipped

This Objective identifies the need to respond to the needs of the community, and that the Town will be well-serviced and well-equipped to meet the many needs, challenges and opportunities that present themselves.

The Town’s Strategic Plan creates various linkages that support the possible development of a future multi-use recreation centre in terms supporting the development of a healthy community, inspiring innovation and realizing the potential of residents and / or an Objective in regards to being

well-serviced and well-equipped. Therefore, from a philosophical perspective, the Town’s Strategic Plan would be supportive to such a facility development initiative if indeed the need and feasibility perspectives were established and are reasonable.

2.6.3 COMMUNITY SERVICES MASTER PLAN

The Community Services Master Plan also identifies a Vision, Mission and Principles. These become significantly important in developing a rationale for and an approach towards considering the possible future development of a multi-use recreation complex.

The Master Plan’s Vision Statement is as follows:

Town residents will experience a diverse array of accessible leisure opportunities and resources that improve resident health and well-being, strengthen the Town’s communities and encourage individual and community development.

The Vision for community services addresses the need to create a diverse array of accessible leisure opportunities. This statement supports the development of recreation and culture programs and services, particularly as they improve resident health and well-being, which aligns with the Town’s Vision. Encouraging individual and community development is also part of the Vision, which is intended to engage the community in terms of community organizations and individual members taking leadership roles, being responsible and active in the development and delivery of these services in Lakeshore.

The Master Plan’s Mission Statement has been developed as follows:

The Lakeshore Community Services Master Plan directs the Town’s achievement of a balanced array of accessible, participation-based leisure opportunities. It brings together all the community’s leisure capabilities and resources that contribute to the enrichment of the quality of life for Lakeshore residents through both partnerships and direct delivery strategies that:

- ▶ Inspire a true value for the benefits of leisure participation opportunities and encourage broad-based, active resident participation that supports

improved resident health, well-being and personal development.

- ▶ Generate a strengthened sense of community identity, spirit and service amongst all residents.
- ▶ Support improved community unity and capacity, as well as positive municipal and local economic development.

The Mission identified a need for the Town to ensure a balanced array of accessible, participation-based leisure opportunities, which a multi-use centre could respond to most effectively and efficiently. The Mission Statement also speaks to bringing together all the capacities and resources in the community through partnerships and direct delivery strategies. Therefore, the municipality does not need to be the sole provider and operator, but can draw on all the resources available.

In terms of outcomes from community services investments, three primary ones have been identified in the Mission Statement. The first one reflects achieving value for the benefits of leisure participation and active resident participation that responds to resident health and personal development. The second outcome speaks to strengthening the sense and practice of community identity, spirit and services amongst all residents. The third one speaks to improved community unity and capacity, as well as positive municipal and local economic development.

A multi-use recreation complex has the potential to respond to all three of these outcomes within the Community Services Master Plan Mission Statement. Such a centre would become a place for individuals to participate in leisure activities that would respond to improved residential health, well-being and their own personal development. Such a facility would also become a community identifier and would enhance community spirit and the range of community services and programs available to residents. In this light, such a centre could improve community unity and certainly would enhance overall capacity. Such centres also have the opportunity to support economic development in two ways. First, it is known that industries and businesses looking for places to locate, often assess the quality of life factors within a community in support of attracting good management and an effective workforce. Recreation, culture and related services are often one measure in terms of the quality of life factors of a community. Second, such a facility, depending on what is developed within it, may have the capacity to support sport tourism, special events and festivals and other dimensions of the tourism industry that could bring economic benefits to the community through increased visitation to tournaments, meets and related activities.

The Master Plan also has identified a series of Principles that guide and direct Town decision-making in regards to the ongoing development, delivery and evaluation of community services within Lakeshore.

The Lakeshore Community Services Master Plan will foster...

- ▶ A balanced array of leisure opportunities.
- ▶ Fairness and equity.
- ▶ Integrity and evaluation.
- ▶ Maximized utilization.
- ▶ Community accessible services.
- ▶ Specialized services.
- ▶ Department leadership.
- ▶ Conservation of natural resources.
- ▶ Corporate alignment.
- ▶ Flexible and sustainable facilities.

A possible future multi-use recreation centre has a range of potentials in responding to the Objectives of the Community Services Master Plan. One of the first and foremost would be contributing to a balanced array of leisure opportunities within the community. Also, the scale and range of opportunities could create greater fairness and equity as to the accessibility of the services by residents.

Such a facility strategy also is designed to maximize utilization in order to achieve the greatest possible benefits from such investments and would achieve a greater level of community accessible to services in that fewer residents would have to leave the community to access leisure and culture services. Such a facility would also respond directly to specialized services through design and accessibility features and would further support Department leadership and technical capacities in the development and delivery of such services within the community.

A multi-use recreation facility would align with the Corporate Strategic Plan, particularly in regards to health, economic and tourism development and education and growth management strategies. Further, such a facility would be designed with flexibility, and based on partnerships and related approaches integrated into the overall services development and delivery model. This would enhance sustainability and capacity while increasing the long-term viability and benefit of such an investment.

Therefore, from a Community Strategic Plan perspective, as well as the key strategic directions within the Lakeshore Community Services Master Plan, significant alignment potential exists that would support philosophically and strategically, the potential development of a multi-use recreation centre if financial and operationally viable. The strategic directions of both documents also support selecting the best means possible for the development and delivery of these services either directly by the Town or through partnerships and joint ventures as the opportunities may align themselves to the benefit of the residents of Lakeshore.

Relative to the specific community service and facility recommendations within the Master Plan, a multi-use recreation complex was presented in Section 4.0 of the Master Plan. This recommendation emerged based on a series of important factors:

- ▶ The current and future anticipated demand for ice time by Lakeshore groups, which is beyond the capacity of the current two ice pad arena.
- ▶ The operational configuration challenges of the current arena and the fact that the ball fields and supporting lands, as well as the arena venue may be required for the long-term expansion of the Town's sewage treatment plant.
- ▶ The high levels of support identified for an indoor pool through the household survey, as well as a series of other inputs aligned with the community consultation program for the development of both the Town's Strategic Plan and Master Plan.
- ▶ The recommended strategic directions for the delivery of public library services by the Essex County Library Board, including a single branch library of 24,500 square feet in Lakeshore, possibly connected to a multi-use recreation centre.
- ▶ The growing population base of the community, and concerns from community groups, Council and staff related to the number of people who need to leave the community to access leisure services and the loss of community identity and unity that results.

- ▶ The community's population growth and demographic profiles which indicate growing markets for a range of leisure services that could be incorporated within a multi-use recreation facility.
- ▶ The identification by some community service providers that indicated challenges in securing adequate space for the delivery of their programs on an accessible and affordable basis due to the limited number of venues within the community, and the fact that educational and religious needs of facility owners have priority, which can effect availability, consistency and specific space requirement considerations.
- ▶ The efficiency and effectiveness of multi-use and multi-organizational facilities related to their capital cost to build, operating costs to sustain and being destinations and key community identifiers that attract increased utilization and revenue-producing opportunities.
- ▶ Interest by community groups, such as the Windsor-Essex YMCA, to be involved in the development and the operations of such a facility.

The Community Services Master Plan identifies an opportunity to consider strategic directions in terms of the development of a multi-use recreation complex, located in closer proximity to where the majority of the Town's population resides. It is seen as an initiative that can respond to a series of community services needs, in terms of both what the Town delivers and what other Boards and agencies are responsible for.

2.7 Situational Analysis Summary

The following points identifying the key strategic perspectives that emerged from the Situational Analysis inputs relative to the feasibility of a possible future multi-use recreation complex in Lakeshore.

2.7.1 COMMUNITY STRUCTURE

- ▶ Urban development is principally located within one kilometre of the waterfront, with several residential development nodes in-land.
- ▶ External market and leisure services relationships exist in the eastern and southern areas with Tilbury, Essex and Tecumseh.

- ▶ A significant majority of the Town's residential population and the majority of anticipated population growth will occur in the northwest area, including Belle River, Puce and Emeryville. It is anticipated that over two-thirds of the Town's population will live in the northwest area by 2015.

2.7.2 POPULATION DEMOGRAPHICS AND VOLUMES

- ▶ Lakeshore has grown by 3,500 residents over the last five years or 700 residents per year. Future growth is anticipated by 2031 to reach 61,900 residents or an additional 28,400 residents over the next 24 years or just over 1,000 new residents per year.
- ▶ The population is showing an aging factor on a proportionate basis with increases for all age categories 45 and over as a percentage of the population and decreases for those segments of the population 35 years of age and younger. The future population age profile of the community anticipates increased aging proportionality, especially in the older age groups.
- ▶ Lakeshore has significantly lower proportions of immigrant and visible minority population than for the province, but higher workforce participation rates, as well as a 21% higher income per person in 2001.
- ▶ Of the 9,900 households that exist in Lakeshore, 42.6% have a couple with children, which is ten percentage points higher than for Ontario, indicating a younger family profile.
- ▶ By age volumes, there will be an increasing absolute number of residents in all five age categories. The number of youth will increase from 9,045 in 2006 to nearly 13,000 in 2026. As well, the number of 19 to 29 year olds will also nearly double in terms of absolute numbers. The number of 55 years of age and over residents will double in the twenty-year period. Though the population is aging, there is still going to be significant numbers of youth and individuals in all age categories, particularly youth 0 to 18 and the population over 55 years of age.

2.7.3 HOUSEHOLD SURVEY RESULTS

- ▶ On a first choice basis, an indoor swimming pool was the most identified future recreation facility requirement for the Town, identified by just over one-third on a first choice basis and 52% of respondents on a first or second choice basis. This priority was followed by increase in cycling and walking trails by 41% on a first and second

choice, a new twin pad arena by 21% of the respondents and a new recreation centre by 28% of respondents.

- ▶ The price point analysis did not have significant variation between \$5.00 and \$7.00 per visit in terms of total number of very likely to attend and somewhat likely, though the number of very likelies did decline, especially for those 55 years of age and over.
- ▶ Approximately 11% of the respondents indicated they would buy ten session learn-to-swim packages for their children at \$80.00 and 8% were somewhat likely for a total rate of 19%. This rate of interest increased to 38% if the price was at \$60.00 for a package of ten lessons.
- ▶ Respondents, almost on a three out of four person basis, indicated that they had no particular preference in terms of whether an indoor pool was operated by the Town or a partnership.
- ▶ Over 80% of respondents identified a preference for increased recreation programming in Lakeshore and for a multi-use centre.

2.7.4 COMMUNITY CONSULTATION, TRENDS AND DOCUMENTS REVIEW

- ▶ Ice users indicated a need for approximately forty additional hours of ice time, which constitutes approximately 53% of the 76 hours of prime time ice available on a single ice pad. In addition, it is evident that girls' hockey and house league teams do not have the access to ice time that are available in other communities, which has significant gender equity and service quality policy implications for the municipality.
- ▶ The Belle River Business Improvement Area, Lakeshore Community Services, the YMCA of Windsor and Essex County, the Windsor-Essex Health Unit and others identified interest in and recommended the development of an indoor pool and / or recreation complex for Lakeshore.
- ▶ The Essex County Public Library has undertaken a recommendation to redevelop the Belle River Library due to visibility, and other challenges at the current site, as well as the inadequate size of the current venue, by developing a 24,500 square feet facility, potentially within a multi-use recreation environment.

- ▶ The two local English school boards have identified some interest in indoor pool and arena ice time, but not at significant utilization levels. They currently use facilities outside of the community for the secondary school students in Lakeshore.
- ▶ Surveys completed in support of the Town of Lakeshore's Strategic Plan, identified significant interest amongst both resident and student populations, which were separately surveyed, in terms of the need for enhanced recreation amenities for the community and their contribution to an improved quality of life. Recreation amenities were ranked second by 30.3% of the respondents in the surveys if they could only pick one of three strategies to improve the quality of life within the community.

2.7.5 TRENDS

A significant area of interest in defining the feasibility of a multi-use recreation complex relates to market trends. The following trends have been identified:

- ▶ An aging population is often interested in indoor aquatics, as aquatic programs can be undertaken year around, are less demanding physically for seniors and have significant therapeutic value. With an aging population, there would be an increasing market for and interest in such a facility in Lakeshore.
- ▶ The absolute number of youth in the population will continue to grow, as Lakeshore will sustain and increase its young family profile. Youth and their families represent a significant market for an indoor pool, especially in a community that has such an extensive waterfront and where water safety and swim lessons would likely be of significant interest.
- ▶ The integration of recreation, health, educational and social services as a therapeutic strategy and as a means to holistically service participants is an increasing trend. A multi-use centre, possibly involving a range of social, health and other services could respond effectively to such a trend. This would be similar for a multi-use / multi-organizational approach to services delivery, which are both more practical in terms of costs and attracting increased audiences and revenues.
- ▶ Sport tourism is of increasing interest to many municipalities. A multi-use centre may have capacity to support an increased number of tournaments, meets and related special events and festivals.

- ▶ The increased use of partnerships and joint ventures may also have benefit to the community, as it may not need to be the sole provider and operator of the facility, but could draw on the broader resources of the community to efficiently deliver such opportunities for the residents of Lakeshore.

2.7.6 REGIONAL MARKET FACILITIES

Currently, an arena agreement exists between Lakeshore and Chatham-Kent where payment is made by Lakeshore to support the use of the Tilbury area by residents in the eastern area of the community. Also, Lakeshore residents use the arena in Essex as well as the indoor pool in that community.

The following other regional market comparisons in terms of major facility services are provided:

- ▶ The current service delivery levels for Essex County relative to ice pads, is 1 pad per 16,900 residents. The Town's current provision level is at 1 per 16,750, which is at the average. A number of municipalities have higher levels of service, such as Essex which is moving towards 1 ice pad for 7,500 residents.
- ▶ The community halls available in Lakeshore tend to be in rural areas and small. Service providers identified a need for additional accessible, affordable and flexible community space to provide additional leisure programs. Current use of Knights of Columbus and school facilities make a significant contribution to the community, but are not always readily available on a consistent basis, which can present challenges to service providers and participants.
- ▶ An indoor pool exists in the Town of Essex and at St. Clair College. These tend to be the dominant indoor aquatic facilities used by Lakeshore residents. The only indoor pools to the west is in Leamington.

2.7.7 CORPORATE STRATEGIC PLAN AND COMMUNITY SERVICES MASTER PLAN ALIGNMENT

Both the Town's Strategic Plan and the Community Services Master Plan identify the need for strategic directions and investments that support a healthy community, the residents of the community reaching their potential and that support the economic development of the community. A multi-use recreation centre aligns itself with the Vision, Mission and Objectives of the Town's Strategic Plan, as well as the Vision, Mission and Principles of the Community Services Master Plan.

As a result, the strategy and investment considerations associated with such an initiative are significantly aligned with the strategic priorities and directions of the community, as long as they reflect a viable and feasible approach to providing such services.

In terms of a specific facility development recommendation, the pursuit of a feasibility study in regards to a possible future multi-use recreation centre is identified in the Community Services Master Plan.

3.0 MULTI-USE RECREATION COMPLEX PROFILE AND ASSESSMENT

3.1 Overview

This section of the Feasibility Study assesses the need for, capital costing and service delivery strategies associated with various dimensions of what possibly could be included in a future multi-use recreation complex in the Town of Lakeshore. Based on the research and community input, the following potential components for such a multi-use complex have been identified:

- ▶ One or more ice pads.
- ▶ An indoor aquatics facility.
- ▶ A community centre, that is flexible with possibly multiple spaces that would focus on seniors, teen and arts and culture programming for both the Town and community-based services providers.
- ▶ A branch library.

During the course of various discussions with community groups and others, the possibility of also developing a larger single point of access, that is a Town Services Centre, was identified related to considerations associated with ambulance and fire services, a police precinct, municipal offices, public health services, employment and social services, early years activities, etc. These additional uses / services would require their own feasibility assessments to determine both need and practicality, as well as locational preferences and implementation priorities.

3.2 Indoor Aquatics Facility

3.2.1 MARKET SIZE

The household survey for the Community Services Master Plan indicated significantly high levels of interest in an indoor pool facility in Lakeshore. Some 52% of the respondents identified an indoor pool as their first or second priority relative to new recreation services, of which just over one-third of the respondents identified it as their first choice. An indoor pool also had the highest identification as a second choice.

In terms of use, 42% of adult respondents indicated they were very likely to use the indoor pool and 18% somewhat likely. This would suggest that potentially 40% to 50% of the adult population would likely use the pool, discounting the total figure for those that could change their mind. Also, 60% of

households with children under the age 18 indicated they were very likely to use the facility and 20% indicated somewhat likely. Therefore, likely 70% plus of households with children would utilize such a facility.

Overall, these utilization levels, based on demand perspective from the household survey, indicate potentially high use levels, showing a broad consensus of interest in such a facility for the community. This consensus emerges for the reasons cited previously and primarily due to:

- ▶ Travel times to other indoor aquatic facilities across the region.
- ▶ The increasing population within the northwest area of the community.
- ▶ Being a waterfront community, interest in swim lessons for children tends to be higher than in non-waterfront communities.
- ▶ Aquatic activities are of significant interest to individuals with disabilities, as well as for seniors due to water-based benefits.
- ▶ Indoor aquatic facilities allow for year-round utilization and have a strong family orientation in terms of the multiplicity of possible uses.

Historically, the general gross market population volume threshold for an indoor pool was in the order of 45,000 to 55,000 people. In the last decade, this figure has tended to be reduced quite significantly, with the introduction of indoor pools in Goderich, with a 15,000 population service area; Wingham with a 12,000 population service area as in the Towns of Essex, Ridgetown, Wallaceburg; and numerous other communities that are significantly below the 50,000 gross market population level. What is more significant today, is typically the number of youth and the number of people over the age of 55 who have a keen interest in aquatic activity from a lessons, fitness, therapeutic, recreation and socialization perspectives, and the growing physical health / fitness interests and participation of the adult population.

Based on the data, and using a 40,000 gross market population level by approximately 2010 to 2012, the household survey data would indicate an immediate market participant volume within the Lakeshore community as follows:

	#	%
Children (18 year of age and under) – 10,000 x 70%	7,000	31.8
Adults (over 18 years) – 30,000 x 50%	15,000	68.2
Total – Primary User Base	22,000	100.0

Some 22,000 residents of Lakeshore could have an interest in utilizing an indoor aquatics facility. In addition, such a facility could also attract utilization from the Town of Tecumseh residents to the west, which could add another 5,000 to 10,000 potential users of an indoor aquatic facility activities based on a 25,000 population base and considering the use of the same regional aquatics facilities.

Therefore, the primary market base for such a facility is in the order of 30,000 to 35,000 individuals. This figure establishes a potentially significant user base.

In addition, it is anticipated that the Lakeshore – Tecumseh market area will continue to grow. Such growth will continue to create an enlarging user base for an indoor aquatics facility. Therefore, both the current demand indicators, as well as future population growth, along with the projected continuing high proportionality of youth and seniors within the population profile, all represent significant strengths in terms of developing an indoor aquatics market. Market demand is further influenced by the fact that there is a significant waterfront in Lakeshore. It is a tendency for waterfront communities to have a stronger interest in aquatic activities due to their proximity to water and the interest that such an asset has amongst the residents, as well as an often increased sensitivity to children's safety and therefore increased interest in swim lessons and life saving courses.

3.2.2 AQUATIC PROGRAMS AND POOL CONFIGURATION

Based on the size of the population, an indoor aquatic facility, if pursued, would likely be developed around a general purpose / diverse programming profile. The market population is not such that multiple pools will be considered for many years, and therefore, an aquatics programming mix and configuration that addresses the most number of user interests would be most desirable. The programming mix would be developed as follows:

- ▶ Early years; moms, pops and tots; and infant development programs.
- ▶ Children and youth swim lessons within a structured framework of the Red Cross, the YMCA or other certified teaching programs identified within the Ontario Public Health Act.
- ▶ Fitness lane swimming for over 18 year old market segments.
- ▶ Youth, teen, family and open public swims, as well as specialized pool programs for individuals with disabilities.

- ▶ A range of life saving programs for lifeguards, instructors, waterfront safety and related applications and youth employment opportunities.
- ▶ Aquatic camps during the summer, March Break and at Christmas.
- ▶ Aquafitness and related in-pool fitness sessions over various age groups and intensity levels.
- ▶ Potential swim team training.
- ▶ Pool rentals for school groups, birthday parties and other events.
- ▶ Depending on the pool configuration, hosting of local and regional swim meets.

In support of this program mix, two pool configurations are generally considered:

- ▶ Typical 25-meter long, 6 to 8 lane wide swim tank.
- ▶ A free form pool with teaching alcoves, zero entry area, built in splash pad and a minimum of three 25-metre lanes.

One of the optional items often considered is a diving capacity in the pool. Many pools have been developed without diving boards in recent years or have had them eliminated for two reasons:

- ▶ Insurance issues.
- ▶ Only one person can use approximately one-third of the pool at a time due to the nature of diving and safety issues.

Most communities in developing new aquatic facilities, are challenged to decide between the standard tank configuration or a partial or full free form pool. The standard tank approach, is excellent for swim teams, lane fitness swimming, swim meets, diving if appropriate depth is available and supports recreational and other types of swimming, particularly in the shallow end where people can touch the bottom. The free form pools have become very popular, often with built in splash pad components such as rain showers, water mushrooms, canons and spouts. Free form pools can often have teaching alcoves at various depths for instructional use and generally always have a minimum of three 25-metre lanes through the middle for fitness, swim team training and related activities. They generally have more area that is not as deep to support everything from aerobic activities to children and youth swims and related activities. They typically, depending on

size, would not have diving components. Sometimes they also have an alcove with a zero entry to facilitate the entry of those with disabilities into the pool and to create more of a beach-like setting.

A number of pools also in the last twenty years have developed a second warm water pool on the deck for children 0 to 5 years of age, those with disabilities and for seniors. These pools tend to have warmer water and are less activity-based, thus servicing the needs of individuals who have specialized requirements or who may not be as satisfied in a larger pool environment.

Based on the range of possible uses, and the reality that such an aquatics facility will be the Town's only such venture for decades, a free form pool that maximizes interest, utilization and programming opportunities would be preferred. Other pools in the area, such as in Essex and St. Clair College, have more tank configurations and could support swim team training and meets. These programs are often offered / delivered on a regional, not a municipal basis, and generally have smaller number of individuals participating.

Therefore, a pool that had the following features could be considered for Lakeshore:

- ▶ Three 25-metre fitness lanes.
- ▶ Potentially three teaching alcoves.
- ▶ A zero entry alcove that is enlarged to create an indoor splash pad feature.
- ▶ A large deck area to simulate a beach for family activities, along with supporting the dry land component for life saving programs, aquatics camps and other uses.
- ▶ A potential second, smaller pool, 20 feet x 30 feet with a three to four foot depth and benching, with possible whirlpool jets.
- ▶ A range of ancillary facilities involving an aquatics office that overlooks the pool, male and female locker rooms with showers, an access control / locker room attended area, offices and potentially a 200 seat viewing area with public washrooms.

3.2.3 CAPITAL COST AND FUNDING

The capital cost of an indoor pool can range widely depending on:

- ▶ Being stand alone or part of a larger multi-use complex.
- ▶ Size of pool and its configuration and if a warm water pool is incorporated.

- ▶ Total square footage, including size of locker rooms and related areas.
- ▶ Land and site servicing costs.
- ▶ Quality of finishes which is important when considering the harshness of an aquatic environment due to chemical, humidity and related considerations.

Table 3-1 develops a preliminary profile for an indoor aquatic facility size and capital cost. This model reflects a stand alone facility for this analysis.

The profile would indicate a pool envelope of approximately 110 x 80 feet, which would allow for 10 foot decks around a 25-metre long pool, six lanes wide. An additional 50% of the pool envelope space would be required for the locker rooms, offices, storage, locker room attendant / access control, foyer, a viewing area and public washrooms. It is possible that a smaller space could be developed once detailed planning is initiated.

From a capital cost perspective, two models have been identified related to \$250 per square foot and \$300 per square foot for a standard tank or more free form design respectively. This would place the cost of the facility at between \$4.9 million and \$5.8 million when considering design, finishes and fit out, contingency and a lump sum estimate for land and site servicing. The cost per square foot reflects recent square footage costs for municipal pools and YMCA facilities.

**Table 3-1
Preliminary Indoor Aquatic Facility Size Profile
and Capital Cost Estimate**

A. Facility Size Profile

Area	Dimension (feet)	Square Feet
Pool Area	110 x 80	8,800
Ancillary Areas	50%	4,400
TOTAL		13,200

B. Capital Cost Estimate

	\$250/sq.foot	\$300/sq.foot
Construction 13,200 square foot @ \$250 & \$300	\$3,300,000	\$3,960,000
Design and Professional Services @ 10%	\$330,000	\$396,000
Fitness and Layout @ 10%	\$330,000	\$396,000
Subtotal	\$3,960,000	\$4,752,000
Contingency @ 10%	\$396,000	\$475,000
Land & Site Servicing (Estimate)	\$600,000	\$600,000
TOTAL	\$4,956,000	\$5,827,000

Indoor pools have historically in recent years, been costing municipalities in the \$4 million to \$7.5 million range. This is consistent with the 2005 opening of the Sun Coast Recreation Complex in Goderich with a large arena with seating, an indoor pool, fitness centre and gymnasium for between \$12 million and \$14 million; and the WestCast Recreation facility in Wingham, with an arena with seating, fitness centre, indoor pool and banquet hall that was in the \$11 million range. The pool components would be the most expensive elements, representing approximately 40% of the total costs for these facilities.

3.2.4 OPERATING COSTS

Municipal indoor aquatic centres, particularly on a stand alone basis, universally operate at an annual financial deficit. Historically, stand alone pools in Woodstock, Kitchener, Brantford and other centres, typically have operating deficits of between \$75,000 to \$150,000 per year. The operating deficit is a function of market size, effective management related to programming and marketing, facility design and age of the physical plant.

However, indoor aquatic centres as part of larger complexes, have certain economies of scale, as they may require less space, maintenance / custodial staff can cross over between facilities, integrated facilities often undertake joint marketing and often offer multi-use packages and related considerations. As a result, these facilities can have operating deficits in the \$50,000 to \$100,000 range.

Operating deficits in municipal facilities can result from the fact that most municipalities operate on a pay-as-you-go basis related to user fees. That is, people buy swim packages, ticket books or individual admissions. Therefore, if it is a stormy day or other events are occurring in the community, the pool opens with its high fixed costs, but may have limited attendance.

An alternate model, is to work from a membership base, such as occurs in YMCA-YWCAs. As a result, the costs charged to users are more aligned with the pool's fixed cost structure. They often use three-month, six-month or annual memberships. As a result, YMCAs typically operate on a break even basis. However, they sometimes require United Way or other types of funding for specialized support services. They also, often offer the aquatics component as part of a broader membership package, which appeals to individuals who want both land-based and aquatic fitness opportunities. A membership-based approach is a more stable approach and is more reflective of the fixed cost nature of operating an indoor aquatics facility.

The membership-based strategy has taken on increasing appeal in some municipalities. Some municipalities in the GTA are operating a portion of their indoor pools on a membership basis,

therefore allowing both types of operations to prevail and to respond to continuing interest amongst some residents who want to participate only on a pay-as-you-go basis. As an alternate, a number of municipalities have entered into partnerships with YMCAs to operate their indoor aquatic facilities, such as the Cities of Sarnia and Niagara Falls, the Town of Goderich and others. The Towns of Wingham and St. Mary's have explored this possibility. The City of Stratford's aquatic initiative within its Parks and Recreation Master Plan will be principally driven by a partnership with the local YMCA. The City of London has also now engaged with the YMCA to operate the new Northeast Aquatics / Community Centre as its first initiative with this evolving strategy.

The Town of Goderich is the most unique at this time, as the YMCA also operates the arena, the fitness centre and the gymnasium on a contractual agreement involving a management fee from the Town to the YMCA to operate the whole complex, as well as all the recreation services within the community. Another unique situation is the City of Niagara Falls, which developed in 2006, a new recreation complex that has a full branch YMCA with an indoor aquatics facility, the City's Parks and Recreation Department offices and a branch library. This partnership allows the City to sustain its current strategy of not directly delivering recreation programs, but to fulfill its facilitator role, while still providing public access to the gymnasium and related facilities within the complex. The complex also has a significant outdoor skateboard park associated with it.

In discussions with the Windsor-Essex YMCA, interest was expressed in a possible partnership arrangement between the Town and the YMCA in operating an indoor aquatic centre or a larger multi-use recreation complex.

In light of the Windsor-Essex YMCA's interest in operating such a facility in Lakeshore, as well as the Y's historical experience in fundraising, the Town of Lakeshore may be well-served in giving full consideration to a possible partnership that would allow a membership and lesson-based service delivery model to evolve in parallel in order to ensure affordable community access. However, other partnerships should be explored such as with neighbouring municipalities, the private sector or other non-profit organizations.

3.3 Arena

3.3.1 OVERVIEW

The Town of Lakeshore operates a twin pad facility in the Belle River area. It lies adjacent to the Town's sewage treatment plant and also has several ball fields on an adjoining park area. The overall complex also contains the branch library and an outdoor pavilion that was developed once the branch library was moved into the former banquet hall / community centre room.

The first ice pad was built in 1973. In 1997, a second ice pad of a significantly more modest perspective was constructed. The two ice pads do not function as a typical twin pad arena, as they have separate entrances, concessions and related facilities, and are only partially joined along one wall being oriented at ninety degrees to each other. The second ice pad has few amenities and was a minimum budget approach to providing additional ice resources. As a result, the two ice surfaces run more as two stand alone facilities than an integrated twin pad arena.

A number of the ice user groups, especially youth-oriented ones, identified that the arenas are aging, lack amenities and are a challenge to operate relative to tournaments. They also represent a higher operating cost profile than for a twin pad facility.

On a long-term planning basis, the Town has identified the possible future need to significantly expand its sewage treatment plant that adjoins the Belle River Arena. If such an expansion were to occur and require additional land area, the arena ball fields would be lost to that expansion and possibly the arena structures. Considering the amount of land required for the plant's expansion and adequate buffer areas from the residential properties in the area, and the fact that likely building a new greenfield sewage treatment plant would be excessively expensive, the long-term future of the Belle River Arena is not certain.

As a result of this long-term uncertainty, investing additional funds in the existing arena is a concern in terms of an effective payback on any such investments. Also, the Town needs to ensure that it has options related to the delivery of future ice resources if indeed the Belle River Arena and Park are needed for other Town infrastructure needs.

Also, the Essex County Public Library has a strong desire to move its branch library out of this facility due to the small square footage available, the lack of traffic and a series of operational issues. Further, the pavilion that has been built is a temporary measure that can only be used seasonally for fundraisers or other events. It does not provide a good or effective community centre perspective or resource for the community. Also, the open air nature of the pavilion has created some noise issues with neighbouring residential areas when events have music or other noise producing activities and go later into the evening.

Currently, the Town has a formal agreement with the Municipality of Chatham-Kent relative to accessing the Tilbury Arena for residents who live in the eastern part of the Town. It involves a payment of up to \$18,000 a year by Lakeshore to Chatham-Kent to support approximately sixty players from Lakeshore who play in the Tilbury Minor Hockey Association. This agreement preceded amalgamation.

Another cross-border ice utilization relationship is also identified. Approximately 110 Lakeshore children play in the Essex Minor Hockey Association or figure skate in the Town of Essex. Historically, there has been no payment made by the Town of Lakeshore to the Town of Essex. However, the Town of Essex is currently examining the development of new ice resources. Discussions have occurred between the two municipalities on a possible financial contribution by Lakeshore. Initially, the discussion involved a \$300,000 one time capital payment and up to \$33,000 a year in operating support. In more recent times, the discussions have gravitated to a possible \$760,000 capital payment with no annualized operating financial support.

3.3.2 ICE USE DEMAND

Minor boys and girls hockey in Lakeshore have approximately 1,100 children registered, of which 220 are females with the Lakeshore Lightning program. Registration has been capped for approximately two years due to a shortage of ice. The girls program is accessing two hours of ice per week in Leamington and the Select Seven League is using the Windsor Ice Park twice a week at a high cost. The girls' program also has significant constraints in forming travel teams due to ice availability issues.

In discussions with ice users, a significant amount of additional ice time is felt to be required to support the ongoing development of current programs. Key factors identifiable in the growth prospects for boys and girls minor hockey are as follows:

- ▶ The programs have had their registrations capped for two years, which means latent demand exists or is transferring to Essex and Tecumseh.
- ▶ Girls' hockey is growing at approximately 15% to 30% a year in many Ontario municipalities. The Town requires an Allocation Policy for fair and equitable ice time for girls similar to boys.
- ▶ A number of the specialized and travel team leagues are purchasing ice in Leamington and Windsor at considerably higher costs, which are impacting their programs.
- ▶ The Ice Track initiative does not appear to be going forward, and therefore, new substantial ice capacity is not likely to occur. A new ice pad in Essex will provide an additional 72 to 76 hours of prime time ice a week regionally.
- ▶ The Belle River Minor Hockey program continues to operate two team practices up to bantam and midget, which is a significant level of under-servicing compared to what is provided in other communities where one team practices are generally initiated at the

atom level. This can have a significant impact on skills development and overall participant satisfaction.

- ▶ Continuing population growth is forecasted for Lakeshore. This will result in program registration growth. In 2006, there were 9,045 youth under the age of 18 in Lakeshore, of which 1,100 are registered boys and girls in minor hockey and skating, resulting in a participation rate of 12.2%. By 2016, the number of youth under 18 years of age is anticipated to be 11,760. The same participation rate would generate 1,482 participants, an increase of 34.6% over ten years. This is over a 3% growth rate per year. The actual participation rate is likely to also increase in light of the significant increase in female hockey participation. As a result, one could anticipate that by 2016 there could be 1,600 to 1,800 children involved in hockey programs.
- ▶ At sixteen players per team, this growth represents 37.5 additional teams. Using a minimum 1.5 hours per week, this would result in a need for an additional 53 hours a week. However, this could be higher based on female participation rates. The growth could push demand to over 70 hours of prime time per week, which represents an additional ice pad.
- ▶ It is anticipated, that as more females participate in hockey at the youth level, many of these players, as they move into the adult age categories, will continue their participation. Like soccer, it is anticipated there will be substantial growth in adult female sport participation in hockey. This trend will create increasing ice demand.
- ▶ There is a stereotypical perspective that adult males diminish their hockey participation as they age. However, the emergence over the last ten years of under 35 and over 45 leagues, along with over 70 year old hockey leagues has created program segmentation that sustains higher levels of participation even into the retirement age frames. This will place additional pressure on ice time availability.

The current user groups have identified additional ice time requirements of between twenty-five and forty prime time hours a week for youth activities. This number would increase if the cap on registrations were to be lifted and the continuing growth in female youth hockey continues. Also, the number would be higher if repatriation of Lakeshore resident use were to occur from arenas in Leamington, Essex and Windsor, which can create significant drive time challenges for parents.

A typical ice pad provides between seventy and seventy-six hours of prime time ice per week, which is the basis upon which one determines feasibility. Based on current indicators, and considering

any such new facility would be two to four years out in time, it is evident that fifty to sixty hours of additional ice time could be sold to youth organizations and additional ice to adult users. A planning threshold generally identifies that if community groups were to sign commitments for fifty or more hours of prime time ice time per week, the feasibility of developing a new arena over time becomes apparent.

Based on the input from community user groups, demand levels regionally, the new ice resources being planned or the ones not proceeding in Tecumseh, the Town of Lakeshore needs to consider adding additional ice capacity within the next five years. Additionally, the Town needs to consider optional development initiatives in light of both the limitations of the current Belle River Arena and possible longer term alternate land uses that may occur for that site. As a result, the preference would be to initiate planning for a new twin pad facility that may be built in phases so that the Town has the appropriate options and has the capacity to meet the evolving ice needs of its residents.

Another consideration in the demand profile, is the agreements with neighbouring municipalities to provide ice. From a Tilbury perspective, this is a long-standing agreement and responds to the longer travel times to the Belle River Arena for those people living in eastern Lakeshore. Also, the financial agreement is very economical and represents a small number of participants. However, the proposed arrangement with the Town of Essex is a different situation. It lies in closer proximity to the Belle River Arena and involves a larger number of participants at 110 youth. Also, the request for \$760,000 represents approximately \$7,000 of investment per participant. These participants have the option of playing in either community, as they lie within what is known as a 'grey zone' within the Ontario Minor Hockey Association rules.

Currently, these 110 participants are not using the Belle River Arena to any great extent and therefore, are not putting any particular load on or change the current utilization levels for the arena by participating in the Town of Essex. However, from a policy perspective, if the Town of Lakeshore were to develop new arena resources, should they also invest a large sum of capital funds for a new ice pad in another municipality or should the policy focus of the Town of Lakeshore be on providing ice opportunities for its own residents in Lakeshore? This is a particularly important policy perspective in light of the current and forecasted demand levels for additional ice capacity in the Town, and the need to make major investments in future ice facilities for both youth and adults in Lakeshore.

Another consideration, is that a third ice pad in the Town of Essex will bring the servicing level to one ice pad per 7,500 residents compared to the current 16,500 average ratio across Essex County. Three ice pads in Lakeshore by 2016, with a projected population of 45,233, would result

in one ice pad per 15,077 residents. The Town of Lakeshore would be investing significantly in an enhanced ice delivery ratio in Essex that would substantially change the level of service in the Town of Essex, compared to future ice investments in Lakeshore that would simply sustain, in relative terms, the current service level of ice resources, only improving the ice service level from one ice pad for 16,700 residents to one ice pad for 15,077 residents.

In the end, the Town will have to determine whether a two track investment strategy in ice resources is appropriate, that is, investing \$760,000 for 110 or fewer youth in the Essex facility and developing two to three new ice surfaces in Lakeshore, depending on the future of the Belle River Arena.

3.3.3 CAPITAL COSTS

There is significant construction of twin and single pad arenas occurring within the province at this time and over the last ten years. The cost of these arenas are ranging from \$9 million to \$10 million at the low end to \$18 million at the top end. Currently, the City of Kitchener is building a new stand alone twin pad arena that will cost between \$17 million and \$18 million for all capital costs including land. The City of Stratford just opened in November 2006, a new twin pad arena as part of a larger complex. The overall complex cost \$21 million including land. The arena portion cost approximately \$16 million.

In 2001, the Town of Strathroy opened the Gemini Centre twin pad arena, which cost approximately \$7 million with land and site servicing.

The area design profiles for today have the following features and requirements:

- ▶ Ice size is generally standardized at 200 x 85 feet – NHL size.
- ▶ Five dressing rooms per ice pad to support female participants and tournaments.
- ▶ Two referees rooms to support male and female referees.
- ▶ Warming area with viewing windows.
- ▶ Tournament / committee room.
- ▶ Concession area.
- ▶ Entry with box office capacity.

- ▶ Seating that variably runs from 200 to 2,000 depending on the presence of junior teams. Most seating arrangements in mid-sized and smaller communities are for 700 or less spectators.
- ▶ Summer ice capabilities.

One of the dominant costs in new arena construction is the number of seats. Arena designers and contractors indicated for the recent proposals for the new Komoka twin pad arena in the Municipality of Middlesex Centre, that there is a major tipping point in price once one moves beyond 800 to 1,000 seats.

Other factors influencing price are the quality of the finishes, the size of the public spaces and the addition of meeting rooms, community halls and related components.

From a planning perspective, a modest twin pad arena, as part of a multi-use complex would likely have a 2007 / 2008 capital budget perspective of between \$12 million and \$15 million. In a presentation on April 20, 2007, the Essex Arena Project Update Report identified a projected capital cost of \$15 million for a new twin pad arena and \$8.75 million for adding a second ice pad to a current facility. The new twin pad under construction in Kitchener is costed at \$16.5 million and the Stratford Rotary Centre twin pad cost \$13.5 million tendered in 2005. One would anticipate some important savings if the twin pad arena was part of a larger multi-use recreation complex.

From an operating perspective, most stand alone arenas have operating deficits of between \$10,000 and \$75,000 per year. Some twin pad facilities in municipal environments are beginning to move toward surpluses. A projected twin ice pad for the Town of Essex identified approximately a \$123,500 surplus per year based on the April 2007 presentation.

Currently, the Belle River Arena has a projected 2007 operating surplus of \$20,000 while deficits occurred in the previous two years of \$27,000 in 2005 and \$5,000 in 2006.

These financial results are being achieved relative to an arena that is aging, inefficient in terms of ancillary income capacities and related challenges. One would reasonably anticipate, that a new twin pad arena would break even or generate a surplus in the \$50,000 to \$100,000 category based on the projections for the Town of Essex and the current operating history of the Belle River Arena.

3.4 Public Library Branch

3.4.1 OVERVIEW

Public libraries continue to remain one of the most valued public services by a resident population. They provide particular opportunities for early years, children and youth and seniors. These are all age groups that will continue to have significant representation in the Lakeshore population.

Currently, Lakeshore has four library branches. Three are smaller, limited services branches in Woodslee, Comber and Stoney Point, plus a larger branch located in the Belle River Arena.

The Comber Library provides only twelve hours of service per week. The Stoney Point and Woodslee Branch Libraries provide eighteen hours of service per week, while the Lakeshore Branch provides forty hours of service per week. Also, the library utilization data indicates that a significant number of Lakeshore residents are using the Tecumseh Library, which provides eighty-eight hours of service per week.

The Essex County Library Board has identified two key considerations relative to public library services in Lakeshore:

- ▶ The current Lakeshore Library at the Belle River Arena is undersized, poorly located, has limited service hours compared to the Tecumseh Library and needs to be renewed and relocated.
- ▶ The draft Essex County Public Library Facilities Study contains recommendations to close the three rural libraries in Lakeshore and to build a new 24,500 square foot branch in the northwest area of Lakeshore, potentially within a multi-use recreation centre.

The intent of these recommendations is to enhance the level of service delivery in terms of hours, collections, technology, etc., resulting in an improved quality of service for the community. There is also some strategic planning perspective, that one library branch would be developed in each of the member municipalities. Though these recommendations result in the loss of local service in the three smaller communities, the intent is to establish a larger, more resourced and extended hours of service operation within one branch that provides higher quality of service, as well as being more efficient to operate.

As a result, no matter what strategic direction is taken in term of library facilities consolidation, the Library Board has identified a significant need to reconsider and redevelop the public library services in Lakeshore.

Table 3-2 presents the capital cost information for the Lakeshore proposal within the Essex County Public Library Facilities Study as found on Page 43. It identifies a total capital cost of just over \$6 million.

From an operating cost perspective, the Essex County Library Board is responsible for these costs, while the municipality is responsible for the provision of the physical space.

The potential exists for capital cost savings within a multi-use recreation complex for the library. Such common area costs as parking, foyer, washrooms, utility rooms, common walls and utilities servicing and related considerations that could impact the capital cost by a considerable factor depending on design, location, etc. Also, again depending on design, ancillary revenues from a multi-use complex could be enhanced with a branch library in the facility related to increased traffic for a concession, rentals, etc.

**Table 3-2
Preliminary Lakeshore Library Branch
Capital Cost Estimate**

Construction	\$4,287,500
Site Development (10%)	\$428,750
Subtotal	\$4,716,250
Contingency (8%)	\$377,300
Equipment and Fitness (10%)	\$471,625
Net total	\$5,565,175
Consultant Fees (8%)	\$445,215
TOTAL	\$6,010,390

3.5 Community Centre

3.5.1 OVERVIEW

The Town of Lakeshore has a selection of community centres, primarily in the hamlet areas of Comber, Staples, Woodslee and other areas. Some of these are former schools, have leases with third party users or are larger, such as the Tilbury West Community Centre in Comber.

In the northwest area of the Town, the community room at the Belle River Arena has been converted to a branch library a number of years ago. Most of the other recreational program and public meeting activities occur in the Knights of Columbus halls, secondary and elementary schools or other smaller facilities.

In focus groups with service providers, Town staff, the YMCA and others, the need for additional recreational, leisure and cultural programming space has been identified as a future need, especially with a growing population relative to both the absolute number of children and youth and an aging population.

3.5.2 MARKET DEMAND

From a banquet and public assembly perspective, the Knight of Columbus halls and other facilities provide significant opportunities in Lakeshore. However, a community centre facility that provides leisure, culture and recreation program space scheduled over the September to May period on a regular basis would benefit the community. One of the challenges with the faith-based halls and educational facility spaces, is the preference given to their own users, which is understandable, as well as the bumping that can occur sometimes when community programs need to forego their scheduled events due to school needs or other considerations.

From an economic perspective, utilizing all the resources in the community and partnerships are important service delivery strategies. Developing reciprocal agreements with the two primary school boards would be the first order of magnitude in terms of programmatic space delivery within Lakeshore.

Specialized programming for teens and seniors, along with initiatives to enhance cultural programming, have been identified throughout the research, particularly in regards to the Community Strategic Plan, where teen activities are seen as an important investment by the community for this particular age group.

From a design, utilization and market perspectives, the space foreseen is not as a banquet or conference centre, such as the new Stratford Recreation Complex which has a 2,000 person seating capacity. Rather, the profile for such a facility in Lakeshore would be as follows:

- ▶ A high ceiling room of 8,000 square feet that would allow for basketball and volleyball and other high ceiling sports, as well as a broad base of other activities with partition capabilities so that multi-use can occur simultaneously.
- ▶ A 1,000 square foot teen / seniors room that could be utilized daytime for seniors activities and on evenings and weekends for specialized teen activities on a joint use basis to maximize overall utilization.
- ▶ A 1,000 to 2,000 square foot fitness area.
- ▶ Between 1,000 and 1,500 square feet of common area space associated with an entry, washrooms, offices, storage, utility lockers / rooms and related areas.

The intent of this space would be to maximize overall utilization for as many groups as possible, from early years through to seniors, with specialized considerations for teens and youth and arts and culture. Also, the room could be utilized to support hockey tournaments and skating meets, summer day camp programs offered by third party service providers, Christmas and March Break programs, fundraising events which are vitally important to community-based non-profit organizations and other applications.

The demand level for this type of public recreation space will increase, particularly related to the following considerations:

- ▶ Increasing population growth.
- ▶ The increasing actual number of children, youth and seniors within the population.
- ▶ Preference by residents, through surveys and other input, for teen, seniors and more in-community recreation and arts and culture programs whether municipally or third party delivered.
- ▶ Growing interest in personal health and well-being through fitness and related aerobic-based activities.

- ▶ Increased importance for community service providers to generate more funds through fundraising and related activities to support their programs, and support registration fees that are affordable.
- ▶ Increased flexibility in providing enhanced programming by various market segments and increasing the ranges of program interests, such as arts and culture, early years, etc., that can be responded to in Lakeshore.

This is also the type of facility that could be operated by a YMCA or other third party operator who may have broader engagement within an overall multi-use recreation complex. The overall demand profile is relatively unknown, as there is no major public community centre resource in the northwest area where the majority of the population lives. Such a facility will open up opportunities for organizations to deliver programs that currently are not offered due to a lack of space.

An example of interest, has been the purchase of the former Puce School by the Town as an interim recreation centre in the northwest area. This is an aged facility that was disposed of by the Greater Essex District School Board. The long-term viability of the building and investment requirements could be significant. Also, the spaces are relatively small and do not provide for the range of programmatic and participation sizes that a more flexible, multi-use community centre would provide. A new multi-use community centre, with targeted capacities for seniors, youth, early years and other groups, would allow for the disposal of the Puce School facility and provide a more flexible, efficient and broader reaching facility resource for the community.

One of the dimensions for consideration in the community centre component, is the inclusion of a fitness centre with fixed weights and a floor area for aerobic and dance programs. Increasingly, these types of centres are being incorporated in multi-use recreation complex, as they add a significant dimension to the user base. Increased fitness centre activity is occurring because of the increasing importance of organized fitness activity promoted by government policy in order to improve the health and well-being of Canadians, overcoming obesity and to improve people's aerobic activity. These centres also have the potential to generate membership-based revenues and can develop programming that supports teen, adult and seniors activities, which spreads utilization across daytime hours and over weekends.

Currently within Lakeshore, there are limited opportunities for organized, comprehensive fitness activity. Some aerobic studios and a weight-lifting operation do exist. In fact, there are significant market segments that are aligned with such operations. However, there are large market segments that also are looking for a more comprehensive fitness environment, that could involve both dry land and an aquatic-based integrated activities, such as exists in a typical YMCA model.

With a significant teen, adult and a growing seniors population, these types of activities, along with the overall increased participation trend in fitness, creates a market opportunity that a multi-use recreation complex could both support and increase its financial viability on. This activity could be offered within Lakeshore whereby residents who live in the community could use the facility based on their own schedules, or commuters who work outside the community, could access early in the morning or in the evening, as well as on weekends.

3.5.3 CAPITAL AND OPERATING COSTS

Table 3-3 profiles the projected capital costs for a community centre facility. It identifies a 12,000 square foot facility that would incorporate a fitness and aerobics area. It also identifies significant funding for equipment acquisition for this area. A total capital cost of \$2.2 million is identified.

From an operating cost perspective, such a facility within a multi-use environment would be operated by the same staff who operate an arena and the pool relative to maintenance. One would anticipate a potential operating cost deficit of \$30,000 to \$50,000 per year, primarily for utilities and maintenance for the areas outside of the fitness area. However, increased utilization over time with targeted use, depending on future user fee policies of the Town, could significantly reduce the operating costs. Also, a fitness centre component would generate net revenues to offset the community centre costs.

Fitness centre memberships can range from \$250 to \$700 a year for typical community-based and YMCA facilities depending on packaging. Potential would exist to provide an integrated fitness membership package for dry land, aquatics and potentially a walking track if this were developed in the twin pad arena, as currently exists in Waterloo, Kitchener, Stratford, Orangeville and other new arena facilities.

**Table 3-3
Preliminary Lakeshore Community Centre
Capital Cost Estimate**

Construction	12,000 square feet x \$120	\$1,440,000
Professional Fees @ 10%		\$144,000
Fitout and Fitness @ 30% including fitness equipment		\$432,000
Subtotal		\$2,016,000
Contingency (10%)		\$202,000
TOTAL		\$2,218,000

Typically, YMCAs look for 8% to 12% adult membership penetration within the population in order to sustain a feasible fitness operation, including an aquatics facility. Based on a 2006 population of approximately 20,000 adults, this would require membership sales in the 1,600 to 2,000 range. However, if one considered the broader regional market for such an integrated fitness centre, the total adult population market could be in the order of 30,000 to 35,000 individuals, which would create a potential 2,000 to 2,500 member requirement, generating \$600,000 to \$750,000 per year based on average annualized memberships of \$300.

For the new YMCA / Town of Goderich facility, the initial membership participation rate in the population was over 25% for the first several years. Therefore potential does exist for an integrated fitness centre operation, likely on a YMCA model in a partnership environment. Municipalities tend not to be operators of fitness facilities for three key reasons:

- ▶ The tendency for municipalities to work from a pay-as-you-go basis rather than membership, which reduces total cash flow.
- ▶ Higher operating costs.
- ▶ Lack of in-depth experience and expertise in fitness related markets and operations.

3.6 Other Potential Multi-Use Recreation Facility Components

The Situational Analysis Report identified the previous four use components as the primary considerations related to the development of a multi-use recreation complex. Other elements that could be considered are a fire station, ambulance garage, future Town administrative offices, employment counselling and social service areas, etc. However, these would need their own separate investigations relative to a broad range of considerations involving compatibility, locational needs, etc. As one example, if a performing arts venue was of interest in the future, could it be integrated into a Municipal Council Chamber design and connected to the multi-use complex?

One additional recreational use, could be also considered. This would involve the possible addition of a Lakeshore Soccer Club field house / club facility if the Town opted to build a future multi-use recreation facility at the Lakeshore Soccer Complex where the Town owns significant lands. Economies of scale could be realized if such a facility, which has been identified as a long-term goal by the Soccer Club, were to be connected to a multi-use centre in terms of washrooms, parking and a host of other points of integration. Such a facility could also provide the outdoor washrooms, concessions and related supports that a soccer complex of this magnitude would benefit from for both regular play, as well as tournament activities.

The soccer clubhouse facility would likely involve the following:

- ▶ Four to eight change rooms with washrooms and showers.
- ▶ Public washrooms.
- ▶ Access to a concession.
- ▶ Storage.
- ▶ Meeting room / offices.
- ▶ Depending on location and design, one side of the facility could support a spectator grandstand for a stadium quality soccer pitch.

Capital and operating costs for such a facility would require negotiations with the Soccer Club, which has identified this as a long-term goal and for which it would have some specific funding responsibilities.

3.7 Locational Assessment

3.7.1 OVERVIEW

A multi-use recreation centre would require between twenty and fifty acres minimum to support the building, future long-term expansion options, parking, green space and current or future potential sports fields if the latter were needed. Acquiring such a site is a major consideration, as there are limited parcels of land of this size available in the developed area of the Town, and any such parcels would be expensive, as they probably are designated for residential or employment lands development.

In terms of an overall strategic location, a location in the northwest area of the Town is preferred, for the following reasons:

- ▶ The primary area identified in the Essex County Library Facilities Study.
- ▶ Is the area where in excess of two-thirds of the current and a greater proportion of the future population of the community will be residing, thus creating the greatest accessibility and least transportation requirements within the Town.

- ▶ Would be the likely location for employment counselling, social services and other types of services if they were to be integrated in the future.
- ▶ Would be the area preferred for an indoor aquatic facility, as it would have the ability to effectively attract users from the Town of Tecumseh and other areas, which is significantly important to a high fixed cost operation like an indoor aquatics facility.
- ▶ Is the existing area where the Town's current arena facility, library and other services are located.

In discussions with Town planners, examining the new Draft Official Plan, appropriate parcels of land available, transportation corridors and related considerations, five areas in the Town have been identified as having possibilities to host such a centre:

- ▶ Wallace Woods, where a town centre concept has been identified in the Draft Official Plan.
- ▶ The Lakeview Soccer Complex, where the land is owned by the Town and significant undeveloped land remains.
- ▶ Acquisition of land in the Renaud Line, Rourke Line and County Road 42 area, south of the rail line.
- ▶ On County Road 27 south of the rail line, just outside of the developed portion of Belle River.
- ▶ New parkland on Oakwood Avenue, involving ten to twelve acres.

The following material provides a strengths and weaknesses assessment for the five possible venues.

Some consideration was also given to possibly locating such a complex along the 401 corridor. This would provide enhanced access for residents from the hamlet and rural areas, as well as potentially open up broader regional access, which is important to both the arena and the aquatic components. However, several key variables diminished the viability of such locations:

- ▶ The lack of servicing of these sites and the costs to service.
- ▶ Loss of desirable employment lands.

- ▶ The total increase in drive times that would be required as the largest user population would need to drive further. As well, trail-based access would involve further walk / bicycle drive times.
- ▶ The closer proximity to the Town of Essex arenas and indoor pool, which could have negative impacts for all facilities, plus increased drive times from Tecumseh.

As a result, such venues were not seen as viable or the most efficient and effective in terms of the focus / intent and marketing considerations associated with a multi-use recreation complex.

Map 1 identifies the assessed sites for a multi-use recreation complex.

3.7.2 WALLACE WOODS

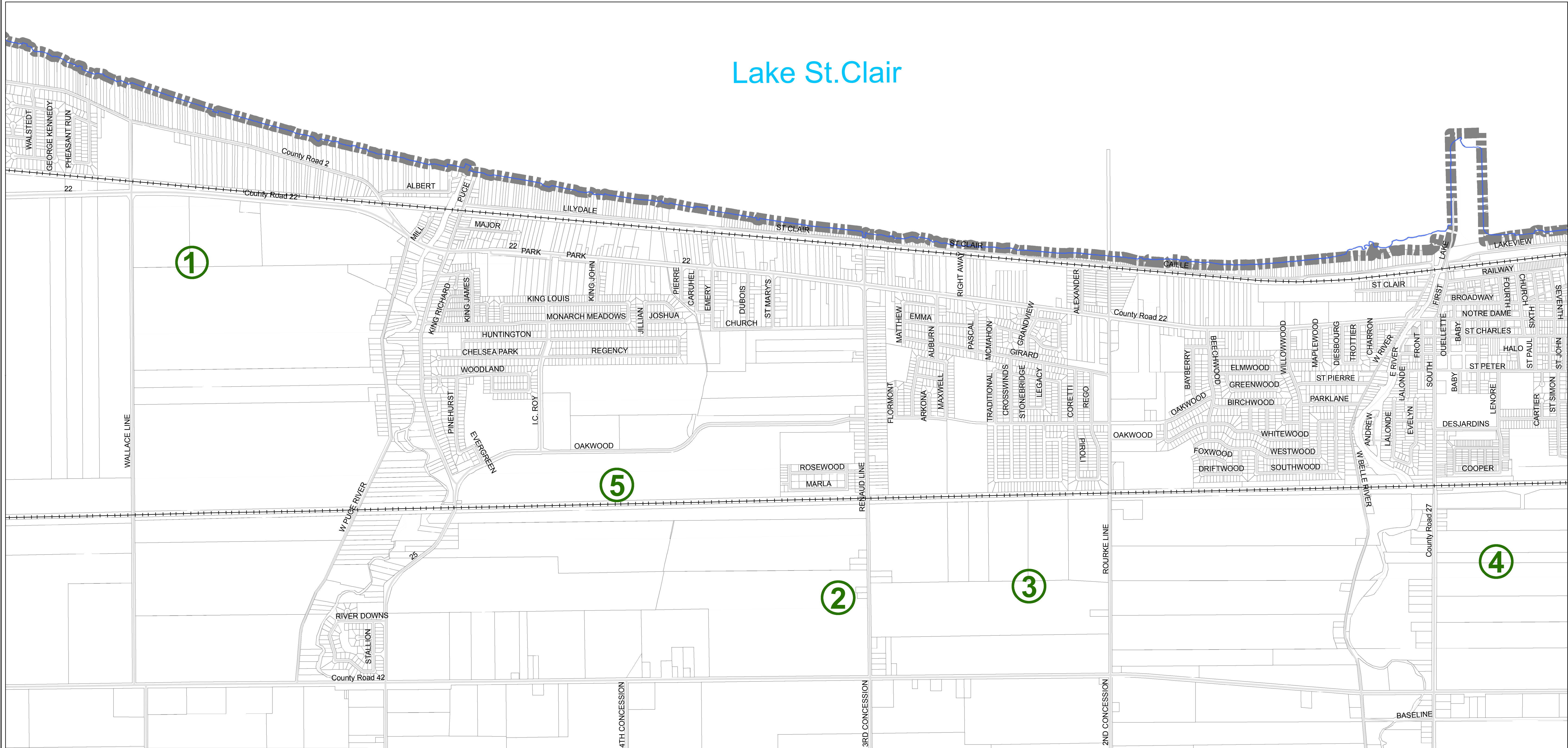
A mixed use area has been tentatively identified in the Draft Official Plan for the Wallace Woods area, which would be in the area of County Road 22 to Wallace Line Road and the 7th Concession just south of the VIA Rail line. This site would be in the western extremity of Lakeshore, in close proximity to the Town of Tecumseh boundary.

Pros

- ▶ Possible alignment with the town centre concept, which would create a strong identifier and centre point to the community.
- ▶ Land has been identified and would be secured through various agreements and purchases.
- ▶ The aquatics component would be in closer proximity to Tecumseh, which would potentially enhance facility utilization from that market, as user volume is important to high fixed cost operations.
- ▶ Is in close proximity to the next generation of residential development that will occur in the community with significant volume.
- ▶ Could be part of a larger public services complex if this were to be developed over the long term by the Town.

Lakeshore Community Services Master Plan

Lake St. Clair



Map 1
Multi-use Recreation
Centre Site Alternatives

LEGEND

① Wallace Woods

② Lakeshore Soccer Complex

③ Rourke Line

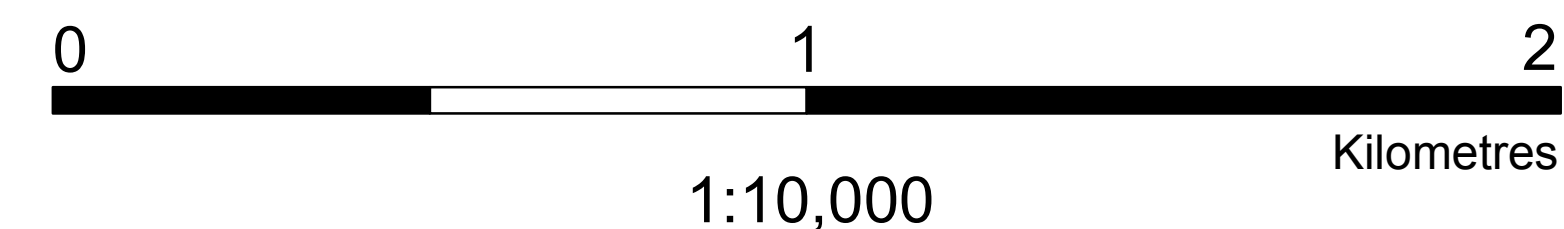
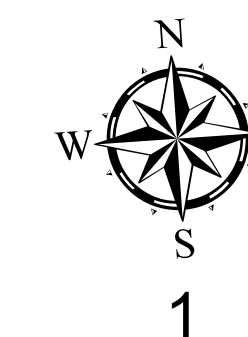
④ Belle River Road

⑤ Oakwood Park

⊞ Railway

⊞ Lotting Pattern

⊞ Town Boundary



Revised September 10, 2007
July 20, 2007



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Cons

- ▶ Is the furthest location from the total population in terms of Comber, Woodslee, Stoney Point and other areas, and would require further driving for all the complex users from Belle River, Puce and Emeryville.
- ▶ Would be in a more northerly area, which would require longer drive times on average.
- ▶ Requires land acquisition.

This particular location has benefits in terms of a larger future complex and access to aquatics markets, but lacks key transportation linkages to the rest of the community and would require increased drive times than for other venues, which is both an environmental and public accessibility, convenience consideration.

3.7.3 LAKESHORE SOCCER COMPLEX

The Lakeshore Soccer Complex is located on the Renaud Line just south of the rail line. It is owned by the Town of Lakeshore, which leases the property for a range of smaller and larger soccer pitches, along with a large parking facility. A significant portion of the property is unused, however, this land is to the west and away from Renaud Line. Development of this site would likely require some soccer field realignment and reconfiguration of the overall site over time.

Pros

- ▶ Significant portion undeveloped land owned by the Town.
- ▶ Plans exist to extend water and sewer services to the site.
- ▶ Centrally located both to the northwest area, with reasonable access from other parts of the community.
- ▶ Is relatively close to the Tecumseh market for aquatic activities.
- ▶ In close proximity to where the majority of the future residential development will be occurring.

Cons

- ▶ Could require some soccer field realignments, as the facility would be best located in close proximity to Renaud Line.

- ▶ Lakeshore Soccer Association long-term plans would need to be considered in terms of total space availability, though additional lands may be acquirable.

This facility has the benefit of potentially integrating with long-term Soccer Club plans and having land owned by the Town, services planning underway. The challenge might be in terms of ensuring the soccer facilities, on a long-term basis, can be accommodated and would likely require some realignment of the current soccer fields in order to give the facility significant road frontage which is highly desirable from both marketing and access perspectives.

3.7.4 ROURKE LINE

Across from the Lakeshore Soccer Complex is a relatively undeveloped land area, for which some acquisition inquiries have been made over the years for public uses. A site could be acquired to fit the specific needs of the complex and provide extensive road frontage.

Pros

- ▶ A more central location for the current and future populations in the northwest area.
- ▶ Has reasonable access from other parts of the Lakeshore community.
- ▶ A land mass could be acquired to suit the needs of the facility without impacting other uses.

Cons

- ▶ Would require land acquisition at an additional cost.
- ▶ Servicing of the area is not anticipated in the near future and this would be an additional requirement, though some services are in close proximity.
- ▶ Greater drive times required for the broader regional aquatics market.

This site would be a greenfield venture that could be tailored to the needs of the facility and is central to the community. However, servicing and land acquisition costs would increase the overall capital investment requirements.

3.7.5 BELLE RIVER ROAD

This site would involve lands on Belle River Road south of the rail line enroute to Highway 401. Lands could be acquired in behind the various road frontage land uses that could create an opportunity to develop the complex.

Pros

- ▶ Most accessible site for Woodslee, Comber, Stoney Point and other hamlet and rural areas.
- ▶ Is in close proximity to where the significant portion of the existing population lives.
- ▶ Is on a route that is already highly developed and future servicing considerations will exist, with easy access from Highway 401.

Cons

- ▶ Will not be the most central location when future residential development occurs.
- ▶ Is further away from the broader regional aquatic markets.
- ▶ Will require land acquisition.

A Belle River Road venue has enhanced access from 401 and the southern and western reaches of the Town. However, it would create greater drive time considerations from other parts of the developed portion of the community and regional markets.

3.7.6 OAKWOOD PARK

The Town has acquired property between the Lakeshore Discovery Elementary School and the St. Anne's Catholic Secondary School of approximately ten acres. A Site Master Plan is currently being completed and a trail system is under development. The property has extensive street frontage and would exist within a residential neighbourhood.

Pros

- ▶ Located between two schools, an elementary and a secondary school, which could enhance utilization.
- ▶ Is centrally located in terms of both existing and future populations.

- ▶ Is currently serviced and is connected with the Town's trail system.
- ▶ Is readily accessible from across the Town and is in close proximity to the broader regional aquatics market.

Cons

- ▶ Site may only provide ten net acres, which would constrain the facility significantly, particularly related to any future expansion options.
- ▶ Parking could be a significant issue.
- ▶ Would absorb important park / green space area for the evolving neighbourhood, resulting in a potential deficit in this area.
- ▶ Would exist within a residential area, which would increase traffic on local streets and generate possible neighbouring property owner conflicts due to a lack of adequate buffers and related challenges.

This site is deemed to be too small, particularly from a long-term perspective, and would have other issues around parking and operating within a residential neighbourhood.

3.7.7 SUMMARY

The preferred location based on the overall assessments to date, would be the Renaud Line / Lakeshore Soccer Complex. The key rationales for this are:

- ▶ Is the most centrally located venue to current and future population nodes within Lakeshore.
- ▶ Has relatively good access from all parts of Lakeshore and from the broader regional aquatics market.
- ▶ The property is Town-owned.
- ▶ Servicing is planned for the venue.
- ▶ Could integrate long-term soccer stadium and clubhouse facilities.

The challenges that would need to be addressed would be the reconfiguration of some soccer fields, and the possible need to acquire small components of additional lands in order to facilitate long-term Soccer Club requirements.

Overall, this site, due to its accessibility, centrality and the ability to integrate with larger based recreational activities is preferred. The other sites have a range of accessibility challenges or are not as centrally located which will require, particularly for Wallace Woods, considerably more driving impacts that have both marketing and environmental consequences.

3.8 Capital Cost and Sources Summary

Table 3-4 provides an aggregated capital cost summary for a multi-use recreation complex. Stand alone costs were developed in each of the sections. They have been aggregated and identify a cost of \$29,200,000. However, there is a benefit to be gained by integrating facilities, such as common parking areas, foyers, washrooms, concessions, offices, storage and a series of other possibilities, including the construction of common walls and equipment. The capital cost savings could range between 15% to 25% on a total cost basis, when considering construction, professional fees, fit out and other costs. As a result, the preliminary estimated capital costs would range between \$22 million and \$24.8 million. Due to future nature of such a facility, a preliminary planning figure of \$25 million is identified at this time.

**Table 3-4
Capital Cost Summary Estimates (\$000)**

Twin Pad Arena	\$15,000	\$15,000
Aquatics Centre	\$6,000	\$6,000
Community Centre	\$2,200	\$2,200
Branch Library	\$6,000	\$6,000
TOTAL	\$29,200	\$29,200
Less Complex Benefit 15% to 25%	\$4,400	\$7,300
Estimated Capital Cost	\$24,800	\$21,900

Table 3-5 examines possible funding sources. Some of these are arbitrary at this time and would need further development, particularly in regards to fundraising, Development Charges, etc.

Sources of capital funding for such a complex would be variable and could include:

- ▶ Development Charges formulized for the Town’s population growth component.

- ▶ Infrastructure / COMRIF programs, the Rural Infrastructure Investment Initiative if renewed, and other possible senior government grants that may exist from time to time.
- ▶ Community fundraising.
- ▶ Sale of assets.
- ▶ Municipal capital contribution.

**Table 3-5
Possible Funding Sources**

Fundraising	\$5,000,000
Development Charges (Recreation & Library)	\$3,100,000
Senior Government Grants	\$3,000,000
Sale of Assets (Centre, Libraries, etc.)	\$500,000
Town	\$13,400,000
TOTAL	\$25,000,000

From time to time, there are senior government capital grants available for recreation facilities. The Infrastructure Grant Program over the years has allowed, on a secondary basis, municipal investments in recreation facilities. In 2006 / 2007 the Rural Infrastructure Investment Initiative provided capital grants for recreation facilities on a one time basis to qualifying municipalities. The Town of St. Mary's secured \$750,000 from this initiative to support its new indoor pool complex. The Town of Essex has identified \$2.5 million from this source for its arena initiative. There is also the possibility of COMRIF grants from the provincial government. However, there has been limited allocation of funds to recreation facilities and the majority of grant requests have not been secured.

Since the close out in the 1990s of the Wintario Capital Grant Program for recreation facilities, there has been limited to no capital grants available for recreation facilities at the municipal level. In more recent years, infrastructure-based grants have provided opportunities for some municipalities, but these have to be tested against other infrastructure priorities within the community. There has been some anticipation in the municipal recreation sector of a provincial capital grants program dedicated to recreation facilities by the provincial government. However, this is not imminent or necessarily currently active.

The Ontario Trillium Foundation does provide capital grants for renewal of existing recreation facilities, but not for new facilities, within limited funding parameters. There are also other types of grants that can be secured for specialized components, such a New Horizons for seniors equipment and facilities, which has just received a new infusion of funds. However, these are highly targeted grants, generally for equipment and programs seniors centres.

The Ministry of Agricultural Food and Rural Affairs administers the Ontario Rural Plan, which was launched in November 2004. It administers the Rural Economic Development Fund which has invested \$5.2 million in thirteen projects since its inception. It also has the Ontario Tourism Strategy component for rural areas and a wide range of agriculturally-based initiatives. It supports strong people / strong economy and better health and liveable community initiatives. Some communities have secured funding for recreation / tourism projects.

Though senior government grants are challenging, most municipalities have been able to secure some grants through Infrastructure, Rural Investment, New Horizons or other programs. An initial figure of \$3 million is identified. It would be hoped that this figure could be substantially increased once more in depth applications and negotiations are undertaken.

Fundraising is a central part of any such facility development initiative. Some \$1.5 million has been identified for the Essex Arena expansion as a fundraising target. In light of the larger scale for this facility and Lakeshore being a larger municipality, \$5.0 million is identified on a preliminary basis.

Development Charges are extensively used by municipalities in Ontario to fund new recreation and library facilities. \$3.1 million has been identified as a possibility. This is based on municipal calculation involving \$465,000 for the library and \$2.88 million for the rest of the proposed complex. This number arises from the fact that there is a projected 35% population growth between 2007 and 2016. 90% of the need that is attributable to new population growth can be allocated to Development Charges depending on current service levels, which are low, resulting in the discounting of the eligible figures to 48% for the library and 13% for the arena.

The sale of existing assets could also be considered, such as some of the rural community centres and libraries that may no longer exist. Some \$500,000 has been shown from this perspective.

The total from the above discussed sources represents \$11.6 million, leaving a responsibility of \$13.4 million that the Town would likely debenture over a period of years.

This capital cost sourcing summary is preliminary at this time and would need extensive further negotiations with senior levels of government, a fundraising capital campaign cabinet, internal Town

policy decisions on Development Charges and future expansion of the sewage treatment plant and other strategic perspectives. Also, the role of partners such as the Windsor-Essex YMCA and the Town of Tecumseh would need to be considered in the capital funding strategy if they were to become involved.

3.9 Operating Costs

The operating costs considerations for such a complex are highly variable at this time. A complex of this nature operated totally by the Town, based on experience in other municipalities, would likely have a net operating cost to the municipality of approximately \$200,000 to \$400,000 per year based on:

- ▶ A twin pad arena operating at or nearly at a break even position.
- ▶ The community centre having an operating deficit of \$50,000 to \$100,000 offset by any fitness centre surplus.
- ▶ An aquatic centre net operating deficit of approximately \$100,000 to \$200,000 per year depending on the program model.

However, if a partnership was arranged, such as with the YMCA, to operate the aquatic centre and potentially the community / fitness centre, the complex may be able to reach more of a break even position depending on the nature of the negotiations with an organization that works off a membership and short-term course service delivery and financial model. This model exists in the Town of Goderich where the Y operates the arena, community centre, fitness centre and indoor pool with a very limited subsidy of less than \$50,000 a year from the municipality. The municipality also pays a larger fee to the YMCA to operate all the parks and other recreation facilities in the community.

3.10 Recommendations and Phasing

Based on the research, market demand, population size and growth projections, competitive assessments and related considerations, a feasible demand profile exists for the development of a future multi-use recreation complex in Lakeshore. The primary perspectives that support this initiative are as follows:

- ▶ The identified need for new, more contemporary and enhanced public library facilities.

- ▶ Market demand currently and population growth inputs, along with changing use patterns, requiring a minimum of one more ice pad and possibly a second one over the longer term.
- ▶ A population base that can support an indoor pool, particularly if a partnership with the Windsor-Essex YMCA or other operating partner could be developed in terms of a membership-based operation, as is emerging in other communities in Ontario.
- ▶ The need for flexible community centre space, that can provide specific opportunities for seniors, teens and arts and culture programming as emerged from the research for the Town’s Strategic Plan.
- ▶ A potential mix of capital funding sources that would allow the facility to be built without being totally dependent on a municipal-based debt investment.
- ▶ Annual operating cost investments of potentially \$200,000 to \$400,000 a year or less depending on partnership arrangements and an ability to market the facility.

Based on this research and analysis, the following recommendations are made:

1. **That the Town of Lakeshore actively pursue the possible development of a multi-use recreation centre to be fully developed by 2015.**
2. **That Phase 1 of the facility be opened between 2010 to 2012, with the following components:**
 - ▶ Indoor aquatic centre;
 - ▶ A minimum of a single ice pad or possibly developing the twin pad. If the full twin pad were constructed in this phase, the current Pad B could be established as an interim community centre;
 - ▶ Community / fitness centre components.

- 3. That Phase 2 of the project be operational by 2015, including:**
 - ▶ A Lakeshore branch library;
 - ▶ A second ice pad.
- 4. That the preferred site for the planning and development of this facility be on Town-owned property in conjunction with the Lakeshore Soccer Complex.**
- 5. That the Town negotiate with the Lakeshore Soccer Association for possible integration of their long-term facility objectives, plus the need to reconfigure the current soccer fields to allow the facility to front on Renaud Line.**
- 6. That a mix of capital funding sources be used to support the capital development of this facility, including a minimum community contribution of \$3.0 million.**
- 7. That the Town actively approach the Windsor-Essex YMCA and Town of Tecumseh as to possible operating and funding partners for the complex, the latter, in regards to only the aquatics component.**

The initial timing and phasing components in the recommendations recognizes that it will take several years to organize and implement a fundraising campaign, to initiate revenue flows from Development Charges, to determine the future possible impacts of the expansion of the sewage treatment plant, to negotiate agreements with possible operating and funding partners and to facilitate the overall design and other requirements to achieve this facility.

In this light, the project has been developed to evolve in two phases. The first phase addresses new service opportunities related to the need for additional ice time, the value of the aquatics centre and also the community / fitness centre, which can significantly augment the revenue flows into the aquatics centre. An alternative phasing approach would be to build the twin pad arena in Phase 1 and use Pad B at the current Belle River Arena as a community / fitness centre. This would better satisfy arena users and achieve improved arena financial operations but would separate the fitness centre from the aquatics centre, which would impact revenues generation depending on the service delivery model / partnership used for the aquatic and fitness centres.

The second phase would allow for the development of the Lakeshore Library branch, as well as a second ice pad. The second phase would be tied more directly with the future use of the Belle River Arena site.

Therefore, the overall goal, is that this facility would be developed in total over a ten-year or shorter period and would become the primary recreation, culture and leisure resource within the community.