

To: Community and Operations Services Committee

From: Ron Diskey, Commissioner,
Community and Operations Services Department

Report Number: CO-23-33

Date of Report: June 7, 2023

Date of Meeting: June 12, 2023

Subject: Parks, Recreation, Library and Culture Needs Assessment
(P.R.L.C.), Preliminary Indoor Facility Component Analysis for
the Future Northwest Community Centre

Ward: All Wards

File: 03-05

1.0 Purpose

The purpose of this report is to present the preliminary indoor component analysis for the Future Northwest Community Centre, as a part of the Parks, Recreation, Library and Culture Facility Needs Assessment (P.R.L.C.).

Attachment 1 – Preliminary Component Analysis for the Future Northwest Community Centre.

2.0 Recommendation

That the Community and Operations Services Committee recommend to City Council:

That CO-23-33 dated June 7, 2023 concerning the preliminary indoor facility component analysis for the future Northwest Community Centre be received as information.

3.0 Executive Summary

Not Applicable

4.0 Input From Other Sources

- Corporate Leadership Team
- Parks, Recreation, Library and Culture Facility Needs Assessment (P.R.L.C.) Steering Committee including staff from the following Departments and organizations:

- Community and Operations Services Department (Recreation Services, Operations Services)
- Safety and Facilities Services Department (Facilities Management Services, Parks Planning and Redevelopment)
- Corporate and Finance Services Department (Innovation and Transformation)
- Economic and Development Services Department (Business and Economic Development Services, Planning Services and Culture)
- Office of the CAO (Corporate Communications)
- Oshawa Public Libraries (OPL)
- Oshawa Senior Community Centres (OSCC55+)
- Monteith- Brown Planning Consultants Ltd.
- Feedback obtained through Community Engagement

5.0 Analysis

The first Parks, Recreation, Library and Culture Facility Needs Assessment (P.R.L.C.) was conducted in 2015 and since this time, the City has experienced significant growth in population and diversity. In November 2022, Monteith-Brown Planning Consultants were secured as the consultant to undertake the update to the P.R.L.C. Monteith- Brown have conducted several similar projects in the Province and Region, most notably for Oshawa, the Rotary Pool Feasibility Study and the initial P.R.L.C. in 2015. MJMA Architecture & Design and Ron Koudys Landscape Architects provided guidance as sub-contractors of Monteith- Brown.

The update to the P.R.L.C. will guide annual planning, capital investment and operational priorities for indoor and outdoor facilities in Oshawa over the next 10 years. Recommendations will focus on how existing facilities can better support the physical, social and mental health, inclusion and wellbeing of the Oshawa community as a whole. A specific component of this update to the P.R.L.C. has focused on the amenities to be included at the future Northwest Community Centre.

Staff has worked with Monteith- Brown to complete the project in three phases – Situational Analysis, Community Engagement and Draft/Final P.R.L.C. To date, the first two phases have been completed and the findings inform the component analysis for the future Northwest Community Centre.

5.1 Situational Analysis

The Situational Analysis Phase took place between November 2022 and January 2023 and undertook a review of existing plans, studies, a demographic profile, key trends and an inventory of all current facilities in the Parks, Recreation, Library and Culture sectors in Oshawa, including a review of facility and program utilization.

5.2 Community Engagement

The Community Engagement Phase took place January through March 2023 and included a comprehensive strategy to inform residents about the P.R.L.C. and to promote and encourage opportunities to provide feedback.

Components of this phase included:

- Feedback Form (in paper and online through ConnectOshawa);
- Community Partner Focus Groups (Indoor Sport and Recreation, Outdoor Recreation and Parks, Library, Diversity, Equity and Inclusion, Culture);
- City, Oshawa Public Libraries and OSCC55+ staff workshops;
- Agency Partner and Opinion Leader 1:1 interviews;
- Workshops with Oshawa Youth Council, OSCC55+ Member Council, Oshawa Public Libraries and OSCC55+ Boards;
- Presentations to the Accessibility and Community Equity, Diversity and Inclusion Committees and the Durham Region Aboriginal Advisory Circle;
- Interviews with City Council.

General themes from this phase of the project emphasized the high value that residents place on parks, recreation, library and culture facilities. Staff, partners and residents noted pride in existing facilities. Oshawa's population growth and diversification were noted as resulting in significant intensification in the central and north parts of the City creating pressures on existing services. General feedback on the future Northwest Community Centre noted that it should be a 'flagship' destination, progressive and modern, with 'next level' amenities, something residents can be proud of.

5.3 Component Analysis

The component analysis has been prepared to provide preliminary guidance to inform staff when moving into the detailed architectural design process of the future Northwest Community Centre. The analysis has been provided in advance of the Draft/Final P.R.L.C. and is not inclusive of City-wide recommendations. Highlights of the Component Analysis include:

- Confirmation of the need for a new community centre to support the growth related needs north of Conlin Road;
- Support of the site location at Thornton Road North and Britannia Avenue extension;
- Inclusion of multi-use/multi-generational/multi-seasonality amenities.

6.0 Financial Implications

There are no financial implications to this report. The component analysis will help inform the detailed architectural design process.

7.0 Relationship to the Oshawa Strategic Plan

This Report addresses the Oshawa Strategic Plan Goals of Accountable Leadership, Economic Prosperity and Financial Stewardship, and Social Equity.



Jim Naumovski, Director,
Recreation Services



Ron Diskey, Commissioner,
Community and Operations Services Department



City of Oshawa

Parks, Recreation, Library and Culture Facility Needs Assessment

Preliminary Future Northwest Community Centre Component Analysis

May 31, 2023

Prepared by:



Executive Summary

This Future Northwest Community Centre Component Analysis (“the Analysis”) has been prepared to provide preliminary guidance to inform the City of Oshawa’s detailed architectural design process. The Analysis is a sub-deliverable associated with the City of Oshawa Parks, Recreation, Library & Culture Facility Needs Assessment (“P.R.L.C. Assessment”) that is currently underway. This Analysis was advanced before fulsome City-wide facility assessments could be completed and tested with the community based on the P.R.L.C. Assessment’s original project schedule. Therefore, **any directions contained herein are considered preliminary and subject to revision** as ensuring work for the P.R.L.C. Assessment is carried over the Summer and Fall of 2023.

This Analysis confirms the need for a new community centre in order to accommodate the significant residential growth-related needs being directed north of Conlin Road through designated Part II Plans for Windfields, Columbus and Kedron communities. This Analysis supports the City’s site located at the northeast corner of the Thornton Road North and future Britannia Avenue extension, adjacent to the Windfields Community Park.

Based on a review of indoor facility needs for recreation, culture, and library space, the future northwest community centre should be designed as a multi-use, multi-generational and multi-seasonal destination. Facility components that should be included at the future northwest community centre include:

- **Indoor Aquatics Centre:** a 25-metre lane rectangular pool with a minimum of 8 lanes plus a separate leisure pool and separate therapeutic pool, designed with sport-friendly and age-friendly features in mind.
- **OSCC55+ Branch:** a 6,000 square foot branch dedicated to older adult programs and services to support the wide range of social, physical, arts and cultural, educational and other activities offered by OSCC55+.
- **Oshawa Public Libraries Branch:** a 20,000 square foot library branch to deliver the broad range of materials, equipment, programs and services being sought in modern library settings.
- **Triple Gymnasium:** a triple gym that is designed to an appropriate specification including adequate playout dimensions, ceiling heights and floor surfacing while reflecting the needs of City and OSCC55+ programs along with those of local sport organizations.
- **Fitness Centre:** a fitness centre with weight-training, group fitness studio and indoor walking/running track but also considers high intensity interval and functional training, on-demand technologies for self-directed participation, and other leading fitness industry trends as part of its design.

- **Synthetic Turf Field:** an indoor synthetic surface field designed to FIFA regulation size that further investigation will confirm whether is best provided within a permanent fieldhouse structure or using an air-supported structure (potentially installed on a seasonal basis atop an outdoor synthetic field).
- **Multi-Purpose Rooms:** for meetings, programs and gatherings that enable a flexible range of community uses.
- **Community Hall:** provide a hall with a capacity of up to 500 persons that enable large gatherings such as receptions, business functions, smaller-scale community performances, and programs delivered by the City, OSCC55+ and Oshawa Public Libraries. The Hall should be partitionable in order to maximize booking and programming flexibility.
- **Community Kitchen:** a kitchen capable of supporting culinary programs in support of food literacy, food security, social enterprise and use of the community hall among members of the public as well as those programs and events delivered by the City, OSCC55+ and Oshawa Public Libraries.
- **Arts & Cultural Considerations:** design facility components and common areas in a manner that enables the delivery of community-level arts and cultural programming by the City, OSCC55+ and Oshawa Public Libraries. Space for small-scale displays and exhibits, community gatherings and use of public art in interior and exterior areas should also be included.
- **Indigenous Communities:** engage an Indigenous consultant and Indigenous communities to inform the integration of indoor and outdoor spaces that are reflective of, and conducive to Indigenous communities including dedicated spaces.
- **Social Space:** modern community centres are also being used for non-programmed activities such as passive social gatherings, areas for personal relaxation and contemplation, or other activities that do not involve active participation in a sport or registered program. As such, considerations for passive seating, informal gathering and other spontaneous social pursuits should be considered throughout the community centre's common areas and individual components such as the OSCC55+ and library branches.
- **Equity, Diversity & Inclusion:** ensure principles of inclusivity are met including adherence to – or exceeding – standards and best practices pertaining to barrier-free accessibility, provision of space for neuro-diverse individuals, and quiet rooms for community centre staff and patrons.
- **General:** provide sufficient spaces for storage and those working in the community centre, and consider a flexible and functional facility layout.

- **Note about Outdoor Space:** although outdoor components were not specifically analyzed for this report – these assessments are presently underway as part of the broader PRLC Assessment process – it is reasonable to anticipate needs for sports fields, hard surface courts, splash pad, play structures, and public art at a minimum at the Windfields Community Park. Other amenities that will be explored include, but are not limited to, areas for outdoor skating, seating and shaded spaces for socialization, and community gatherings.

These components will need to be verified through architectural design to ensure that space exists on site to accommodate them along with vehicular parking and other servicing considerations. Capital cost estimates will also need to inform the City's ability to meet these stated needs within the funding envelope allocated to the future northwest community centre. In addition, feasibility of the community centre components will also need to be rationalized once outdoor facility needs are confirmed for the Windfields Community Park to ensure that the requisite space exists for the indoor and outdoor facility developments that are best directed to this site.

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Standard Limitations

This Future Northwest Community Centre Component Analysis was prepared by Monteith Brown Planning Consultants Ltd. ("Monteith Brown") and MJMA Architecture & Design ("MJMA") for the City of Oshawa. This report is based on information provided to Monteith Brown that has not been independently verified. The disclosure of any information contained in this report is the sole responsibility of the City of Oshawa.

The material in this report and all information relating to this activity reflect the Consultants' judgment in light of the information available to us at the time of preparation of this report. Any use which a third party makes of this Analysis, or any reliance on or decisions to be made based on it, are the responsibility of such third parties. Monteith Brown and MJMA accept no responsibility for damages, if any, suffered by a third party as a result of decisions made or actions based on this report.

1.0

Introduction

1.1 Project Context & Purpose

In the years that have passed since the City of Oshawa's first 2015 Parks, Recreation, Library and Culture Facility Needs Assessment (the "P.R.L.C. Assessment") was approved, the planning landscape has been dramatically altered with changes in provincial legislation that governs how municipalities acquire and fund growth-related community facilities along with immigration, migration and participation patterns resulting from the COVID-19 global pandemic and ensuing periods of global and economic uncertainty.

The 2023 P.R.L.C. Assessment will reflect recent events and re-engages the community to renew the vision guiding the City of Oshawa's parks, recreation, library and culture facilities. Its recommendations will aim to enhance the physical, social and mental health, inclusion and well-being of Oshawa residents. The new P.R.L.C. Assessment will provide information for decision-makers to align facility investments with current and anticipated market conditions, while supporting the City's strategic directions and priorities.

1.2 Intent of the Future Northwest Facility Analysis

In January 2022, the City of Oshawa formally announced the site for a future northwest community centre¹ and identified a number of facility components previously recommended through the 2015 P.R.L.C. Assessment. These included a number of recreational components along with branches for the Oshawa Senior Community Centres 55+ (OSCC55+) and Oshawa Public Libraries. The Terms of Reference for the 2023 P.R.L.C. Assessment requires recommendations specific to this future northwest community centre, reconfirming past directions based on factors influencing the City today and in the future.

The P.R.L.C. Assessment focuses on the needs of residents living throughout Oshawa. City-wide needs are typically established before localized analyses in specific communities. Shortly after the P.R.L.C. Assessment was initiated, the City set a target to open the future northwest community centre in 2026 which necessitates the undertaking of a separate detailed architectural design process while the P.R.L.C. Assessment planning process is ongoing. This Future Northwest Community Centre Component Analysis ("the Analysis") provides a high-level overview of the types of facility amenities that can inform initial stages of the detailed architectural design process.

Based on project timing, this Analysis was advanced before fulsome City-wide facility assessments was completed and tested with the public. **As a result, all findings contained**

¹ City of Oshawa. Northwest Oshawa to welcome future multi-use community centre. Released dated January 11, 2022. Accessed at <https://www.oshawa.ca>

in this Analysis should be considered to be preliminary and subject to revision based on ensuring work for the P.R.L.C. Assessment that will be completed over the Summer 2023.

Future Northwest Community Centre Site

The future northwest community centre will be integrated as part of the 13.2 hectare (33 acre) Windfields Community Park block. The Community Park consists of two contiguous parcels (Figure 1) situated along the Thornton Road North corridor at its northeast intersection with the future Britannia Avenue West extension, placing it between Winchester Road/Highway 407 to the north and Conlin Road to the south. The site is located outside of, but in proximity to the Windfields Part II Planning Area’s western boundary. Surrounding lands are zoned for Industrial, Agricultural and Open Space uses while there is a small residential subdivision on the west side of Thornton Road North.

Figure 1: Future Northwest Community Centre & Windfields Community Park Site



1.3 Approach to Component Validation

This Analysis focuses upon the growth-related needs of residential development areas north of Taunton Road. The methodology used to assess prospective facility components for the future northwest community centre is based on historical approaches and service levels guiding by the City of Oshawa while Monteith Brown Planning Consultants Ltd. utilizes a number of qualitative and quantitative inputs that support recommended facility components. Consistency with past methodologies used to make facility-based recommendations is helpful since the current Analysis is structured as a 'component validation exercise' that will either confirm or deviate from past facility directions. The assessment methodology for this Analysis, while rooted in many of the same approaches as the past, is more scoped based on the smaller subject geographic area compared to the City-wide assessments previously carried out.

Study Exclusions

The Analysis excludes topics relating to the parks system, outdoor recreation facilities, service delivery or programming assessments, policy development, analysis of operations and maintenance, or staffing needs. Other facility provision strategies such as third-party operated models, public-private partnerships, or other agreements, are beyond the scope of this Analysis. Further, this Analysis does not include capital cost and/or operating cost estimates.

Of note, parks and outdoor facility assessments will be carried out in May and June 2023 in accordance with the P.R.L.C. Assessment's original timing. Once finalized, outdoor space assessments will be considered as part of upcoming design exercises for the Windfields Community Park and the future northwest community centre.

1.4 Market Considerations

Population Estimates

Note that population-based service level analyses contained in this Analysis are based upon the most recent set of estimates and forecasts prepared by the Region of Durham, including its Official Plan growth allocations (Draft at time of writing):

- a year 2023 population estimate of 191,600 persons;² and
- forecasted populations of 219,990 persons by the year 2031, 257,950 persons by 2041 and 298,540 persons by 2051.³

Further, it bears noting that the future northwest community centre catchment will primarily serve areas to the north of Rossland Road; this would include the Columbus and Windfields Communities who will be home to sizeable populations based on their respective Part II Plans, as well as existing residential populations in the Northwood and Samac Communities. The Columbus Community is anticipated to accommodate a planned population of 23,400

² The Regional Municipality of Durham Information Report #2022-INFO-97: Monitoring of Growth Trends, File: D01-02-01, Attachment 3. December 2, 2022.

³ Region of Durham. February 2023. DRAFT Official Plan. p.11

persons⁴ while Windfields is planned to have a population of approximately 13,000 persons⁵ at build-out. As such, the future northwest community centre could ultimately contain 36,400 people within its geographic catchment, a portion of whom may be shared with the existing Delpark Homes Community Centre located at 1661 Harmony Road North.

Note about the Delpark Homes Community Centre

The Delpark Homes Community Centre's geographic catchment predominantly encompasses residential populations located south of Conlin Road, notably the Taunton and Kedron communities; however, a portion of the Windfields Part II Plan area would fall under the area served by Delpark Homes Community Centre. A review of utilization data, other metrics along with staff and community feedback specific to Delpark Homes Community Centre indicate that a number of its components are operating at or near capacity. As such, a sizeable share of the future residential growth planned north of the Conlin Road corridor will be relying on the future northwest community centre and community park for their recreation, library, arts and cultural, and park needs.

Note about the Future North Whitby Sports Complex

While the future northwest community centre is intended to serve Oshawa residents, it bears noting that the Town of Whitby has prepared architectural designs and is set to tender construction this year for a new community centre located immediately south of the Highway 407 and Regional Road 12 (Baldwin Road) interchange.

Whitby's new community centre is just 6 kilometres, or a 5-minute drive, from Oshawa's future northwest community centre site. Based on Whitby's architectural design concept, its new community centre is proposed to include the following components:

- Twin-pad arena with NHL regulation size ice pads;
- 25 metre, 10 lane pool with a separate leisure pool and upper-level viewing area;
- Double gymnasium with three-lane walking track;
- Program spaces for meetings, gatherings and arts and cultural activities; and
- A number of outdoor recreation facilities including a multi-use sports field, skateboard park and pumptrack, hard surface courts, and waterplay feature.⁶

While Whitby residents will have allocation or program priority for certain spaces (e.g. arenas and aquatics), it is recognized that certain Oshawa residents belong to Whitby-based organizations and access Whitby-based programs. The same is true for use of Oshawa facilities and programs by non-residents as there is a regional catchment for certain parks, recreation, library and culture activities. There will be a need to consider potential for service duplication in the context of resident-specific access policies that may (or may not) apply to certain facilities, programs and services offered by both municipalities.

⁴ City of Oshawa Planning Services estimate based on ongoing land budget update, noting figure is subject to change

⁵ City of Oshawa Official Plan, Section 8.6.1.4

⁶ Town of Whitby. Staff Report CMS 03-23. Final Design and Cost Estimate for the Whitby Sports Complex. February 27, 2023.

1.5 General Facility Design Considerations

A cursory scan of best practices in facility design along with input received during the P.R.L.C. Assessments carried out to date result in the following design and programming considerations being recommended to guide the future northwest community centre.

- **Inclusion** – the community centre is a place that is capable of welcoming any person regardless of their age, gender, exceptionality, economic or cultural background, religion or other social identity.
- **Commitment to Truth & Reconciliation** – the community centre should honour Indigenous Peoples and Indigenous history by reflecting the values embodied in their teachings and respect for the Land.
- **Environmental Leadership & Resiliency** – the community centre should set an environmentally progressive example and be developed with the latest low carbon and net zero ready standards including those established in the Durham Region Corporate Climate Change Action Plan.
- **Quality & Comfort** – the community centre should be built to last with building systems that prioritize comfort and encourage people to stay, as well as use of durable materials that can be readily maintained.
- **Mixed Uses & Multiple Services** – the community centre should be designed with the flexibility to deliver many recreational, cultural, educational and social experiences.
- **Site Maximization Potential** – with less parkland and fewer large park parcels being conveyed through development than in the past, the community centre and adjacent community park must be designed with a flexible and efficient layout if it is to address the full range of indoor and outdoor experiences that residents will require.
- **Placemaking** – the community centre should be a landmark that reinforces a sense of pride, contributes to the vibrancy of its surrounding neighbourhoods, contains spaces where people can gather, and honours the legacy of the Windfields Farm.

2.0

Recreational Component Analysis

2.1 City-Wide Supply of Indoor Recreation Facilities

Recreation Facility	Municipal Supply	Service Level	Location
Ice Pads	11 (9.6)	1 : 20,000	Delpark Homes Centre (4), Donevan Recreation Complex, Harman Park Arena (2)
City Allocated Rinks	7		<p><u>Notes:</u> The twin pad arenas at Campus Ice Centre and Tribute Communities Centre contribute the equivalent 1.6 ice pads and 1.0 ice pads, respectively, to the municipal supply under the terms of their shared operating agreements. The Children’s Arena dry floor and the privately owned Canlan Ice Sports twin pad arena are <u>excluded</u> from the supply.</p>
Third Party Allocated Rinks	4 (2.6)		
Indoor Aquatics	4	1 : 47,900	<p>Civic Recreation Complex, Delpark Homes Centre, Donevan Recreation Complex, South Oshawa Community Centre</p> <p><u>Note:</u> semi-public pools at the Durham Y.M.C.A. and Boys & Girls Club Durham are excluded from the supply.</p>
Indoor Turf	1	1 : 191,600	<p>Civic Recreation Complex Fieldhouse</p> <p><u>Note:</u> Ontario Tech University fieldhouse is not included</p>
Fitness Centres	3	1 : 63,900	Civic Recreation Complex, Delpark Homes Centre, South Oshawa Community Centre
Youth Rooms	2	1 : 95,800	Civic Recreation Complex, South Oshawa Community Centre
OSCC55+ Locations	5	1 : 38,300	Conant Branch, Delpark Homes Branch, John Street Branch, Northview Branch, General Sikorski Hall (temporary location)
Gymnasiums	3	1 : 63,900	Delpark Homes Centre, Northview Community Centre, South Oshawa Community Centre

2.2 Arena Analysis

The City of Oshawa owns and operates its arenas using three distinct models. These arenas provide 11 ice pads in total but in order to accurately reflect the capacity available for community users, the four ice pads managed by third party partners – which are subject to agreements with the City – apply an equivalency factor to discount periods not bookable for community use (due to event bookings, OHL requirements, varsity sports, and intramurals). The Tribute Communities Centre and Campus Ice Centre offer the equivalent capacity of 2.6 ice pads and result in **an effective supply of 9.6 ice pads in Oshawa being available for community use** for the purposes of the P.R.L.C. Assessments.

- **City-Owned & Operated** - Delpark Homes Centre (4 ice pads), Donevan Recreation Complex, and Harman Park Arena (2 ice pads)
- **City-Owned, Third Party Operated** – Tribute Communities Centre (2 ice pads)
- **Third Party Owned, Operated & Shared** – Campus Ice Centre (2 ice pads) where the City contributed capital to the original construction in exchange for defined periods of community access

Unlike the 2015 P.R.L.C. Assessment, Children’s Arena is no longer included in the municipal ice pad supply. Its ice plant was decommissioned in 2016 after the City demonstrated ice sport needs could be accommodated more efficiently at its other arenas; Children’s Arena is now dedicated to year-round dry-floor uses which provides a strong benefit for sports such as box lacrosse, ball hockey and roller derby. The privately owned and operated Canlan Ice Sports twin pad arena is not appropriate to include as part of the municipal supply due to different allocation and pricing philosophies but does alleviate pressures on the City’s arena system particularly for adult users.

Participation trends in ice sports across the GTA and the rest of the country continue to be influenced by immigration patterns, equipment and travel costs, and perceptions regarding player safety. 28% of P.R.L.C. Assessment Feedback Form respondents skated recreationally in the past 12 months while 13% reported playing an ice sport such as hockey, figure skating or ringette. Before the onset of COVID-19, there were 3,200 children and youth registered with Oshawa-based ice sport organizations in 2019. This registration is 400 participants fewer than recorded in 2013 and the current 2022/23 season has recovered approximately 75% of pre-pandemic registrations.

There were 10,000 hours booked across the seven City-operated ice pads in 2019 which is lower than historical averages which were in the range of 10,500 to 11,000 hours. This resulted in 82% of all prime time hours being rented or programmed which means capacity exists within the arena system. Combined with fewer reported player/skater registrations, lower prime time utilization suggest pressures on the arena system are waning outside of the most sought hours (typically weekdays between 6pm and 9pm). Of note, arenas were closed due to COVID-19 for a portion of 2022 but were back to 75% of the pre-pandemic usage by the end of that year.

Oshawa's supply of 9.6 equivalent ice pads resulted in one ice pad per 333 child and youth ice sport participants based on 2019 registrations, which is more favourable than the one ice pad per 400 to 500 minor participants typically accommodated in other municipal arena systems. The level of service remains similar to the City's provision level in 2014 when the last P.R.L.C. Assessment was prepared.

To provide an indication of future need, the P.R.L.C. Assessment continues to apply a service level target of one ice pad per 500 affiliated children and youth participants. Assuming that registrations among local ice sport groups fully recover to pre-pandemic rates, the City could expect to have 4,000 minor participants by the year 2031 that in turn would require a supply of 8 ice pads. This suggests that the City will continue to have capacity to accommodate growth-related demands and would in fact have a surplus of 1.6 ice pads.

Notwithstanding this projected surplus, the City should retain the same number of ice pads for at least the next 5 years until the arena analysis is updated through the next P.R.L.C. Assessment cycle. This will provide flexibility to respond to post-pandemic participation trends, continue to offer a degree of convenience to local users, provide the City with flexibility to deliver its own ice programs such as learn to skate and public skates, and adjust to any changes that may affect the amount of community use available through the Tribute Communities Centre and Campus Ice Centre. It is worth reiterating that the Town of Whitby's short-term plans to open a new twin pad arena just 5 minutes from Oshawa's future northwest community centre reduces pressures on the City of Oshawa to build the same, at least in the short to medium term as Whitby's new arena can be expected to service a regional-level catchment that encompasses a portion of north Oshawa.

Implications for the Future Northwest Community Centre

No arena component is recommended for the future northwest community centre at this time. Future architectural designs should plan for long-term expansion potential in the event that a future construction phase is required to address growth-related needs beyond the current P.R.L.C. Assessment's planning period.

2.3 Indoor Aquatics Analysis

The City of Oshawa operates four indoor aquatic centres, each of which offers a slightly different aquatic experience through their respective designs and in turn influences how the City programs them or how conducive they are for aquatic sports. The indoor aquatic centres are well distributed across Oshawa as people living in most residential areas can reach one of the City's indoor pools with a 15 minute drive. The P.R.L.C. Assessment's feedback form revealed strong interest in recreational swimming – it was the third most popular activity – while three out of four respondents prioritized investments in indoor pools ranking fourth. The Oshawa Aquatic Club attended consultations and requested additional times for training and facility design amenities conducive to competitive swimming.

Delpark Homes Community Centre is the only indoor aquatic centre presently serving areas north of the Adelaide Avenue corridor. By serving a number of established neighbourhoods and rapidly growing areas in the north, the Delpark Homes indoor aquatic centre is under

significant pressure for aquatic programs. In 2019, this aquatic centre accommodated 8,100 of the 14,300 (57%) of all registered aquatic program participants in Oshawa and had waiting lists totalling almost 700 participants. Delpark Homes' had nearly 2,000 more aquatic program registrants in 2019 compared to 2011 registrations, with the majority of Oshawa's new aquatic program growth being directed to this aquatic centre over that period. Even with 2022's pandemic-impacted months in 2022, Delpark Homes' indoor aquatic centre recovered 94% of its pre-COVID-19 registrations and continues to be the City's most popular pool through which Oshawa residents access aquatic programs.

The City of Oshawa is presently servicing its population at a rate of one per 47,900 with its four indoor aquatic centres but without further investment that service level will decrease to one per 55,000 by the year 2031 and further amplify the pressure being placed on the entire aquatic system. The City targets one indoor aquatic centre per 40,000 – a service level consistent with GTA benchmarks that target one per 35,000 to 50,000 – which would result in a deficit of nearly one full aquatic centre at present time. In fact, there would be a need for the equivalent capacity provided by 5.5 indoor aquatic centres based on the year 2031 population projection using the targeted rate of service.

The rate of population growth lends support to the inclusion of a new indoor aquatic centre as part of the future northwest community centre. Given the degree of growth projected in the northwest beyond 2031, a slightly larger design template should be integrated whereby the indoor aquatic centre contains a 25 metre pool with a minimum of 8 lanes (this would be supported by aquatic sports clubs that contributed feedback for the P.R.L.C. Assessment). A separate leisure pool and a separate therapeutic tank, designed to allow barrier-free entry, should also be included that can be programmed for warmer water activities, the latter of which would be a strong benefit for the city's burgeoning older adult population and users of the OSCC55+ branch also being recommended as part of the future community centre. As a slightly larger pool, there is strong merit in incorporating selected sport-friendly features that considers adequate pool depths, on-deck space, and storage that is conducive for use by swim and/or diving clubs, water polo, and underwater sports.

With the Town of Whitby planning to open a similar indoor aquatic centre minutes from Oshawa's future northwest community centre, there is merit in engaging that municipality to determine if there is interest in joint development of an indoor aquatic centre that could service both municipalities. While joint-municipal models are uncommon for these types of facilities, rapid population growth, a finite land base, escalating construction and asset lifecycle costs along with operating costs are a challenge shared by Whitby and Oshawa. A partnership agreement could result in a larger aquatic centre template that benefits both municipalities, their aquatic sports clubs, and the public at large. That being said, Whitby is well advanced in its community centre timeline and may be past the point where it can realistically enter into partnership conversations with others.

Implications for the Future Northwest Community Centre

Include a 25-metre lane rectangular pool with a minimum of 8 lanes as part of the future northwest community centre plus a separate leisure/therapeutic pool, designed with sport-friendly and age-friendly accessibility features in mind.

2.4 Gymnasium Analysis

The City of Oshawa owns and directly operates gymnasiums at Delpark Homes Community Centre and Northview Community Centre, though the latter is shared with OSCC55+ and the Boys & Girls Club of Durham, the latter of whom receives a set number of hours to deliver its own programs. The City has reciprocal agreements with Durham District School Board for use of gymnasiums that are co-located between the South Oshawa Community Centre and G.L. Roberts Collegiate school. The OSCC55+ Conant Street Branch's gymnasium is shared with the Community Health Centre.

With 10,000 hours booked at the City's gymnasiums for programs and community rentals in 2019, usage rates nearly tripled compared to 2014. Consultations with user groups, as well as City and OSCC55+ staff, indicate difficulties in accessing the hours being sought for rentals and programming. Increased usage is being driven by gyms at Delpark Homes Community Centre and Northview Community Centre where bookings have doubled and tripled, respectively, between 2014 and 2019; with about 2,000 more hours also being used at the South Oshawa Community Centre gyms over the same period, demand is increasing across the entire city.

The P.R.L.C. Assessment Feedback Form did not suggest a strong desire for gymnasiums and focus groups were not attended by gymnasium sport representatives. That said, gymnasium space is a critical component for program delivery of both the City and OSCC55+ as it is flexible to deliver passive and active activities ranging from cards to sports (e.g. pickleball, badminton, basketball and volleyball). As stated in the 2015 P.R.L.C. Assessment, it is best practice to include a gymnasium as part of any new community centre development and as such should be included as part of the future northwest community centre.

Growth-related needs for municipal programs alone will generate the need for one new gymnasium as Oshawa grows to nearly 220,000 persons by 2031, not to mention the need to accommodate gym sport users. To maximize program flexibility and allow use for sports such as basketball and volleyball, a triple gymnasium specification should be incorporated in the future northwest community centre design. A triple gymnasium is preferred based on:

- The fact that this gymnasium will likely be serving upwards of 36,000 persons living in the Columbus and Windfield Part II Plans at their collective build-outs (and as the City as a whole moves towards a population of 300,000 by 2051);
- The Delpark Homes Community Centre gym is essentially at capacity and cannot be expected to meaningfully accommodate additional growth-related demands from new residential developments north of Taunton Road;
- The City, OSCC55+ and gym sport organizations each require sufficient space during daytime and evening hours to keep pace with program needs; and
- Further to the point above and also stated in Section 2.7, many OSCC55+ members are seeking evening program times - due to work or caregiving commitments - which places them in competition with others for prime time gym programs and rentals (i.e. older adults can no longer be expected to solely use daytime hours).

It is imperative that the new gymnasium be designed to an appropriate size and design specification. The design of the gymnasium should allow for sufficient playout distance to the structural walls, have an appropriate ceiling height, and preferably use a sprung-wood flooring system. Amenities such as a scoreboard, spectator viewing and generous storage would significantly improve the user experience and functionality of the space.

Implications for the Future Northwest Community Centre

Include a triple gymnasium at the future northwest community centre that is designed to an appropriate specification including adequate playout dimensions, ceiling heights and floor surfacing.

2.5 Fitness Space Analysis

The City of Oshawa operates fitness centres at the Civic Recreation Complex, Delpark Homes Centre and South Oshawa Community Centre. Each of the three fitness centres contains cardio and weight-training equipment along with aerobics studios that offer floor-based programs. There is also an aerobics studio at Donevan Recreation Complex (but no equipment-based fitness centre). The City delivers most of its fitness programs at these community centres along with modest offerings at the Arts Resource Centre and Boot Camps at Stone Street Park. OSCC55+ also delivers a robust range of fitness programs for their older adult members through their branches and in outdoor settings as well while Oshawa Public Libraries also offers limited wellness programs such as meditation and educational seminars focused on lifelong health.

Co-locating fitness centres and studios has reinforced City community centres and OSCC55+ branches as holistic wellness hubs where fitness programs and equipment complement activities offered in gymnasiums, pools, and program rooms. While the fitness market is saturated with private sector and quasi-public operators (the Durham Y.M.C.A. is an example of the latter), the City differentiate its fitness product by co-locating complementary recreation facilities. Oshawa was an early adopter of integrating equipment-based fitness centres into its recreation facilities, something that has become a prevailing trend among many municipalities that have built community centres. Municipal fitness centres typically operate at or close to a revenue-neutral basis and can offset other community centre components that cannot be expected to recover their costs (e.g. pools and arenas).

There are no generally accepted service level targets for municipal fitness centres based on population. Market economics, segmentation and saturation guides private sector decisions as to whether they invest in equipment-based fitness centres; however, most municipalities view fitness studios for group programs as a core level of service while others construct fitness centres based on the wellness philosophy described above. Municipal fitness centres are in a more competitive environment as the private sector is now entrenched in the low-cost/discount membership market that used to be dominated by municipalities and the Y.M.C.A.

Participation in fitness programs, weight training and running for fitness ranged from 20% to 26% among Feedback Form respondents. Support for more investments in indoor tracks and

fitness centres ranked tenth and eleventh, respectively. A few organizations – largely representing field sports and arena sports - that attended P.R.L.C. Assessment focus groups spoke of fitness spaces adding secondary benefits for dry-land training. The 3,000 registered fitness program participants in 2019 continues a declining trend dating back to the 2014; however, the City’s fitness membership sales remained strong prior to COVID-19 and in fact peaked at 10,500 memberships sold in 2019. This may suggest that while there is increasing competition in the local fitness market, people still see value in the City’s fitness offerings.

Oshawa has always been ahead of the curve in terms of municipally-delivered fitness experiences – both indoors and outdoors – and there is strong rationale to include a training club and group fitness studio at the future northwest community centre. These fitness spaces will complement the aquatic centre, gymnasium and OSCC55+ branches being recommended there while also leveraging an established organizational infrastructure that will generate operational economies of scale in fitness program planning and delivery. Inclusion of an indoor track is also recommended to reinforce opportunities for passive year-round physical activity and/or dry-land training for local sports groups.

Building on the City’s history of innovating its fitness services, there is an opportunity to reflect leading industry trends when it designs the new fitness centre. For example, providing functional forms of fitness - such High Intensity Interval Training and TRX – can be achieved through exercise equipment as well providing a strip of synthetic turf to push weighted sleds and more. Incorporation of technology is another leading trend through self-directed, on-demand classes using a drop-down screen with a virtual instructor and/or use of a fitness app that can enable outdoor fitness options within the Community Park or on the indoor track; technology will require appropriate digital infrastructure to be in place such as cabling, hardware, and strong Wi-Fi.

Implications for the Future Northwest Community Centre

Include a fitness centre, group fitness studio with a sprung wood floor, and indoor track at the future northwest community centre. Consider emerging trends in the fitness industry such as high intensity and functional training, use of on-demand technologies and other best practices to provide a meaningful fitness experience.

2.6 Indoor Sports Field Analysis

The Civic Recreation Complex is home to Oshawa's premier indoor turf fieldhouse, providing an international FIFA regulation size synthetic turf field that can be divided into four smaller fields to allow for separate but simultaneous bookings when full or half field configurations are not required. Ontario Tech University also has its own fieldhouse which is understood to largely be used for its own programs but has limited public availability (and as such is not included in the municipal supply of indoor fields). Field sport users contributing to the P.R.L.C. Assessment's focus groups – including representatives from ball, cricket and soccer – expressed support for additional artificial turf fields to be provided in indoor and outdoor settings. Feedback Form responses did not indicate a high participation rate in field sports nor did fields rank as a high priority.

Indoor artificial turf facilities have become prevalent in communities with populations over 50,000 and those with robust soccer programs; with the indoor turf market well established, it is not uncommon to find multiple indoor fields in mid-size and large municipalities. While soccer tends to be the primary user of indoor turf, other field sports such as baseball and softball, cricket, football and rugby, field lacrosse, field hockey and Ultimate Frisbee are increasingly seeking out indoor field times. This results in strong and well-rounded utilization profiles for these facilities which combined with typically higher rates of cost recovery makes a strong business case for investment in these facilities.

The equivalent of 5,000 quarter field hours were used at the Civic Fieldhouse in 2019 which is 10% higher than 2017 (comparisons to prior years was not possible due to a change in the City's definition of prime time); as of 2022, bookings had returned to 70% of pre-pandemic levels noting there were government-mandated closures that affected use during a period of the facility's peak season. While 2019 bookings amount to a field utilization rate of 68%, achieving 100% capacity usage cannot be reasonably expected as there are periods when half or quarter field bookings prevent bookings from taking place on the rest of the field.

With the Windfields Community Park likely to include a sports field component simply due to the limited land base available for such facilities in the future, there is merit in including an indoor field in order to:

- alleviate prime time pressures on the Civic Fieldhouse;
- reinforce the future northwest community centre / Windfields Community Park site as a year-round sports field destination;
- improve geographic distribution of indoor turf in Oshawa;
- provide flexibility for the City to meet demands as it grows towards a population of 220,000 by 2031; and
- capture a portion of the regional indoor turf market by virtue of the site's proximity to the Highway 407 corridor.

Provided that space exists at the site, the indoor field should be designed to FIFA regulation (i.e. 100 metres by 70 metres) as has been done at the Civic Fieldhouse to maximize programming and rental flexibility. The City has two options to integrate the indoor field whereby it could either provide a permanent fieldhouse as it has done at the Civic Recreation Complex or construct an air-supported structure (i.e. a bubble/dome). An indoor field housed within a permanent structure could serve as a potential back-up for users during periods of inclement weather when outdoor fields cannot be used while an air-supported structure, if designed in a seasonal manner that allows for its temporary removal during the spring/summer months, would allow for an outdoor artificial turf option during the summer playing season and alleviate pressures on the City's outdoor rectangular field supply.

Implications for the Future Northwest Community Centre

Include a full-size FIFA regulation size indoor turf field at the future northwest community centre site. The feasibility of a permanent or air-supported structure should be determined after architectural and detailed costing analyses have been carried out.

2.7 OSCC55+ Space

There are presently four OSCC55+ branches distributed across Oshawa plus one temporary location in the northwest at General Sikorski Polish Veterans Hall that will be in place until a permanent branch is constructed in north Oshawa. These five branches in total offer strong distribution across Oshawa which is critical since transportation mobility and accessibility is a central factor influencing the ability for certain segments of the older adult population to be engaged in physical and social activities (noting OSCC55+ also offers its own transportation service). In addition, the City's community centres and Oshawa Public Libraries branches offer amenities and programs that supplement those offered by the OSCC55+.

The 2021 Census recorded 53,000 people living in the City as being 55 years of age or over, meaning that more than one out of every five Oshawa residents are older adults. The City's older adult population has increased by over 12,000 people since 2011 or 30%. It can be expected that the older adult population will continue to attain strong rates of growth in line with national aging trends but also the fact that Oshawa's new residential growth areas appear to be attracting older adults (including those living in multi-generational households) as well as younger populations based on anecdotal information received through conversations with City Planners, School Board representatives and others.

P.R.L.C. Assessment consultations indicate that OSCC55+ services are highly valued by Oshawa's older adults and seniors, as well as others that appreciate the importance of having leisure experiences at all ages. Certain organizations participating in focus groups – particularly those serving underrepresented populations and older adult clientele noted the value of having OSCC55+ available to supplement services offered by other community providers while 21% of Feedback Form respondents or members of their household made use of OSCC55+ programs in the past 12 months.

OSCC55+ had 7,300 members in 2019 but was significantly impacted by COVID-19 as seniors are a particularly vulnerable to the virus and membership is slow to rebound (4,000

members had returned by the end of 2022). Assuming that OSCC55+ captures a similar percentage of the older adult market as it did prior to the pandemic, it could have upwards of 9,000 members by 2031. As such, there is a need for additional space and programming in northwest Oshawa that is supportive of healthy aging.

As discussed throughout this Analysis, there are a number of facilities being recommended at the future northwest community centre that will benefit Oshawa's older adults such as the indoor aquatics centre (with a potential therapeutic component), library branch, gymnasium and fitness centre. Co-locating an OSCC55+ branch at the future northwest community centre would provide a highly beneficial and synergistic service to the burgeoning older adult population and reinforce the site as a multi-generational destination where older adults of varying interests and abilities have a place to remain active and connected.

An OSCC55+ branch at the future northwest community centre would also create operational efficiencies and cross-programming potential, however, facilities such as the indoor aquatic centre and gymnasium (as examples) will need to be designed to be large enough or allocated in such a way that OSCC55+ can access them alongside other users. Today, many older adults are working past retirement age or caring for others which precludes them from participation during the traditional daytime hours associated with seniors; there are more older adults looking to participate during the evenings which creates competition for the same times as other municipal or community programs delivered to other age groups, which in turn reinforces the need for adequate space and times if OSCC55+ programs are to be successful.

The new branch should contain a congregate dining cafeteria for gathering and would allow OSCC55+ to access provincial funding as a community support service for seniors. Discussions with the OSCC55+ Board and staff also suggest that a new branch in the northwest is an opportunity to further innovate the types of experiences provided to the City's older adults. OSCC55+ and the City of Oshawa are well regarded across Ontario in their approach to serving their older adults; there is a sentiment that a new OSCC55+ branch can continue to be a progressive leader and expand programs if provided to community centre amenities such as kitchens, group fitness studios, technology, etc. As such, cooperation between OSCC55+, Recreation Services and Oshawa Public Libraries will be key to effective use of the space and delivery of services.

To maximize program delivery potential and an ability to accommodate continued growth in the older adult age cohort beyond 2031, the OSCC55+ branch should ideally provide a minimum of 6,000 square feet of dedicated space; by comparison, the existing Delpark Homes and Conant Street Branches are between 5,500 and 5,800 square feet excluding the gymnasiums. Upon the opening of the new community centre branch, it is understood that the temporary location at General Sikorski Hall will be closed.

Implications for the Future Northwest Community Centre

Include a OSCC55+ Branch at the future northwest community centre with a minimum of 6,000 square feet dedicated to older adult programs and services. The Branch should be designed to support the wide range of social, physical, arts and cultural, educational and other activities offered by OSCC55+.

2.8 Program & Meeting Room Analysis

The City, Oshawa Public Libraries and OSCC55+ utilize multi-purpose rooms for meetings and programs at all of their facilities. The co-location of multi-purpose spaces with other recreation, library and cultural amenities is a common facility template used in comparable communities to facilitate cross programming opportunities, while achieving economies of scale and operating efficiencies.

While there is no data to suggest rental opportunities are constrained across Oshawa, provision of multi-purpose rooms is best practice when constructing major municipal facilities. These rooms do not generally add a considerable capital or annual operating cost in relation to other major community centre components, and will augment the geographic distribution of space by servicing populations in new residential areas where no such facilities presently exist. As such, their inclusion in the future northwest community centre is recommended.

Rooms should be designed both intentionally and flexibility to maximize their use. For example, certain rooms may be equipped with technology to allow for meetings, presentations and even business use while adding a sink into other rooms can increase its programmability for arts. Durable but forgiving flooring can allow for meetings but also for certain fitness programs to occur if and when required. As discussed in Section 4 of this Analysis, multi-purpose rooms can be designed or equipped to enable arts and cultural activities.

Implications for the Future Northwest Community Centre

Include multi-purpose rooms for meetings, programs and gatherings at the future northwest community centre that enable a flexible range of community recreation, arts and cultural, and library uses. These rooms should be supported with sufficient storage space.

3.0

Library Component Analysis

3.1 Library Space in Oshawa

Oshawa Public Libraries operates four library branches, two of which are stand-alone buildings, one branch is integrated within a multi-use community centre, and one is located in a retail plaza. The collective Gross Floor Area (G.F.A.) of the four libraries is 94,000 square feet, resulting in a City-wide average of 0.5 square feet per capita based on a year 2023 population estimate of 191,600. With the substantial population growth in Oshawa since the last P.R.L.C. Assessment in 2015 and no expansions to the physical supply of library space, the Oshawa Public Libraries service level has not been able to keep up and the overall rate of library space in Oshawa has decreased by 0.1 square feet per capita in the past eight years.

3.2 Feedback from Consultations

The P.R.L.C. Assessment's Feedback Form revealed strong use and a high value placed on Oshawa Public Libraries with four out of every five respondents making use of its services in the past 12 months (or regularly prior to the pandemic). Top reasons for use were to visit a library branch, borrow library materials, or access the Library's online resources. Focus groups and opinion leader interviews also reinforced the role of the Library in advancing community knowledge, nurturing the creative sector, being a safe and empathetic place for underrepresented and vulnerable populations, as well as being a destination to access a broad range of community programs, services and supports. Among Feedback Form respondents reporting a barrier to their use of Oshawa Public Libraries, branches being located too far away was the third-most reported reason.

3.3 Comparison to Mid-Size Library Systems

In relation to library systems across Ontario serving populations between 100,000 to 250,000, Oshawa Public Libraries:

- supply of 4 physical library branches is below the average of 6 branches in mid-size municipalities (after excluding three geographically large rural library systems, however, Oshawa's average is similar to urban systems);
- provides 20% more library space than the benchmark average of 79,051 square feet as measured by gross floor area which ranks it sixth in terms of total library space among the other 17 mid-size systems; and
- provides 7% less square footage per capita than the average with other systems ranging between 0.4 and 0.9 square feet per capita.⁷

⁷ Ontario Public Library Statistics

3.4 Library Space Assessment

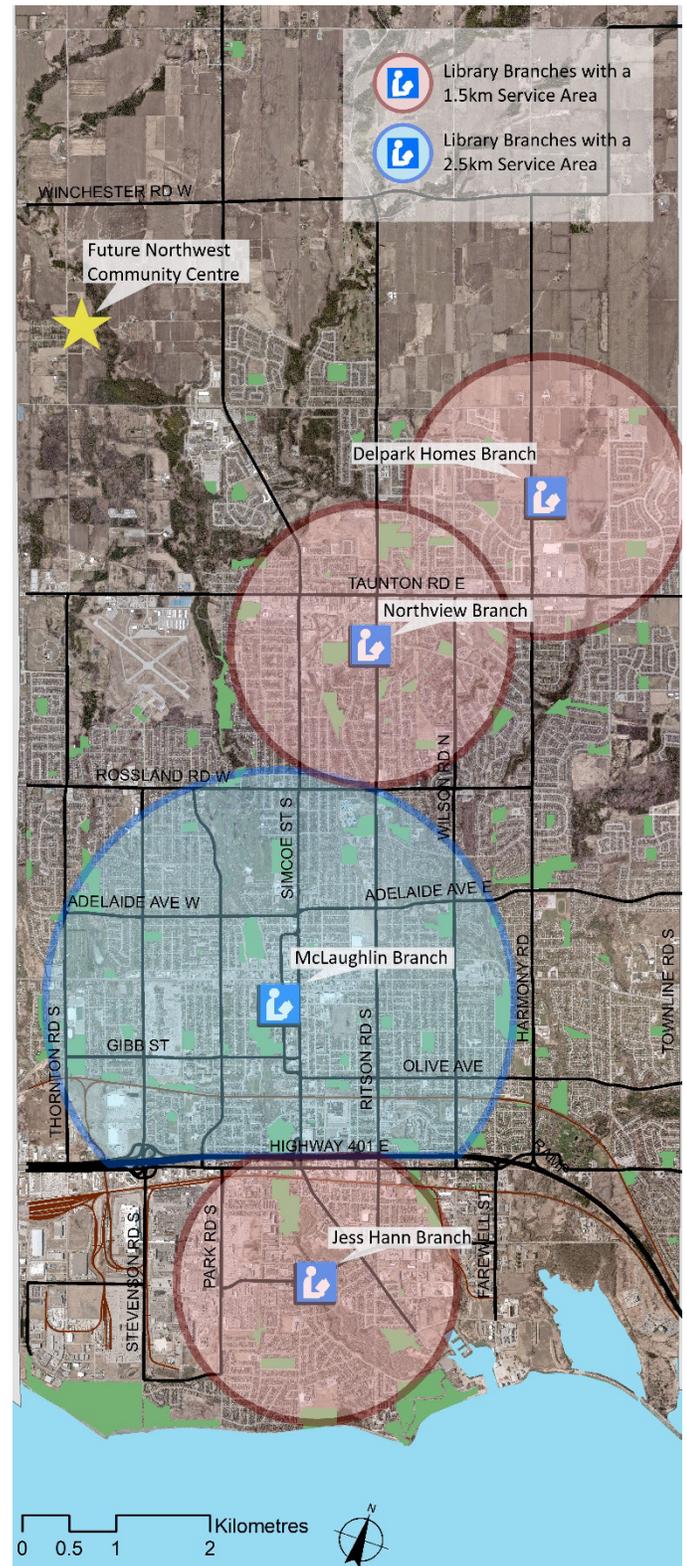
Oshawa Public Libraries’ space needs are calculated based on 0.6 square feet per capita based on the level of service historically provided by the Library. A service level of 0.6 square feet per capita is consistent with guidelines advanced by the Administrators of Rural-Urban Public Libraries of Ontario and in alignment with targets set by a number of G.T.A. public library systems. As previously noted, Oshawa Public Libraries’ service level has slipped by 0.1 square feet per capita given the degree of population growth in the city since 2015 and now stands at 0.5 square feet per capita.

Based on Oshawa’s year 2031 population forecast, approximately 132,000 square feet of library space will be required across the City at that time. This would require 38,000 square feet to be added over the next 8 years in order for Oshawa Public Libraries to deliver the broad range of collections, materials, programs and other services being sought through physical library space. Looking at anticipated build-out populations of 36,400 persons collectively between the Columbus and Windfields Part II Plan areas, a long-range total of 21,840 square feet would be required to serve these two communities alone.

The Delpark Homes Community Centre library branch is 10,000 square feet but primarily serves the Kedron and Taunton communities – in addition to a portion of other established neighbourhoods which results in considerable pressures being placed on this library at present time. It would be difficult to expect the Delpark Homes library to be able to meet future growth-related needs based on its current size and configuration.

Spatial distribution of Oshawa Public Libraries branches illustrated in Figure 2 shows a sizeable geographic gap northwest of the Taunton Road and Simcoe Street where new residential subdivisions are being developed in the Windfields and Columbus communities, as well as certain established neighbourhoods in Samac.

Figure 2: Distribution of Oshawa Public Libraries Branches



As such, there is considerable need for additional library space in Oshawa’s northwest and supports the inclusion of a library branch as part of the future northwest community centre. It is acknowledged that a library branch here will be a drive-to destination since the community centre falls outside of the Windfields and Columbus Part II Plan areas and land use designations immediately surrounding the site are primarily non-residential. That said, the operational and cross-programming efficiencies to be gained – combined with the fact that the City/Library would not have to purchase new lands in the Part II Plan areas – results in a recommendation to co-locate an Oshawa Public Libraries branch at the future northwest community centre.

In line with progressive library designs, at a minimum space should be allocated for:

- library collections and materials, including those reflective of Oshawa’s Indigenous and multicultural communities as well as “The Library of Things”;
- adequate seating;
- individual study and group collaboration;
- a makerspace and other areas through which to access technology;
- multi-purpose rooms as recommended in Section 2.8 that are conducive to the programs and events offered by Oshawa Public Libraries (e.g. storytimes and early childhood literacy, STEAM, author readings, etc.);
- a community kitchen as recommended in Section 4.3 of this Analysis;
- appropriate back-of-house needs for staffing and storage; and
- an outdoor garden and/or activity space to enable enjoyment of the outdoors and ability to deliver programs (e.g. the Library’s gardening programs)

Given that the library branch could be serving upwards of 36,000 persons, it is recommended that the future library contains a total gross floor area of 20,000 square feet. The square footage could be adjusted depending upon access to other community centre components such as multi-purpose program rooms, food and concessions, computer labs, etc. that have the potential to be shared with the OSC55+, Recreation Division and Culture Division.

Implications for the Future Northwest Community Centre

Include a 20,000 square foot library branch for at the future northwest community centre that allows Oshawa Public Libraries to deliver the broad range of services being sought in modern libraries. At a minimum, it is recommended that space be assigned to library collections, programs, study and collaboration activities, a makerspace, sufficient back-of-house areas and outdoor garden.

4.0

Arts & Culture Component Analysis

4.1 Arts & Culture Space in Oshawa

The City of Oshawa owns arts and culture facilities that are either directly operated by the City or are managed by City-funded external agencies. These facilities include the Arts Resource Centre, Oshawa Museum, Robert McLaughlin Gallery, and Parkwood Estate.

The City is in the midst of preparing an Oshawa Cultural Hub Feasibility Study focused on enhancement and prospective redevelopment options for the Arts Resource Centre. Potential design concepts being explored by that Study's Consultant include:

- a) renovating the existing building;
- b) renovating the building and creating a small addition; and
- c) renovating the building and creating multiple additions.

4.2 Feedback from Consultations

Residents and community groups offering input for P.R.L.C. Assessments to date are looking for places to gather and connect with each other through festivals or special events such as Canada Day, multicultural gatherings or art shows. More than half of Feedback Form households attended festivals, special events, concerts or live theatre in the past 12 months. Many conversations with the community centred on benefits that the arts and cultural sector contributes to the City of Oshawa's vibrancy, placemaking, economic development and creative potential.

Offering free to low-cost experiences to the public and artists was discussed by way of making indoor and outdoor spaces available for gatherings, exhibitions, shows, and programs. Barriers to participation in the arts among Feedback Form responses pointed to a lack of awareness about what is available in Oshawa along with concerns about cost and free time. Certain consultations suggested that the City can play a role by incorporating spaces in the built environment to showcase contributions of the local arts and cultural community, and enable access to programming. Consultations also touched on the fact that successful arts and cultural models are those that involve multiple partners including artists, community organizations and others operating in the community including municipalities.

4.3 Arts & Culture Space Assessment

The 2015 P.R.L.C. Assessment recommended positioning the Arts Resource Centre as the premier destination for arts and cultural programming in Oshawa. Assuming that the City implements enhancement of that facility, there would not be a need to replicate a similar type of space at the future northwest community centre. Instead, the focus in the northwest should be oriented to providing supportive environments conducive to community gatherings as well as the arts and cultural programs being delivered through the City, OSCC55+ and Oshawa Public Libraries.

Community Hall

The future northwest community centre should include a hall with a capacity of up to 500 persons to facilitate community gatherings and events. Such a hall would also be useable for OSCC55+ and Oshawa Public Libraries' events along with receptions, business functions, small conferences, ethnocultural functions, etc. If designed with acoustics in mind, the hall could potentially host smaller-scale musical or theatrical performances (noting that fixed seating is not envisioned in this space). The hall should have a wall partition/divider to enable smaller gatherings and programs that do not require the entire space.

Community Kitchen

The future northwest community centre should contain a community kitchen which would not only allow for catering and food preparation in support of hall rentals but also be used by others in the building. For example, OSCC55+ could use a kitchen in support of meal programs, while the City and Oshawa Public Libraries could deliver culinary programs that support food literacy and food security (possibly in partnership with the local hospitality industry). A community kitchen can also support cultural initiatives as it could be used as a food incubator or social enterprise, while many of the City's growing ethnocultural populations view food as integral part of coming together.

Display Space

Conversations with representatives of the local visual arts community indicated that a lack of affordable space to display their art is a significant barrier that not only prevents artists from showcasing their work but also does not expose the broader public to the creative arts. While purpose-built exhibition facilities such as the Robert McLaughlin Gallery, Oshawa Museum and a potentially enhanced Arts Resource Centre can address some of the needs for exhibition space, community centres can also carve out spaces through which artefacts or smaller-scale exhibits can be displayed. Display areas can be worked into the design of common areas and/or furniture that showcase the work of local artists. For example, community centres can:

- dedicate wall space to paintings or photographs;
- build display cases to hold smaller items;
- incorporate small nooks to hold certain exhibits;

- use furniture such as the top of library shelving to display content such as items created in the recommended makerspace or works created offsite; and
- integrating appropriate lighting in support of areas dedicated to displays.

Incorporating Flexibility for Arts & Cultural Uses

Building on the spirit of collaboration and integration between various individuals and entities that exist in the arts and cultural system, components included in the rest of the future northwest community centre can be adapted in a manner that is conducive to arts and culture:

- Designing the makerspace recommended in Section 3.4 to support digital and multimedia arts by providing “traditional” equipment such as 3D printers, vinyl cutters, and sewing machines as well as studios for sound recording/music production and video creation/editing.
- Installing sinks and storage in multipurpose rooms to enable activities such as painting and crafts, but potentially also providing dedicated arts and crafts room(s) that could support OSCC55+ and City-led recreational arts programs.

Public Art & Outdoor Areas

Incorporating public art inside and outside the community centre and in the rest of the Windfields Community Park will also reinforce the site as a place for art and culture. While outdoor amenities will be explored through upcoming phases of the P.R.L.C. Assessment, there is a case to consider amenities within the Windfields Community Park such as a festival/event area, a small amphitheatre, as well as integration of a “Storywalk” that can blend synergies between Oshawa Public Libraries, the City, and local artists. Honouring the history and legacy of the Windfields Farm should also be explored.

Implications for the Future Northwest Community Centre

The northwest community centre should be designed in a manner that enables community-level arts and cultural programming to be delivered through spaces operated by the City, OSCC55+ and Oshawa Public Libraries. Inclusion of a community hall capable of accommodating up to 500 persons and a community kitchen is recommended along with common areas in the building that can display the works of artists and feature public art.

4.4 Indigenous Communities

The design and development of the future northwest community centre is an opportunity to move to a deeply embedded commitment to working with Indigenous communities. Approximately 5,300 Oshawa residents identified as Indigenous (First Nations, Métis and Inuk) through the 2021 Census, representing slightly more than 3% of the population, but there are also Indigenous Peoples that live outside of the City or on Indigenous territories that make use of services in Oshawa. As learning and gathering places, settler community centres can foster exploration of Canada's pre-colonial past and enrich our outlook with the deep knowledge that comes from seeking diverse views and alternative understandings.

To promote awareness and understanding of Indigenous communities, the dedicated physical space can be designed to reflect design elements found in Indigenous communities. Considering built community centres "as part of the land" on which they are situated is a design principle long embodied by Indigenous communities but is also congruent with current principles of environmental sustainability. Within the built space, the future northwest community centre is a place to showcase Indigenous art and integrate Indigenous materials into library collections in recognition of the role that these peoples have played in the development of the country as well as to promote principles of Truth and Reconciliation. The maker space recommended in Section 3.4 of this Report presents an opportunity to create video or audio recordings of oral traditions if equipped with audio and/or video production equipment.

The future community centre should include places for Indigenous communities to smudge along with other ceremonial practices which at a minimum should consider appropriate ventilation systems and windows, orientation of the building and its entrances, and interconnections between various building components. Similarly, the adjacent Community Park can be designed to reflect the connection to the land by using native species plantings to incorporating built elements such as sacred fires and space conducive to sharing circles.

It bears noting that some consultations have been held with Indigenous representatives through the P.R.L.C. Assessment process to date, including a presentation to the Durham Region Aboriginal Advisory Circle. However, there is more that will need to be done and thus targeted consultations with Indigenous communities is recommended to be part of the future community centre's architectural design process. Best practices are also pointing to engagement of Indigenous architects, landscape architects, interior designers and other consultants to inform the space programme for new community facilities that wish to meaningfully act on principles of Reconciliation.

Implications for the Future Northwest Community Centre

The future northwest community centre should engage an Indigenous designer and/or consultant to ensure appropriate integration of spaces that are reflective of, and conducive to Indigenous Communities. In addition, Indigenous communities should be consulted as part of the community centre design process to help inform the types of dedicated spaces, amenities and design considerations.

5.0

Recommended Facility Components

5.1 Preliminary Design Guidance

This Future Northwest Community Centre Component Analysis has been prepared to provide preliminary guidance to inform the City of Oshawa’s detailed architectural design process that is planned for the third quarter of 2023. This Analysis was advanced before fulsome City-wide facility assessments could be completed and tested with the community and thus preliminary directions contained herein are subject to revisions and adjustments as ensuring work for the P.R.L.C. Assessment is completed over the Summer and Fall of 2023.

First and foremost, the Analysis confirms the need for a new community centre in order to accommodate the significant residential growth-related needs being directed north of Conlin Road through designated Part II Plans for Windfields, Columbus and Kedron communities. This Analysis supports the City’s site located at the northeast corner of the Thornton Road North and future Britannia Avenue extension, adjacent to the Windfields Community Park.

Based on a review of indoor facility needs for recreation, culture, and library space, the future northwest community centre should be designed as a multi-use, multi-generational and multi-seasonal destination. Facility components that should be included at the future northwest community centre include:

- **Indoor Aquatics Centre:** a 25-metre lane rectangular pool with a minimum of 8 lanes plus a separate leisure/therapeutic pool, designed with sport-friendly and age-friendly features in mind.
- **Triple Gymnasium:** a triple gym that is designed to an appropriate specification including adequate playout dimensions, ceiling heights and floor surfacing while reflecting the needs of City and OSCC55+ programs along with those of local sport organizations.
- **Fitness Centre:** a training club with weight-training, group fitness studio and indoor walking/running track but also considers high intensity interval and functional training, on-demand technologies for self-directed participation, and other leading fitness industry trends as part of its design.
- **Synthetic Turf Field:** a FIFA regulation size synthetic surface field that further investigation will confirm whether is best provided using an air-supported structure – potentially installed on a seasonal basis atop an outdoor synthetic field – or within a permanent fieldhouse structure.
- **OSCC55+ Branch:** a 6,000 square foot branch dedicated to older adult programs and services to support the wide range of social, physical, arts and cultural, educational and other activities offered by OSCC55+.

- **Oshawa Public Libraries Branch:** a 20,000 square foot library branch to deliver the broad range of materials, equipment, programs and services being sought in modern library settings.
- **Indigenous Communities:** engage an Indigenous consultant and Indigenous communities to inform the integration of indoor and outdoor spaces that are reflective of, and conducive to Indigenous communities including dedicated space.
- **Multi-Purpose Rooms:** for meetings, programs and gatherings that enable a flexible range of community uses.
- **Community Hall:** provide a hall with a capacity of up to 500 persons that enable large gatherings such as receptions, business functions, smaller-scale community performances, and programs delivered by the City, OSCC55+ and Oshawa Public Libraries. The Hall should be partitionable in order to maximize booking and programming flexibility.
- **Community Kitchen:** a kitchen capable of supporting culinary programs in support of food literacy, food security, social enterprise and use of the community hall among members of the public as well as those programs and events delivered by the City, OSCC55+ and Oshawa Public Libraries.
- **Arts & Cultural Considerations:** design facility components and common areas in a manner that enables the delivery of community-level arts and cultural programming by the City, OSCC55+ and Oshawa Public Libraries. Space for small-scale displays and exhibits, community gatherings and use of public art in interior and exterior areas should also be included.
- **Social Space:** modern community centres are also being used for non-programmed activities such as passive social gatherings, areas for personal relaxation and contemplation, or other activities that do not involve active participation in a sport or registered program. As such, considerations for passive seating, informal gathering and other spontaneous social pursuits should be considered throughout the community centre's common areas and individual components such as the OSCC55+ and library branches.
- **Equity, Diversity & Inclusion:** ensure principles of inclusivity are met including adherence to – or exceeding – standards and best practices pertaining to barrier-free accessibility, provision of space for neuro-diverse individuals, and quiet rooms (e.g. for prayer, breastfeeding, personal reflection, etc.) for community centre staff and patrons.
- **General:** provide sufficient spaces for storage and those working in the community centre, and consider a flexible and functional facility layout.

These components will need to be verified through architectural design to ensure that space exists on site to accommodate them along with vehicular parking and other servicing considerations. Capital cost estimates will also need to inform the City's ability to meet these

stated needs within the funding envelope allocated to the future northwest community centre. In addition, feasibility of the community centre components will also need to be rationalized once outdoor facility needs are confirmed for the Windfields Community Park to ensure that the requisite space exists for the indoor and outdoor facility developments that are best directed to this site.

5.2 Next Steps

The findings of this Analysis are scheduled to be presented to the Community and Operations Services Committee in June 2023. It is expected that City Council will provide staff with direction to proceed with the next stages of the future northwest community centre design.

Concurrently, the planning process for the P.R.L.C. Assessment will continue with the following notable tasks remaining to be completed in the months ahead:

- build upon needs assessments contained in this Analysis but with a City-wide focus along with initiating parks and outdoor assessments in 2023 Q2 and Q3;
- presentation of the Draft P.R.L.C. Assessment to the Community and Operations Services Committee and City Council in early to mid 2023 Q4;
- in-person public open houses to test the Draft P.R.L.C. Assessment with the community; and
- presentation of the Final P.R.L.C. Assessment to City Council, the OSCC55+ Board and the Oshawa Public Libraries Board in late 2023 Q4.