



## Community and Infrastructure Services Committee Agenda

Monday, June 16, 2025, 3:00 p.m. - 4:00 p.m.

Council Chambers - Hybrid

City of Kitchener

200 King Street W, Kitchener, ON N2G 4G7

People interested in participating in this meeting can register online using the delegation registration form at [www.kitchener.ca/delegation](http://www.kitchener.ca/delegation) or via email at [delegation@kitchener.ca](mailto:delegation@kitchener.ca). Please refer to the delegation section on the agenda below for registration in-person and electronic participation deadlines. Written comments received will be circulated prior to the meeting and will form part of the public record.

The meeting live-stream and archived videos are available at [www.kitchener.ca/watchnow](http://www.kitchener.ca/watchnow).

\*Accessible formats and communication supports are available upon request. If you require assistance to take part in a city meeting or event, please call 519-741-2345 or TTY 1-866-969-9994.\*

Chair: Councillor M. Johnston

Vice-Chair: Councillor D. Schnider

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### Pages

#### 1. Commencement

The Community and Infrastructure Services Committee will begin immediately following the Finance and Corporate Services Committee meeting at approximately 3:00 p.m.

#### 2. Disclosure of Pecuniary Interest and the General Nature Thereof

*Members of Council and members of the City's local boards/committees are required to file a written statement when they have a conflict of interest. If a conflict is declared, please visit [www.kitchener.ca/conflict](http://www.kitchener.ca/conflict) to submit your written form.*

### 3. Consent Items

*The following matters are considered not to require debate and should be approved by one motion in accordance with the recommendation contained in each staff report. A majority vote is required to discuss any report listed as under this section.*

3.1	Noise Exemption - KW Oktoberfest - Various Locations, CSD-2025-197	3
3.2	Noise Exemption - Holy Trinity Serbian Church, 700 Fischer Hallman Road, CSD-2025-273	6
3.3	Reallocation of Capital Funding for Festival of Neighbourhoods, CSD-2025-261	9
3.4	2025 Chapter 660 (Plumbing and Drainage) Update, INS-2025-070	12

### 4. Delegations

*Pursuant to Council's Procedural By-law, delegations are permitted to address the Committee for a maximum of five (5) minutes. All Delegations where possible are encouraged to register prior to the start of the meeting. For Delegates who are attending in-person, registration is permitted up to the start of the meeting. Delegates who are interested in attending virtually must register by 1:00 p.m. on June 16, 2025, in order to participate electronically.*

4.1 None at this time.

### 5. Discussion Items

5.1	Kitchener Indoor Recreation Complex Operating Model, CSD-2025-250 (Staff will provide a 5-minute presentation on this matter.)	30 m	24
5.2	Rockway Centre Redevelopment Update, CSD-2025-246 (Staff will provide a 5-minute presentation on this matter.)  (Materials were circulated under separate cover on Wednesday, June 11, 2025.)	30 m	34

### 6. Information Items

6.1	Automated Speed Enforcement Update, DSD-2025-270	57
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### 7. Adjournment

Marilyn Mills  
Committee Coordinator

# Staff Report



Community Services Department

[www.kitchener.ca](http://www.kitchener.ca)

**REPORT TO:** Community and Infrastructure Services Committee

**DATE OF MEETING:** June 16, 2025

**SUBMITTED BY:** Gloria MacNeil, Director of Enforcement, 519-783-8516

**PREPARED BY:** Gloria MacNeil, Director of Enforcement, 519-783-8516

**WARD(S) INVOLVED:** All

**DATE OF REPORT:** May 30, 2025

**REPORT NO.:** CSD-2025-197

**SUBJECT:** Noise Exemption – KW Oktoberfest Inc.

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## RECOMMENDATION:

That an exemption to Chapter 450 (Noise) of the City of Kitchener Municipal Code be granted to K-W Oktoberfest Inc. for a series of events being held at various clubs between September 26 through October 18, 2025, as outlined in the letter from K-W Oktoberfest Inc., dated April 11, 2025 attached to Report CSD-2025-197

## REPORT HIGHLIGHTS:

- The purpose of this report is to seek a blanket noise exemption for K-W Oktoberfest which will be held at various club locations throughout the city.
- Oktoberfest celebrations will take place over a three-week span from September 26 thru October 18, 2025
- This report supports the delivery of core services.

## BACKGROUND:

K-W Oktoberfest Inc. is requesting an exemption to Chapter 450 (Noise) of the City's Municipal Code for a series of Oktoberfest events being held during the 2025 Oktoberfest festivities. A copy of their request is attached.

## REPORT:

The number of noise complaints relating to these events over the past several years has been minimal. Typically, there appears to be a large degree of acceptance by City residents to these events, given their vast popularity and broad community benefits. The level of cooperation that staff has received from event organizers has been positive.

## STRATEGIC PLAN ALIGNMENT:

This report supports the delivery of core services.

## FINANCIAL IMPLICATIONS: N/A

\*\*\* This information is available in accessible formats upon request. \*\*\*  
Please call 519-741-2345 or TTY 1-866-969-9994 for assistance.

**COMMUNITY ENGAGEMENT:**

Oktoberfest events are widely advertised throughout the entire community.

**APPROVED BY:** Michael May, DCAO

**ATTACHMENTS:**

Attachment A – Request Letter from K-W Oktoberfest Inc.

April 11, 2025

City of Kitchener  
PO Box 1118, 200 King Street West  
Kitchener, ON  
N2G 4G7

**ATTENTION:** Gloria MacNeil, Director of Enforcement

**SUBJECT:** Blanket Noise By-Law Exemption

As per our request for the 2025 Festival, we are herewith requesting a blanket exemption from the Municipal By Law governing noise for the duration of Kitchener-Waterloo Oktoberfest which officially runs from September 26 to October 18, 2025.

K-W Oktoberfest has been designated an event of “municipal significance” and as such would respectfully request a little latitude in the enforcement of municipal law on certain days involving a limited number of festival facilities. This is our best guess at what the schedule may look like for this upcoming Festival:

Alpine Club (Habsburg Haus), 464 Maple Avenue  
Bingemans, 425 Bingemans Centre Drive

Concordia Club, 429 Ottawa St.  
Schwaben Club, 50 Scheifele Place  
Willkommen Platz in downtown Kitchener

Oct 10, 11, 13, 15, 17, 18  
Sept. 26, 27 & Oct. 3, 4, 10  
TBC: Sept. 25, 28 and Oct. 2, 5, 9, 12  
Oct. 10, 11, 12, 13, 14, 15, 16, 17, 18  
Sept. 27 and Oct. 3, 4, 5, 10, 11, 12, 17, 18  
October 10, 11, 12

We trust that this request will meet with the approval of the Council of the City of Kitchener and that we will be advised of this consideration accordingly.

Respectfully,  
K-W OKTOBERFEST INC.



Tracy Van Kalsbeek  
Executive Director

**REPORT TO:** Community and Infrastructure Services Committee

**DATE OF MEETING:** June 16, 2025

**SUBMITTED BY:** Gloria MacNeil, Director of Enforcement, 519-783-8516

**PREPARED BY:** Gloria MacNeil, Director of Enforcement, 519-783-8516

**WARD(S) INVOLVED:** Ward 6

**DATE OF REPORT:** May 30, 2025

**REPORT NO.:** CSD-2025-273

**SUBJECT:** Noise Exemption – Holy Trinity Serbian Church – 700 Fischer Hallman Road – August 30 and 31, 2025

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## **RECOMMENDATION:**

That an exemption to Chapter 450 (Noise) of the City of Kitchener Municipal Code be granted to the Holy Trinity Serbian Orthodox Church at 700 Fischer Hallman Road, for their annual BBQ and Bull Roast to be held on August 30 and 31, 2025 between the hours of 11am and 10pm.

## **REPORT HIGHLIGHTS:**

- The purpose of this report is to seek a noise exemption for the Holy Trinity Serbian Orthodox Church which will be hosting their annual BBQ and Bull Roast.
- The annual festival will take place on August 30 and 31, 2025 from 11am – 10pm.

## **BACKGROUND:**

The Holy Trinity Serbian Orthodox Church located at 700 Fischer Hallman Road will be holding their annual BBQ and Bull Roast and are requesting a noise exemption as they have done in previous years.

## **REPORT:**

The Serbian BBQ and Bull Roast is an annual festival that has taken place for several years. The event is open to the community and will include traditional food and entertainment such as Serbian music and folklore dancing outdoors.

Staff report receiving two complaints during the festival last year, although a noise exemption was in place, church representatives worked with staff to reduce the noise. Church representatives have worked to address concerns about noise which were previously raised by nearby residents and for the past several years have been distributing a notice to the adjacent residential neighbourhood, which advises of the event. Church representatives will be delivering notices again this year, it is their intent to engage the neighbourhood to participate in the festival.

Attached is a copy of the information they intend to distribute throughout the neighbourhood this year.

**STRATEGIC PLAN ALIGNMENT:**

This report supports the delivery of core services.

**FINANCIAL IMPLICATIONS:** N/A

**COMMUNITY ENGAGEMENT:**

The event organizers will be communicating the event to the community in advance of the event, they will also be distributing the attached letter to the surrounding neighbours.

**APPROVED BY:** Michael May, DCAO

**ATTACHMENTS:**

Attachment A – Event notice for surrounding residents



SERBIAN ORTHODOX CHURCH  
HOLY TRINITY DIOCESE OF CANADA  
700 Fischer Hallman Rd  
Kitchener, ON N2E 1L7  
519-570-1230

June 30, 2025

Dear Neighbours,

The Church Board is writing on behalf of the Holy Trinity Serbian Orthodox Church Community to invite you to our annual Church BBQ and Bull Roast which will take place this summer. The Church is planning its annual event on August 30<sup>th</sup> and August 31<sup>st</sup> 2025. This is an outdoor event which will run from 11:00am to 10:00pm. We have been in contact with the City of Kitchener and will make efforts mitigate the noise as much as possible.

This event includes traditional Serbian music, dance and food. We will be selling food such as spit roasted bull, pig and lamb as well as some desserts. There will also be refreshments and games for all ages.

We are thankful for your ongoing support of our Church and the events that we run.

Please join us this Labour Day Weekend for food and fun!

Gratefully yours,

Holy Trinity Serbian Orthodox Church



**REPORT TO:** Community and Infrastructure Services Committee

**DATE OF MEETING:** June 16, 2025

**SUBMITTED BY:** Mark Hildebrand, Director, Neighbourhood Programs and Services,  
519-783-8583

**PREPARED BY:** Josh Joseph, Manager, Neighbourhood Development Office,  
519-783- 8200  
Kelsey McLaren, Project Manager, Design & Construction (NDO),  
519-783-8579

**WARD(S) INVOLVED:** All

**DATE OF REPORT:** May 23, 2025

**REPORT NO.:** CSD-2025-261

**SUBJECT:** Reallocation of Capital Funding for Festival of Neighbourhoods

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## **RECOMMENDATION:**

**That the City's annual Capital Budget allocation of \$40,000 for Festival of Neighbourhoods, be redirected to increase the City's support of resident-led neighbourhood initiatives through the LoveMyHood Grant.**

## **REPORT HIGHLIGHTS:**

- The overall purpose of this report is to recommend the reallocation of \$40,000 in annual capital funding—previously awarded through the Festival of Neighbourhoods (FON)—to the City of Kitchener's LoveMyHood Grant program. FON partners are aware of this report, and agree with staff's recommendation.
- This recommendation follows a strategic shift by FON away from neighbourhood capacity building, including the capital improvement grants, towards a new focus on supporting neighbourhood connectors as builders of the social infrastructure.
- As a valuable tool for encouraging community participation, placemaking, and neighbourhood cohesion, staff suggest that the FON grant can continue to support this work through the LoveMyHood Grant.
- Over the last 3 years, the LoveMyHood Grant program has seen almost \$1.1M in funding requests, surpassing the available allocated amount of \$550,000. Eligible grant requests are consistently exceeding available funding amounts.
- This report supports the increased delivery of resident-led neighbourhood initiatives through the existing LoveMyHood Grant program.

## **BACKGROUND:**

The Festival of Neighbourhoods (FON) was established in 1994 with the goal of encouraging Kitchener residents to host inclusive events—such as picnics, potlucks, and street parties—

that welcomed all neighbours within a local area. The festival's early founders recognized the value of celebrating everyday community spirit, often overlooked in traditional civic recognition, and sought to “celebrate the ordinary” across Kitchener’s diverse neighbourhoods. A collaborative initiative between John MacDonald Architect, the Social Development Centre Waterloo Region (SDC), and the City of Kitchener, FON provided practical resources, public recognition, and capital grants of up to \$20,000 to neighbourhoods that organized inclusive gatherings. Over the past three decades, FON has served as a vehicle for building social capital and fostering community bonds through informal, grassroots engagement.

## **REPORT:**

In 2024, the Festival of Neighbourhoods marked its 30th anniversary, offering an opportunity to reflect on the program’s evolution and its long-standing role in cultivating neighbour-to-neighbour connections throughout the city. In their 2024 Tier 1 Grant application, FON proposed a shift away from traditional outreach and event-based supports, opting instead to suggest and undertake a year-long research initiative focused on exploring broader social trends and their implications for community-building in Kitchener. A comprehensive report outlining the findings of this research, accompanied by a staff report, is anticipated in Q3/Q4 of 2025.

Preliminary recommendations from the FON research include a proposed redefinition of the program’s mission—from a focus on supporting specific neighbourhood-led initiatives to a broader emphasis on individual capacity building of neighbourhood connectors. In alignment with this shift, FON has recommended the discontinuation of the annual \$40,000 in Neighbourhood Capital Improvement Grants, which have traditionally been awarded at the October Finale Celebration. These grants—two \$20,000 awards—were distributed by random draw to neighbourhoods that had hosted and registered qualifying gatherings and were present at the celebration. The funds supported physical infrastructure improvements, often serving as a visible symbol of community participation and pride. Completion of these projects in the past has proved challenging, given that neighbourhoods do not need a project idea to qualify for or receive the grant funding. Residents have expressed frustration with this process, and the resulting timelines for implementation, leaving awarded funding sometimes unspent for several years.

The recommendation to sunset the FON capital grants also acknowledges the ongoing success of the City’s LoveMyHood Matching Grant (LMHMG) program, which supports resident-led initiatives citywide. Eligible grant requests in recent years have continued to surpass available funding with almost \$1.1M being requested over the past 3 years, exceeding an available amount of \$550,000. Since its adoption in 2017, LoveMyHood has encouraged residents to take the lead in shaping their communities, with the City acting as a supportive partner. The LMHMG, administered by the Neighbourhood Development Office (NDO), offers matching funding for new resident-led projects and serves as a one-stop point of contact to guide groups through internal approvals and city processes. Through the award of over 200 resident-led grants, the LMHMG has seen over \$1M in funding distributed towards supporting over 160 new resident groups.

Given the alignment between the original intent of the FON capital grants and the success of LoveMyHood in enabling resident-driven infrastructure improvements, staff recommend that the \$40,000 traditionally allocated to FON capital awards be reallocated to the LMHMG

program. This transition will preserve support of the original grant for grassroots capital projects while aligning with the City's broader strategy of empowering residents to lead change in their neighbourhoods through LoveMyHood.

#### **STRATEGIC PLAN ALIGNMENT:**

This report supports the delivery of core services.

#### **FINANCIAL IMPLICATIONS:**

The proposed reallocation of the \$40,000 annual capital budget from the Festival of Neighbourhoods to the LoveMyHood Matching Grant program is cost-neutral and does not require any additional funding.

This funding shift maintains the City's existing investment in community-led capital projects, aligning it with, and enhancing the impact of the LoveMyHood program, which continues to experience high demand, with eligible requests exceeding available funding each year.

By consolidating capital support under the LoveMyHood framework, the City can leverage the administrative infrastructure and technical expertise of the Neighbourhood Development Office to efficiently and effectively deliver grassroots infrastructure improvements citywide.

#### **COMMUNITY ENGAGEMENT:**

INFORM – This report has been posted to the City's website with the agenda in advance of the council / committee meeting.

CONSULT – This report has been shared with Festival of Neighbourhoods in advance of the council / committee meeting for awareness and alignment.

#### **PREVIOUS REPORTS/AUTHORITIES:**

There are no previous reports/authorities related to this matter.

**APPROVED BY:** Michael May, DCAO

**ATTACHMENTS:** N/A

# Staff Report



Infrastructure Services Department

[www.kitchener.ca](http://www.kitchener.ca)

**REPORT TO:** Community and Infrastructure Services Committee

**DATE OF MEETING:** June 16, 2025

**SUBMITTED BY:** Bu Lam, Director of Sanitary and Stormwater Utilities (SSU), 519-783-8835  
Mike Seiling, Director of Building, 519-783-8252

**PREPARED BY:** Marko Kasunic, Manager, Maintenance & Operations (SSU), 519-783-8833  
Robert Schipper, Manager of Building, 519-783-8251

**WARD(S) INVOLVED:** All Wards

**DATE OF REPORT:** June 2, 2025

**REPORT NO.:** INS-2025-070

**SUBJECT:** Amendments to Municipal Code – Chapter 660, Plumbing & Drainage

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## RECOMMENDATION:

That Chapter 660 of the Corporation of the City of Kitchener Municipal Code regarding Plumbing and Drainage be repealed and replaced with the updated By-law attached to report No. INS-2025-070.

## REPORT HIGHLIGHTS:

- The purpose of this report is to advise on the need for an update to Municipal Code, Chapter 660, Plumbing & Drainage.
- The current by-law lacks clarity on who is responsible for maintaining private-side sanitary infrastructure when blockages occur (e.g., from tree roots).
- The update to Municipal Code, Chapter 660, Plumbing & Drainage will clarify the responsibility of private property owners and/or the City as it pertains to maintenance and repair of sanitary infrastructure, and will reflect current practices.
- The updated by-law also updates outdated language and removes duplicated sections that now appear in the Ontario Building Code (OBC) following recent regulatory changes.
- This report supports the delivery of core services.
- There are no financial impacts associated with the recommendations.

## BACKGROUND:

A staff review of the City of Kitchener's Municipal Code, Chapter 660, Plumbing & Drainage identified a number of provisions of the code that were out of date; i.e. regulation changes

\*\*\* This information is available in accessible formats upon request. \*\*\*  
Please call 519-741-2345 or TTY 1-866-969-9994 for assistance.

duplicated within the Ontario Building Code (OBC), as well as sections that required updating and alignment with current practices.

For clarity, the Chapter 660 - Plumbing & Drainage by-law is specific to water, sanitary and storm drainage requirements. The Chapter 660 – Plumbing & Drainage by-law does not address final lot grading drainage, which are addressed through Site Plan and Subdivision processes administered through Engineering and/or Building.

## **REPORT:**

Sanitary and Stormwater Utilities (SSU) provides services to residents in response to sanitary blockages, which typically relate to sewage back-ups in residential basements. While the impact of a sewage back-up may be confined to private-property, it may be the result of a blockage in either a private-side pipe or from a City-owned pipe. When SSU responds to these types of service calls, crews will work to clear the blockage and will use a CCTV camera to help determine the cause of the blockage as well as inspect pipes for defects, both within the privately-owned and city-owned (i.e., road allowance) portions of the sanitary pipe. CCTV video footage helps pinpoint the exact location of the defect, which helps determine the responsible party for any repairs and associated costs.

There are many reasons why a sanitary blockage may occur, including resulting from tree roots that have entered via cracks or joints in the pipe. Root intrusion is most commonly found in older pipes, as pipes near the end of their useful service life often begin to degrade and crack. Roots are commonly mistaken as being the cause of pipe defects (i.e., creating cracks), when in fact, roots do not create pipe defects but rather penetrate through existing pipe defects.

The current by-law (Municipal Code – Chapter 660, Plumbing & Drainage) indicates that the City will be responsible for removing blockages and any costs related to tree roots when the tree is on City property, whereas the private property owner is responsible for any costs involved in clearing blockages resulting from tree roots where the tree is on private property. The by-law further states that the property owner is responsible for ensuring their private-side pipe is in good repair and be responsible for the maintenance and repair costs of the private-side lateral. These sections of the by-law are contradictory and confusing and do not clearly and consistently assign responsibility for pipe defects, root intrusion, and/or repair and maintenance costs. The lack of clarity in the by-law may cause residents to assume that the City is responsible for the cost of the private-side pipe repair, or result in residents delaying their pipe repairs as they believe the City will perform maintenance on their private pipe on an ongoing basis.

In consultation with City Arborists, Engineers and Solicitors, as well as aligning to current practice at the City of Kitchener and similar practices in other municipalities, the proposed changes to the by-law will simplify language and make private property owners responsible for repairs and maintenance of private-side sanitary pipes. This distinction clearly assigns responsibility to private property owners to assume the costs of removing blockages, including those caused by tree roots entering pipes on private property, as the location of a tree and its roots has no bearing on the creation of a pipe blockage, but rather it is the state of the pipe (i.e., pipe defects) that are the cause of roots entering the pipe. Similarly, the by-law change will clearly assign responsibility to the City to remove and pay for any blockages caused by tree

roots or other materials that occur due to a pipe defect on the non-private side (i.e., City road allowance).

This change to the by-law will improve customer service as updated language in Chapter 660 now clearly defines the responsibilities of private property owners and the City in relation to blockages in sanitary pipes, including those from tree root intrusion, and reflects current practice.

The Building Division also participated in the review of the existing Municipal Code – Chapter 660, Plumbing & Drainage because many of the requirements therein are also contained in the Ontario Building Code. This duplication has been removed in the updated by-law, along with updates to City contact information. A summary of key changes to Chapter 660 of the Municipal Code is provided in Table 1.

Table 1: Summary of key changes to Chapter 660 – Plumbing and Drainage.

<b>Key Change</b>	<b>New Document</b>	<b>Old Document</b>
Removal of content due to duplication (Building Division)	Not included	<b>Section 660.2.6</b> – redundant with Development processes <b>Article 6</b> – Ventilation – duplication with OBC <b>Article 7</b> – Fixtures Required – duplication with OBC
Blockages caused by tree roots (SSU)	Reference to tree ownership as determinant for cause of blockage removed. Clarified language regarding responsibility for pipe repairs and/or blockage removal based on the location of the pipe defect.	Blockages caused by roots from a tree on City property implies City is liable for costs involved in clearing the blockage. The reverse is implied for blockages caused by roots from a tree located on private property. However, location of tree has no bearing on a blockage caused by tree roots. Cause of blockage is due to defect in pipe (e.g., cracks, offset joints).
Updates required to reflect standard provisions of regulatory by-laws or existing City Policies (Legal Services)	Additional language required: <b>Article 7</b> – Repair at Owner's Expense <b>Article 8</b> – Inspection Powers <b>Article 9</b> - Enforcement <b>Article 10</b> - Administration	Included in original by-law; however, wording was out of date.

#### **STRATEGIC PLAN ALIGNMENT:**

This report supports the delivery of core services.

#### **FINANCIAL IMPLICATIONS:**

None

#### **COMMUNITY ENGAGEMENT:**

INFORM – This report has been posted to the City’s website with the agenda in advance of the council / committee meeting.

**PREVIOUS REPORTS/AUTHORITIES:**

- *Municipal Code – Chapter 660, Plumbing & Drainage*
- *Ontario Regulation 163/24 (Building Code) under the Building Code Act, 1992, S.O. 1992, c. 23, and amendments thereto*

**APPROVED BY:**

Denise McGoldrick, GM Infrastructure Services  
Justin Readman, GM Development Services

**ATTACHMENTS:**

Attachment A – Chapter 660 Plumbing and Drainage By-Law (2025)

BY-LAW NUMBER  
OF THE  
CORPORATION OF THE CITY OF KITCHENER

(Being a by-law to repeal and replace Chapter 660 of The City of Kitchener Municipal Code with respect to Plumbing and Drainage).

WHEREAS it is deemed expedient to exercise the powers conferred on Council by *Municipal Act, 2001*, S.O. 2001, c.25 and the *Building Code Act, 1992*, S.O. 1992, c. 23;

NOW THEREFORE the Council of The Corporation of the City of Kitchener enacts as follows:

Article 1 - Definitions

660.1.1

In this By-law any term not defined herein shall have the meaning set out in the Building Code Act or the Building Code unless a contrary intention is apparent or such definition would be inconsistent with the context of this by-law.

660.1.2

“Building Code” means Ontario Regulation 163/24 (Building Code) under the *Building Code Act, 1992*, S.O. 1992, c. 23 and shall include any successor regulation.

660.1.3

“Building Code Act” means the *Building Code Act, 1992*, S.O. 1992, c. 23.

660.1.4

“Chief Building Official” means the Chief Building Official of the City.

660.1.5

“City” means The Corporation of the City of Kitchener.

660.1.6

“Council” means Council of the City.

660.1.7

“Director” means the Director, Sanitary and Stormwater Utilities for the City.



## 660.1.8

“Manager” shall mean the City’s Manager of Maintenance and Operations (Sanitary and Stormwater), and a delegate or representative of the Manager. For the purpose of Article 6 (Maintenance and Repair), “Manager” shall also include a contractor hired by the City to perform work required by this By-law.

## 660.1.9

“Officer” means the Chief Building Official, the City’s Director, Sanitary and Stormwater Utilities, and shall include any employee of the City under the direction of or delegate of such individuals.

## 660.1.10

“Occupant” shall have the definition set out in section 15.1 of the Building Code Act.

## 660.1.11

“Owner” shall have the definition set out in section 15.1 of the Building Code Act and shall also include a “building owner” as defined by the Building Code Act.

## 660.1.12

“Plumbing” has the meaning that it has in the *Building Code Act*.

## Article 2 – Connections to Sewers

## 660.2.1

Every person connecting or disconnecting from a public sanitary sewer or making any changes to a private sewage disposal system, shall obtain a building permit prior to commencing such work.

## 660.2.2

Every Owner shall ensure that every building in which plumbing fixtures are installed shall have a connection to a public sanitary sewer or a private sewage disposal system.

## 660.2.3

No person shall construct and no Owner shall permit construction or allow to remain any private sewage disposal system except under authority of a building permit.

## 660.2.4

Every Owner shall ensure that no private sewage disposal system shall be allowed to exist on lands abutting a street which has sewage facilities where a public sanitary sewer is accessible within 45.72 metres (150 feet) measured from any point on the property line abutting such street to the closest portion of any building served by the private sewage disposal system.

## 660.2.5

Where the Chief Building Official or the Director is satisfied upon due examination of a building that connection may be had within 45.72 metres (150 feet) to the sewers of the City, the Owner, at the Owner's expense, must arrange for connection to the sewer within thirty days of receiving a written notice to do so.

## 660.2.6

Where one building is separate and located to the rear of another building on an interior lot and no other sewer connection is available, a building permit shall be obtained to extend the plumbing system of the building at the front to the rear building and the whole considered as one building sewer.

## 660.2.7

Every Owner shall ensure that old building sewers are only used in connection with new buildings or new plumbing under authority of a building permit when they are found on examination and test by the Chief Building Official to conform in all respects to the requirements covering new sewers as prescribed by the Building Code and in the regulations made pursuant to the *Ontario Water Resources Act* R.S.O. 1990, c. O. 40 and the requirements of this By-law.

## 660.2.8

A relocation of a building shall be considered a re-erection of such building and the plumbing system therein shall be subject to the provisions of the Building Code and to regulations made pursuant to the *Ontario Water Resources Act* R.S.O. 1990, c. O. 40 and the requirements of this By-law. A building permit is required for the plumbing system when any building is relocated.

## 660.2.9

No person shall connect or cause to be connected the plumbing system of any building, lot, premises, or establishment otherwise than with that portion of the public sanitary sewer system intended for it as shown by the records in the office of the Director.

## 660.2.10

Unless otherwise approved by the Chief Building Official, every Owner shall ensure that no sanitary sewer passes under any building other than the building it serves and the entire sanitary sewer system of every building or premises shall be separate from and independent of that of every other building or premises and shall have an independent connection with a public sanitary sewer.

### Article 3 – Interceptors

## 660.3.1

Every Owner and occupant shall ensure that oil or grease interceptors are cleaned as frequently as necessary to prevent the buildup of grease and additionally shall be cleaned no less than once every six months.

## 660.3.2

Every Owner and occupant shall ensure that a sand or grit interceptor has a capacity sufficient to retain the grit and sand reaching the interceptor during any ten hour period.

Article 4 – Subsoil Drainage

## 660.4.1

No person shall cause or permit the discharge of any storm water including surface water, ground water, rain runoff, subsoil drainage from footings or foundation walls, water from open excavations or other surface or subsurface drainage into the sanitary sewer system of the City.

## 660.4.2

No person shall connect to the sanitary sewer system of the City any agricultural tile or weeping tile placed to provide subsoil drainage for footings or foundation walls.

Article 5 – Storm Sewers, Storm Drains, and Rainwater Leaders

## 660.5.1

Unless otherwise approved by the Chief Building Official, every Owner shall ensure that no storm sewer passes under any building other than the building it serves and the entire storm drainage system of every building or premises shall be separate from and independent of that of every other building or premises and shall have an independent connection with a public storm sewer.

## 660.5.2

Special cases, such as a terrace or a semi-detached residential building, shall be referred to the Chief Building Official who shall decide whether a separate storm sewer system shall be installed or otherwise.

## 660.5.3

Where one building is separated from and located to the rear of another building on an interior lot and no other storm sewer connection is available, the consent of the Chief Building Official and a building permit shall be obtained to extend the drainage system of the building at the front to the rear building and the whole considered as one building storm drain.

## 660.5.4

No Owner or Occupant shall use an old building storm sewer in connection with new buildings unless under authority of a building permit where they are found on examination and test by the Chief Building Official to conform in all respects with this By-law.

## Article 6 - Maintenance and Repair

### 660.6.1

Every Owner shall keep in good repair and be responsible for all maintenance and repair costs pertaining to the lateral sanitary sewer, water connection, or storm drain connection on their own property up to the road allowance, or other property or easement, owned by the City.

### 660.6.2

Every Owner shall also be responsible for and shall remove blockages caused by objects and any other matter or liquid placed in the sewer or drain of the Owner's property by occupants or users of the lateral sanitary sewer or storm drain connection including the portion within the road allowance, or other property or easement, of the City. Any blockage on City property shall only be cleared by a licensed plumber.

### 660.6.3

Except for the blockages referred to in section 660.6.2, the City will be responsible for maintenance and repair costs for the portion of lateral sanitary sewer or storm drain connections within road allowances, or other property or easements, of the City.

### 660.6.4

Regardless of the location of the tree from which the roots originate from, where there is a defect in a lateral sanitary sewer, or storm drain connection pipe which results in root intrusion causing a blockage, it is the Owner of the land where the defect in the pipe is located that is responsible to repair the connection at their cost.

### 660.6.5

When an Owner or Occupant effects or causes any repair to any lateral sanitary sewer, water connection, or storm drain, or any removal of a sanitary sewer or storm drain blockage as required in this Article, all costs associated with such repair or blockage removal shall be at the cost of the Owner and any damage caused by such repair or blockage removal on property of the City shall also be at the expense of the Owner or Occupant. In the event the City should undertake any work on private property, the Owner of the land where the work was performed is responsible to reimburse the City in accordance with annual user fees approved by Council from time to time.

### 660.6.6

The Manager is hereby authorized to execute agreements approved by the City Solicitor with the owners of lands and premises for the purpose of cleaning, flushing, and repairing clogged sewers and drains as required by this By-law. The Manager shall make the usual probes and examination to determine the location and cause of any sewer or drain blockage under this By-law.

## Article 7 – Repair at Owner’s Expense

### 660.7.1

Where a person is directed or required to do a thing pursuant to this By-law, including without limitation the repair or unclogging of a person’s sewer or drain, and fails to do such thing, the matter or thing may be done by the Manager at the person’s expense.

### 660.7.2

For the purposes of this Article, the City including its agents, representatives, and contractors, may enter upon land at any reasonable time.

### 660.7.3

The Owner shall pay all applicable fees and charges for the above repairs as may be prescribed by Council from time to time. Such fees and charges constitute a debt of the Owner to the municipality and the City may recover the costs of doing a matter or thing under this By-law from the person directed or required to do it by action or by adding such fees and charges, to the tax roll for the property to which the service was supplied and may collect them in the same manner as municipal taxes.

## Article 8 – Inspection Powers

### 660.8.1

In addition to any inspection authority contained in the Building Code Act, an Officer and any agent or representative of the City may enter on land at any reasonable time for the purpose of:

- (a) carrying out an inspection to determine whether this By-law is being complied with;
- (b) inspecting the discharge of any matter into the sewage system of the City or into any other sewage system the contents of which ultimately empty into the municipal sewage system and may conduct tests and take samples for this purpose; and
- (c) inspecting the discharge of any matter into a land drainage system of any person and may conduct tests and remove samples for this purpose.

### 660.8.2

For the purposes of an inspection pursuant to this By-law, an Officer, or any agent or representative of the City may:

- (a) require the production for inspection of documents or things relevant to the inspection;
- (b) inspect and remove documents or things relevant to the inspection for the purpose of making copies or extracts;

- (c) require information from any person concerning a matter related to the inspection; and
- (d) alone or in conjunction with a person possessing special or expert knowledge, make examinations or take tests, samples, or photographs necessary for the purposes of the inspection.

#### 660.8.3

The ability of an officer, agent, or representative of the City to make examinations or take tests shall include the ability to inspect underground services including by use of closed circuit television cameras on private property to determine compliance with this By-law.

#### 660.8.4

Notwithstanding sections 660.8.1, 660.8.2, and 660.8.3, inspections of a room or place actually being used as a dwelling unit shall comply with the applicable requirements of the *Municipal Act, 2001* and/or section 16 of the Building Code Act.

### Article 9 - Enforcement

#### 660.9.1

Every person, other than a corporation, who contravenes any provision of this By-law or fails to comply with a requirement thereof and every director or officer of a corporation who concurs in such contravention or failure to comply is guilty of an offence and is liable, upon conviction, to a fine of not more than fifty thousand dollars (\$50,000) for a first offence and to a fine of not more than one hundred thousand dollars (\$100,000) for each subsequent offence.

#### 660.9.2

If a corporation is convicted of an offence, the maximum penalty that may be imposed upon the corporation is five hundred thousand dollars (\$500,000) for a first offence and one million, five hundred thousand dollars (\$1,500,000) for a subsequent offence and not as provided in section 660.9.1.

#### 660.9.3

The fines amounts set out in this Article are exclusive of costs and are recoverable under the Provincial Offences Act, R.S.O., 1990, c. P.33.

### Article 10 - Administration

#### 660.10.1

This By-law shall be known as the "Plumbing and Drainage By-law".

## 660.10.2

It is hereby declared that each and every of the foregoing sections of this By-law is severable and that, if any provision of this By-law should for any reason be declared invalid by any court, it is the intention and desire of Council that each and every of the then remaining provisions hereof shall remain in full force and effect.

## 660.10.3

By-law 87-320, section 1 of by-law 88-191, section 5 of by-law 88-228, by-law 93-141, sections 16-26 of by-law 95-168, sections 8-10 of by-law 97-140, sections 15-22 of by-law 2001-224, section 3 of by-law 2007-166, and sections 24-25 of by-law 2011-047 and the contents of the previous Chapter 660 are hereby repealed.

## 660.10.4

The Clerk of the City is hereby directed to make this By-law a part of The City of Kitchener Municipal Code by adding it to the Concordance and arranging and numbering it as Chapter 660 so as to fit within the scheme of the Code.

PASSED at the Council Chambers in the City of Kitchener this \_\_\_\_\_ day  
of \_\_\_\_\_, A.D. 2025.

\_\_\_\_\_  
Mayor

\_\_\_\_\_  
Clerk

# ***Staff Report***

Community Services Department



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**REPORT TO:** Community and Infrastructure Services Committee

**DATE OF MEETING:** June 16, 2025

**SUBMITTED BY:** Bob Cheyne, Director, Sport Division

**PREPARED BY:** Christine Baker, Manager, Customer Experience and Solutions

**WARD(S) INVOLVED:** All

**DATE OF REPORT:** June 6, 2025

**REPORT NO.:** CSD-2025-250

**SUBJECT:** Kitchener Indoor Recreation Complex (KIRC) Operating Model

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## **RECOMMENDATION:**

**That the service-focused operating model (staffing and financials) outlined in CSD-2025-250 be approved for the Kitchener Indoor Recreation Complex (KIRC) to ensure the facility is able to meet the City's growing recreation needs, attract major tournament and events and, provide a positive experience for the facility users; and**

**That the anticipated operating impacts of the KIRC operating model (staffing and financials) be incorporated into the 2026 and 2027 budgets.**

## **REPORT HIGHLIGHTS:**

- Currently under construction and anticipated to open in 2026, the Kitchener Indoor Recreation Complex (KIRC) will be the premier indoor recreation facility in Waterloo region and one of the best indoor turf facilities in Ontario. The facility will include a FIFA-sized indoor turf, a world-class aquatic centre with two pools, a quad gymnasium, two cricket practice nets, a walking track and several multi-purpose rooms.
- This multi-sport facility has been thoughtfully designed to meet the increasingly diverse sport and recreation needs of Kitchener residents, balancing competitive sport opportunities with affordable, community-based programming.
- The facility will be open to the public seven days a week, from 7 a.m. to midnight.
- The City is committed to ensuring a positive user experience and is proposing an operating model that will ensure KIRC is welcoming, clean, safe and easy to navigate.
- The proposed staffing model is focused on providing a positive user experiences, allows flexibility to adapt to peak usage times, and includes dedicated expertise in planning and hosting major tournaments and events that will benefit the local business community.
- The staffing model is built on three connected teams working together and supported by experts from other areas of the organization, to ensure a positive user experience.
- A provision was made for the operating costs of KIRC through the budget planning process and the proposed operating budget for the facility aligns with original estimates.

\*\*\* This information is available in accessible formats upon request. \*\*\*

Please call 519-741-2345 or TTY 1-866-969-9994 for assistance.



- The financial model shows that there will be no direct impact on existing taxpayers as the costs of the facility will be fully covered by user fees and anticipated assessment growth, which is expected to be sufficient to cover not only KIRC operating impacts in 2026 and 2027, but also address other known operating budget growth related pressures

## **BACKGROUND:**

In recent years City Council approved construction of the Kitchener Indoor Recreation Complex (KIRC) which includes the following amenities:

- An indoor turf that is divisible into four individual fields
- An aquatic centre featuring an 8-lane competitive pool and a large leisure pool
- A quad gymnasium
- Two cricket practice nets
- An elevated walking track

As the City's first net-zero carbon building, this facility exemplifies innovative, sustainable design and a commitment to a greener future. Set to open in the third quarter of 2026, KIRC is expected to attract more than 570,000 annual visits, including an estimated 100,000 event-related visits from out-of-town coaches, event officials and spectators in its first full year of operation.

A first of its kind for the City, the KIRC's diverse amenities make it unlike any other City facility in terms of operation and staffing. While most City facilities generally offer a single amenity (e.g., arena, pool, community centre), the KIRC's offerings require a unique and complex staffing model to support a seamless integration of multiple amenities in one facility – while ensuring users enjoy a positive experience in the facility.

## **REPORT:**

The KIRC operating model is generally made up of two major components – the staffing model and the annual operating budget.

In order to develop the recommended staffing model, staff undertook the following activities:

	<b>Action taken</b>	<b>Key takeaways</b>
1	Reviewed staffing models at City of Kitchener facilities including pools, arenas, and community centres with a focus on the most comparable facilities - The Kitchener Memorial Auditorium and Breithaupt Community Centre.	Identified City best practices, specifically as it related to coordination between service areas to support facility maintenance and operations.
2	Reviewed staffing models at similar facilities from 7 municipalities, including facilities in Brantford, London, Markham, Mississauga, Thunder Bay, Vaughan, and Waterloo. The analysis included reviewing organizational charts, job descriptions, and interviews with facility management.	Provided significant insight into the management of complex multi-sport recreation facilities using either centralized or de-centralized models.

3	Interviewed 12 City staff currently involved in the operation of existing City of Kitchener facilities to understand staffing needs for sport and program delivery, maintenance and facilities management.	These conversations underscored the importance of coordination between teams responsible for programming and amenity changeovers/set-up.  Provided valuable insights into customer service staffing requirements based on amenity and peak usage at other City facilities.
4	Developed a strategy and estimated schedule for all amenities to assist in identifying peak hours (see graphic below) and the associated staffing needs to support expected programming, rentals and events.	Was critical in determining the staffing levels required to serve customers and support the efficient set-up and take-down of programming spaces to accommodate various activities at peak and off-peak facility usage times.
5	Developed guiding principles to help steer staffing decisions and ensure that the proposed staffing model supported the overall vision for the facility. See staffing guiding principles below.	Ensured alignment to a singular vision for staffing when discussing roles, responsibilities, requirements, etc. This included stakeholders from teams across the organization involved in staffing and/or supporting the KIRC operations.

### Facility Usage Mapping:

The facility is expected to be open to the public from 7 a.m. to midnight, seven days a week, with the possibility of extended morning hours to support seasonal training.

In order to determine appropriate staffing levels, staff reviewed usage of similar facilities and leveraged the City's anticipated programming strategy to identify amenity and overall facility usage throughout the day. Based on this analysis, staff anticipate that the facility will be busiest from 4 p.m. to 10 p.m. on weekdays, and from 9 a.m. to 4 p.m. on weekends.

Below is an example of the analysis of facility usage by amenity where 1=light usage, 2=moderate usage, 3=peak usage and X= no significant usage expected.

M-F school year	5 a.m.	6 a.m.	7 a.m.	8 a.m.	9 a.m.	10 a.m.	11 a.m.	no on	1 p.m.	2 p.m.	3 p.m.	4 p.m.	5 p.m.	6 p.m.	7 p.m.	8 p.m.	9 p.m.	10 p.m.	11 p.m.
<b>Facility total</b>	<b>1</b>	<b>1</b>	<b>4</b>	<b>7</b>	<b>10</b>	<b>10</b>	<b>10</b>	<b>8</b>	<b>8</b>	<b>7</b>	<b>9</b>	<b>17</b>	<b>20</b>	<b>20</b>	<b>19</b>	<b>16</b>	<b>12</b>	<b>9</b>	<b>8</b>
Turf	X	X	1	1	1	1	1	1	1	1	2	2	3	3	3	3	3	2	1
Cricket	X	X	1	1	1	1	1	1	1	1	2	2	3	3	3	3	3	3	3
Gym	X	X	X	1	2	2	2	2	2	1	1	3	3	3	3	3	3	3	3
Pool	1	1	1	1	2	2	2	1	1	1	1	3	3	3	3	2	1	X	X
Multi-purpose rooms	X	X	X	2	2	2	2	1	1	1	1	1	2	2	1	1	1	X	X
Walking track	X	X	1	1	1	1	1	1	1	1	1	3	3	3	3	1	1	1	1
Viewing galleries (custodial)	X	X	X	X	1	1	1	1	1	1	1	3	3	3	3	3	X	X	X

### KIRC Staffing Guiding Principles

As noted above, as part of the process of developing the KIRC staffing model, a series of guiding principles (see below) were developed to guide the decision-making process:

***Commitment to Customer Service:*** The staffing model will support a high level of customer service to meet community needs, as well as plan for and host tournaments and other events.

***A Team Approach:*** The staffing model will support a cohesive and aligned team approach to operating KIRC. This team approach will support the implementation of a shared vision for the facility, a common customer service philosophy and a team-based workplace culture that fosters pride and accountability.

***Connection Between Programs/Rentals and Setup/Take-Down:*** The staffing model will support a positive user experience by creating a close connection between programs and rentals at the facility, and our ability to prepare and transition facility spaces for various programs and individual uses in a timely and effective manner.

***Flexibility to Meet Peak User Hours:*** The staffing model will provide capacity to increase staffing levels in vital service and support roles during peak hours, when the highest number of users are present.

***Flexibility Within Roles:*** The staffing model will create flexibility within roles to allow staff to complete a broad range of duties depending on the needs of facility users.

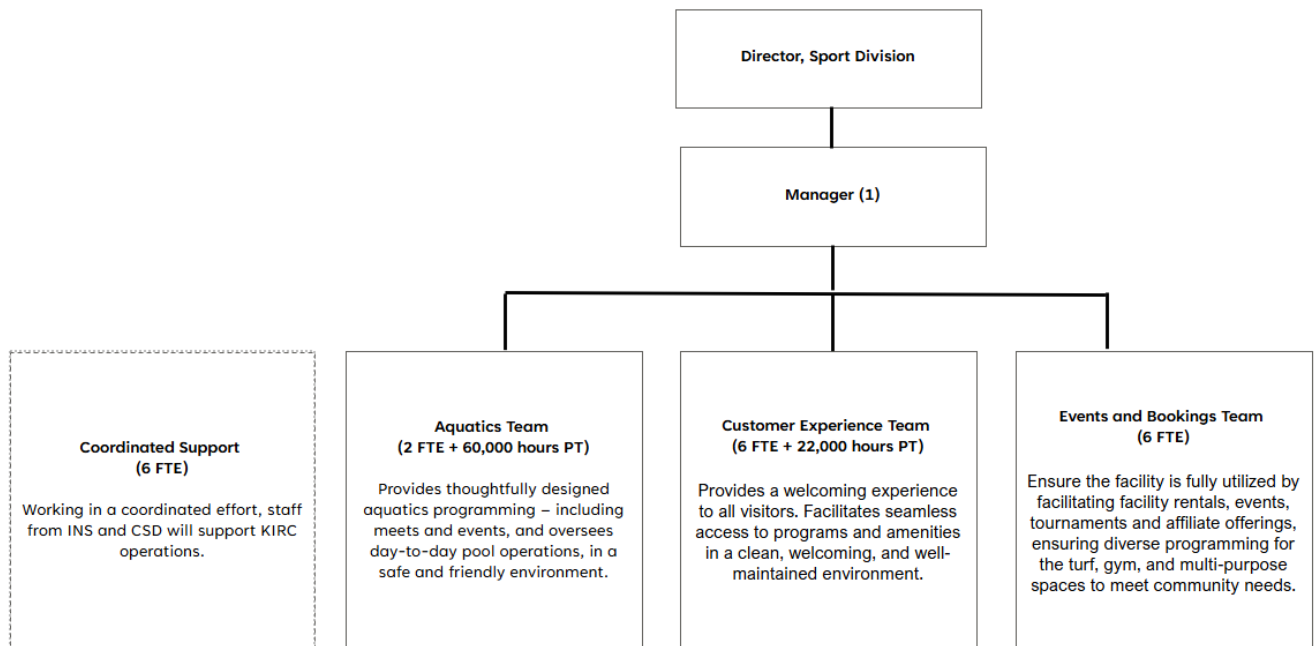
The staffing model guiding principles are addressed through the proposed staffing model:

<b>Guiding Principle</b>	<b>How this is addressed through the staffing model</b>
Commitment to Customer Service	The staffing model includes frontline customer service staff who will not only serve customers at our reception desk, checking them in for swims or registering them for programs, but will act as greeters during peak hours, replicating our successful and well-received City Hall greeter model.
A Team Approach	The staffing model allows for the KIRC team and coordinated teams within the organization to work together to most efficiently meet the needs of the facility, while remaining aligned with the KIRC facility vision and its strongly commitment to customer service and the user experience.
Connection Between Programs/Rentals and Setup/Take-Down	Including the staff responsible for programming and the staff responsible for setting up the different amenities within the same team structure allows for streamlined communication and an ability to easily adapt to changing needs and unexpected changes as they arise.
Flexibility to Meet Peak User Hours	The staffing model provides flexibility to ramp up part-time staffing levels at times of higher facility usage and adjust accordingly when fewer staff are required onsite, while ensuring that the facility remains safe, clean and well maintained.
Flexibility Within Roles	Wherever possible, roles have been designed to allow flexibility to support others within the facility so that staff are able to respond to demands as they arise.

### Unique staffing model

The KIRC is unlike any other facility the City operates. Staff have done considerable work to project staffing needs, however it is anticipated that some adjustments may need to be made once the facility is operational. The proposed staffing model has been designed to allow flexibility to adapt and adjust to the operational requirements of the building.

The proposed staffing model includes 21 FTEs, as well as part-time and 9000 series staff working in three teams, each with clearly defined objectives that will contribute to a welcoming, safe, clean and well-programmed space for the community. Together, these teams will provide robust and diverse programming for all ages, drop-in programs, sports-themed summer camps, premier amenities for competitive training and recreational opportunities alike, as well as bringing tournaments and events to the community.



### **Aquatics Team:**

In addition to supporting day-to-day activities and providing a robust programming schedule, the Aquatics team support swimming tournaments and events. Staff have leveraged the existing Aquatics staffing model for KIRC, adjusting the number of 9000 series staff (guards, instructors, and assistants) to account for the scale and projected programming.

The KIRC Aquatics team would be made up of the following positions:

- Supervisor, Aquatics (1)
- Aquatics Coordinator (1)
- Head Guards (9000 series)
- Lifeguards (9000 series)
- Aqua Fitness Instructors (9000 series)
- Aquatics Assistants (9000 series)

### **Customer Experience Team:**

The Customer Experience team will ensure that customers are met with a great experience with friendly staff, that amenities are safe, well maintained and changed over throughout the day to support a variety of programs, and that the facility is clean.

Staff completed very in-depth programming projections to determine peak times for the facility and each amenity to determine when increased staffing levels would be required to support peak usage and meet customer service and facility changeover needs.

The KIRC Customer Experience team would be made up of the following positions:

- Supervisor, Customer Experience (1)
- Customer Service Associate (2)
- Building Attendant (3)
- Customer Service Attendant (9000 series)
- Building Attendant (9000 series)

### **Events and Bookings Team:**

This team will ensure that the facility is fully utilized by promoting and attracting events, tournaments, and affiliate programs. They will also ensure diverse programming for all KIRC amenities, including the gyms, turf, pools, and multi-purpose rooms. The KIRC Events and Bookings team would be made up of the following positions:

- Supervisor, Programs and Rentals (1)
- Sport and Recreation Programmer (1)
- Facility Scheduler (1)
- Sport and Recreation Event Associate (1)
- Finance and Admin Coordinator (1)
- Marketing Associate (1)

### **Coordinated Support:**

Staff identified a number of positions that are required to expand the capacity of several teams across the corporation to support the operations of KIRC. While these positions are not specifically included in the KIRC organizational structure, they are necessary to its operations, and to support other vital City facilities and programs. Coordination of the work for these roles will be the responsibility of their respective managers and KIRC management. These positions include:

- Building Operator (Facilities Management) (1)
- Building HVAC (Facilities Management) (1)
- Facility Operator Aquatics (Facilities Management) (1)
- Building Maintenance Generalist (Facilities Management) (1)
- Recreation Program Coordinator (Neighbourhood Programs & Services) (1)
- Outdoor amenity support (Parks & Cemeteries) (1)
- Program instructors, camp staff, youth drop-in staff (9000 series)

This staffing model supports 200 weekly summer and March break camps spots that will be specifically designed as sport-theme experiences for participants.

The KIRC staffing model will be supported by contracted services where it provides efficiencies.

### **Expected staff start dates**

It is staff's intention to begin recruitment for the KIRC management team as soon as possible with the expectation that they will be in place by fall 2025. This will allow them to be involved in the hiring, onboarding and preparation of their teams. The following are the proposed start dates (recognizing some of these dates will likely shift once the management team has been brought onboard) for all staff in the KIRC staffing model.

All KIRC management	October 2025
Aquatics team	May – September 2026
Customer Experience team	July – August 2026
Events and Bookings team	January – April 2026
Instructors, camp staff, inclusion workers	September 2026 – March 2027

### **FINANCIAL IMPLICATIONS:**

#### **Capital Budget**

The 10-year capital forecast for the KIRC will be established through the 2026 Operating Budget. The increased reserve contributions required to fund the capital forecast are included in the operating budget details below.

#### **Operating Budget**

Final decisions on funding for the KIRC operating model will be finalized through the 2026 budget process and will reflect Council's decision on staffing and operational needs for the facility. A provision was made for KIRC operating impacts through the budget planning process, and the proposed operating budget for the facility aligns with original estimates.

Costs for the KIRC will be significantly offset by user fee revenues generated through programs, rentals, and events at the facility, but like other recreation facilities at the City, there will be some residual costs that are not fully recovered by user fees and would represent an impact to the tax supported operating budget. Staff's initial estimate is this impact is in the range of 1%, which is less than annual assessment growth of 1.5% to 2.0%. This means that there will be no direct impact on existing taxpayers as the costs of the facility will be fully covered by user fees and anticipated assessment growth. Assessment growth is expected to be sufficient to cover not only KIRC operating impacts in 2026 and 2027, but also address other known operating budget growth related pressures. Staff have been planning for these impacts when developing the operating and financial model for KIRC and will incorporate these impacts into the 2026 and 2027 budget, with the commitment to continue to maintain Council's direction towards reasonable tax rate increases.

#### Operating Expenditures

Several divisions within the City of Kitchener will contribute to the KIRC and therefore will incur increases to their operating budget. These divisions include Sport, Facilities Management, Parks & Cemeteries, Roads & Traffic, and Neighbourhood Programs & Services.

The largest single operating expense for the KIRC is staffing at an estimated annual cost of \$5.4M. This includes the salaries, wages and benefits for all full-time, part-time, and occasional staff. It is anticipated that all staffing costs will be offset by user fee revenues

generated by the KIRC once the facility is fully operational. In advance of the facility opening, some staff positions will need to be hired in late 2025 and early 2026 to ensure a smooth transition from construction of the facility to program delivery. These staffing costs will be covered within existing operating budget where possible, and the Tax Stabilization Reserve Fund (TSRF) will be used to offset any large variance due to the timing of expenses and the delay in when user fee revenue can be charged, once the facility is fully operational and open to the public for use.

In addition to staffing costs, there are also other operating costs related to materials (e.g. pool chemicals, cleaning supplies), contracted services, utilities, and equipment charges. Combined these costs are estimated at more than \$2.7M annually and are required to properly operate and maintain the facility. Some of these costs will not be offset by user fee revenues generated by the KIRC but will be covered by anticipated assessment growth

The table below outlines the proposed impacts of KIRC on the 2026 and 2027 Operating Budget. The Annual Operating Budget for KIRC, once the facility is fully operational, is expected to be approximately \$8.2M, with user fees and other revenue generating \$6.4M, for annual net operating budget impact of \$1.8M.

<b>Annual Operating Impact (\$000's)</b>	<b>2026 Impact</b>	<b>2027 Impact</b>	<b>Cumulative Budget Impact</b>
<b>Revenue:</b>			
User Fees	1,411	4,521	5,932
Other Revenue	84	165	249
Solar Roof Revenue	87	125	212
<b>Total Revenue</b>	<b>1,582</b>	<b>4,811</b>	<b>6,393</b>
<b>Expenditures:</b>			
Staffing Model	2,709	2,703	5,412
Materials & Services	1,015	909	1,924
Utilities	201	292	493
Contributions to Capital	200	0	200
Other Expenses	138	27	165
<b>Total Expenditures</b>	<b>4,263</b>	<b>3,930</b>	<b>8,193</b>
Transfer to/(from) Tax Stabilization Reserve Fund	(1,181)	1,181	0
<b>Net Operating Impact*</b>	<b>1,500</b>	<b>300</b>	<b>1,800</b>

\*The \$1.5 Net Operating Budget Impact in 2026 represents less than a 1% property tax increase, and is expected to be fully covered by anticipated assessment growth.

#### Operating Revenues

Staff have conducted a very comprehensive exercise to estimate total revenues at the KIRC and believe they will be over \$6M annually. This is predominantly user fee revenues from programs, rentals, and events. In addition, the KIRC will also benefit from sponsorship revenue from our corporate community partnerships. Sponsorship revenue will be utilized

to make future additional investments to facility improvements and support future capital expenditures that may be required for the KIRC.

To develop comprehensive revenue projections, staff undertook extensive benchmarking and engagement across multiple municipalities and facility types, both within and beyond the Waterloo region. This research included site visits, robust analysis of fee structures, and conversations with staff from other facilities to discuss user groups, rental rates, and affiliate discount structures across all amenities.

Valuable benchmarking information was also gathered through the Central Ontario Network of Municipal Facility Managers, and through local collaboration with the City of Cambridge and the City of Guelph who are both currently developing new indoor recreation complexes. The table below summarizes the number of facilities reviewed by staff based on the KIRC amenity type.

<b>Amenity</b>	<b>Facilities Reviewed</b>
Gymnasiums	6
Indoor turf	9
Cricket practice nets	4

Pool revenue projections were based on existing City of Kitchener aquatic facilities and programming, scaled for KIRC. Based on this research, staff developed pricing strategy guiding principles noted below:

#### User Fees Pricing Strategy – Guiding Principles

The indoor turf and quad gymnasium at KIRC will be premier sport amenities within Waterloo region and will therefore have a unique pricing strategy for the facility that will help offset some of the higher facility operating costs. This strategy will minimize the financial impact operating the facility will have on Kitchener taxpayers by putting more of those costs on the facility users themselves.

1. The aquatics centre and multi-purpose rooms at KIRC will be priced in line with aquatics fees and room rental fees charged at similar City facilities.
2. The standard rental fee for the indoor turf and gym will be higher than fees charged at other recreation facilities in Waterloo region recognizing they are premier sport amenities and come with higher operating costs, and higher demand.
3. Affiliated youth sport groups (must be not-for-profit) will be charged less than the standard rental rate in order to help promote participation in youth sport, encourage active living, and provide opportunities for positive social connections with others.
4. Community-based sport organizations that provide reoccurring adult and youth programming at KIRC will charge a fee that is lower than the standard rental rate, but higher than the youth affiliate rate.
5. Rental fees for out-of-town bookings of the indoor turf and quad gymnasium will be the highest at the facility. This pricing strategy will help deter too many out-of-town



rentals that would travel to KIRC from outside of the region (if the fees were set too low) and limit the local community's access to these sport amenities.

These revenue projections are ambitious, and it is expected that they will not all be achieved in the first year of operation. Based on research and analysis of similar facilities, staff expect programming and related revenues to grow at KIRC over a period of several years. To better understand expected use of the facility, staff have begun the process of engaging user groups to discuss expected facility usage and potential user fees. Decisions regarding the user fees to be charged will be made by City Council as part of the annual budget process later this year.

#### Potential Variances

The KIRC is one of the largest and most complex facilities the City has ever built and operated, so it is quite likely some of the estimates and assumptions made during the comprehensive planning process will need to be adjusted as we gain experience with the facility open and operating. In the case that financial assumptions come in lower than projected, the resulting deficits will be offset by the Tax Stabilization Reserve Fund (TSRF) which is specifically created to offset deficits in tax supported program areas.

#### **COMMUNITY ENGAGEMENT:**

INFORM – This report has been posted to the City's website with the agenda in advance of the council / committee meeting.

#### **PREVIOUS REPORTS/AUTHORITIES:**

- CSD-2025-237 - Kitchener Indoor Recreation Complex: Design and Operational Update
- CSD-2025-044 - Kitchener Indoor Recreation Complex - Gymnasium Update
- FIN-2024-411 - Community Sport and Recreation Infrastructure Fund - Kitchener Indoor Recreation Complex Gymnasium
- INS-2024-126 - Kitchener Indoor Recreation Complex

**APPROVED BY:**   MICHAEL MAY, DEPUTY CAO  
                          DENISE MCGOLDRICK, GENERAL MANAGER (INS)  
                          JONATHAN LAUTENBACH, CFO

**REPORT TO:** Community and Infrastructure Services Committee

**DATE OF MEETING:** June 16, 2025

**SUBMITTED BY:** Mark Hildebrand, Director, Neighbourhood Programs and Services, Community Services, 519-783-8583

**PREPARED BY:** Helena Foulds, Manager, Service Coordination o& Improvement (CSD), 519-904-5802

**WARD(S) INVOLVED:** ALL

**DATE OF REPORT:** June 10, 2025

**REPORT NO.:** CSD-2025-246

**SUBJECT:** Rockway Redevelopment – New Older Adult Centre Deliverables

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## RECOMMENDATION:

That staff be directed to proceed with Phase 3 of the Rockway Redevelopment Strategy (as approved by City Council on April 22, 2024), and that the following deliverables for the development of the new older adult facility be included within the Request for Proposal (RFP) document:

1. 21,000 – 26,000 square feet
2. 1,200 – 1,600 square feet of outdoor space
3. Minimum of 150 onsite surface parking spaces
4. A specific area near the building entrance for drop-off and pick-up
5. Close to LRT and/or bus routes
6. A double sport gymnasium
7. Dedicated multi-purpose space/rooms for fitness programming
8. Dedicated multi-purpose space/rooms for creative/craft-base programming
9. Dedicated billiards/games room
10. One large multi-purpose room for programs and events
11. One medium sized multi-purpose rooms for programs and meetings
12. A warming kitchen
13. Large lobby space with café/light refreshments and lots of comfortable and accessible seating
14. Staff workspace and welcoming service counter
15. Universal & accessible washrooms, hallways and corridors (London Accessibility Standard)

That, the RFP process consider proposals for developing the new older adult centre on properties that are located within 1.5 KM of the current Rockway Centre.

## **REPORT HIGHLIGHTS:**

- In April 2024, Council approved a three-phase plan to redevelop Rockway Centre (CSD-2024-191). Phase One (Request for Information) and Phase Two (Community Engagement) are now complete.
- As part of Phase Two of this process, staff received 721 surveys through a city-wide community engagement process that focused on better understanding the atmosphere; site features and program offerings residents want to see in a new older adult centre.
- Based on community input, the top site features residents want to see in a new older adult centre include (1) a café, (2) fitness room, and (3) outdoor spaces.
- Other important considerations for a new older adult centre that were identified through public input include (1) accessibility, (2) onsite parking, and (3) diverse programs and services.
- Based on the results of the community engagement process, staff developed a list of deliverables to be included in the Request for Proposal for a new older adult centre. Those requirements include a 21,000 to 26,000 square foot facility; 1,200 to 1,600 square foot outdoor space; a minimum of 150 onsite parking spaces and specific indoor amenities that directly reflect community input.
- Constructing a new older adult centre at an alternate location offers significant benefits including continuity of programming, faster delivery of a new facility and funding opportunities to deliver a facility that will meet the community's needs.

## **BACKGROUND:**

Rockway Centre provides a place for older adults from across the city to participate in a wide variety of programs and clubs. Originally constructed in 1950 as a transit terminal, the building is now 75 years old. The Centre sits on a 1.89-acre triangular site bordered by King St. East, Charles Street East, and Preston Street. The site includes a 17,750 square foot community centre and two small ancillary buildings located at the corner of Charles and Preston Streets.

Staff have maintained Rockway Centre to a standard that is line with other City facilities and continues to make investments in the building to keep it operational; however, there have been no significant renovations or upgrades to the facility since 2013.

## **Previous City Council Consideration/Direction re: Rockway Centre Redevelopment**

### **2010**

- Given the challenges with the building, in 2010 City Council directed staff to prepare a feasibility study and business case analysis (including public consultation) to look at the long-term use of the Rockway Centre site for the provision of older adult programs.

### **2013**

- In May 2013, staff presented Council with the completed Feasibility Study and Business Case. At that time City Council unanimously directed staff to consider the findings of the Feasibility Study and Business Case as part of the City's next Leisure Facilities Master

Plan and Development Charges review for prioritization against other indoor recreation needs within the city.

At that time Council unanimously directed staff to *“begin the Request for Proposals (RFP) process for the redevelopment of the Rockway Centre (736 Charles Street East / 1405 King Street East) into a medium-to-high density residential building that includes a ground floor older adult/community centre (to be operated by the municipality with the option to own), as well as possible ancillary medical/dental, retail or office type uses.”*

Council also added the Rockway Centre to the City's Municipal Heritage Register as a non-designated property; however, it took no action to designate the centre property, "until the completion of the RFP process."

## **2015**

- As a part of the 2015 budget process, City Council added \$6M to the City's capital forecast (2024/2025) to support the redevelopment of the Centre.

## **2019**

- The 2019 LFMP recognized that partnerships with school boards and private organizations are becoming increasingly important to municipalities as costs to build and operate stand-alone recreation facilities continue to rise. Nurturing strong partnerships and implementing mixed-use opportunities with school boards and the private sector is one way the City of Kitchener could deliver innovative recreation services and facilities.

The City's 2019 Leisure Facilities Master Plan Update included a recommendation to *“pursue a partnership with the private sector to redevelop Rockway Centre into a medium to high density residential building that addresses the heritage value of the property and includes a ground floor older adult community centre (to be operated by the municipality with the option to own), as well as possible ancillary medical/dental, retail and office type uses.”*

## **2024**

In April 2024, City Council approved a three-phase plan to redevelop Rockway Centre (CSD-2024-191):

- Phase one, completed in June 2024, involved a Request for Information (RFI) to assess interest from potential development partners to build a mixed-use facility with an older adult centre on the ground floor and residential and/or commercial uses above.
- Phase two, completed in September 2024, focused on community engagement to identify and prioritize requirements for the new older adult centre. Staff also committed to report back to Council with key engagement findings and seek direction on the deliverables for a new older adult centre prior to issuing a Request for Proposal.
- Phase three, issuing a Request for Proposal, will seek a development partner to build a mixed-use facility that includes an older adult centre within 1.5 KM of the existing Rockway Centre, and includes the deliverables outlined in CSD-2025-246.

**REPORT:**  
**Results of Phase 2 (Community Engagement):**

In 2024, staff led a city-wide community engagement process to better understand the atmosphere, site features, and program offerings residents would like to see in a new older adult centre. The key objectives of the community engagement included building trust, generating interest and excitement about a new facility, and ensuring community voices are heard. The full community engagement results report is attached as Appendix A.

As part of the community engagement process, residents had an opportunity to influence three key areas of the new older adult centre:

Atmosphere	The feedback collected from this category helped determine the desired atmosphere (look/feel) of the new centre.
Site Features	The feedback collected from this category helped prioritize the most important features like outdoor spaces, recreational areas, accessibility, etc.
Programming	The feedback collected from this category provided insight into the types of programs and services residents would like to see at the new centre, which will have an impact on the overall design, layout and size of the building.

Staff reviewed the engagement results and used the information to develop deliverables.

**Ways We Engaged**

Engagement spanned approximately eight weeks and included online and in-person opportunities to participate. Staff received 721 survey responses and visited over 10 facilities (Rockway Centre, Breithaupt Centre, Victoria Hills, Doon Pioneer Park, Kingsdale, Huron, Downtown, Lyle Hallman, Forest Heights, Chandler Mowat, Bridgeport, Kitchener Market) during peak programming times to target the 55+ age group. Staff also hosted four informal coffee social workshops to provide residents an opportunity to ask questions and have open dialogue. Staff were present at larger events like Rockin’ it at Rockway and hosted a special Welcome Back BBQ in September to encourage feedback on the redevelopment project.



**721**

Public Surveys  
Completed



**8**

Engagement  
Events Held



**10**

City Facilities  
Visited



**130**

Idea Board  
Comments

### Who We Heard From

- 43.3% of survey respondents said they currently use Rockway Centre, either by attending programs or accessing services, or through volunteering or instructing.
- 34.8% live nearby the centre
- 27.8% noted that they have no relationship or have never visited Rockway Centre which indicates the information collected reflects the views of existing Rockway users and non-users.
- Approximately 83% of respondents identified as being over the age of 55. The largest group (37.8%) of respondents were aged 65-74. 7.4% of respondents were between ages 45 and 54.
- There was no significant difference in survey responses between the 45-54 and 55+ age group. Both age groups indicated similar ideas and preferences.

### What We Heard

- **Atmosphere:** overall respondents identified they want the new older adult centre to be a welcoming, comfortable, and social space.
- **Site Features:** Survey participants were asked to identify the most important site features in a variety of categories. Staff heard that over **60%** of respondents think it is very important for the facility to have areas for socializing and casual interactions and over **50%** think outdoor spaces are very important to the overall atmosphere of the centre.
- **Programs & Services:** Respondents were asked to share their ideas on the types of activities and services that would most enrich their experience in an older adult centre. The top five programs and services overall include strength training, café, special events, information about life transitions, computer and technology programs, and painting.
- **Open-ended comments:** In addition to the feedback collected through the survey, the following themes emerged through open-ended comments and conversations during in-person engagement sessions:
  - Welcome and inclusive atmosphere
  - Diverse programs and activities
  - Accessible design and amenities
  - Safety and security
  - Affordability
  - Staff support

### Deliverables for a New Older Adult Centre

Based on the input collected through user group and community engagement, subject matter expertise and existing programming across the city, staff developed a list of “must-have” or deliverables for a new older adult centre.

The proposed deliverables strongly reflect the community input collected through the public engagement process. Taken together, these deliverables would result in a centre that is approximately 8,200 square feet larger than the existing Rockway Centre, features 800 additional square feet of outdoor space, and 50 additional parking spaces than the current facility. This would be the City's largest community centre.

Staff recommend the following deliverables for a new older adult centre be built in the Request for Proposals document:

1. 21,000 – 26,000 square feet
2. 1,200 – 1,600 square feet outdoor space
3. Minimum of 150 onsite surface parking spaces
4. A specific area near the building entrance for drop-off and pick-up
5. Close to LRT and/or bus routes
6. A double sport gymnasium
7. Dedicated multi-purpose space/rooms for fitness programming
8. Dedicated multi-purpose space/rooms for creative/craft-base programming
9. Dedicated billiards/games room
10. One large multi-purpose room for programs and events
11. One medium sized multi-purpose rooms for programs and meetings
12. A warming kitchen
13. Large lobby space with café/light refreshments and lots of comfortable and accessible seating
14. Staff workspace and welcoming service counter
15. Universal & accessible washrooms, hallways and corridors (London Accessibility Standard)

**NOTE: Appendix B includes a detailed description and rationale for the deliverables outlined above.**

#### London Accessibility Standard

The City of London has become a leader in accessible design by delivering services and facilities that go above and beyond the standard requirements of the Accessibility for Ontarians with Disabilities Act (AODA) and the Ontario Building Code. This exceptional level of service and investment to remove barriers to accessibility through dignity and accessibility planning is referred to as the "London Accessibility Standard". The City of Kitchener incorporated many elements of this higher accessibility standard for the Kitchener Indoor Recreation Complex and will deliver the same level of accessible design in the new older adult centre.

#### Location of a New Older Adult Centre

Staff are seeking Council's direction to explore and evaluate proposals to build the new centre on alternate properties within 1.5 KM of the current Rockway Centre site. While the existing site holds significant community sentiment, relocating the facility nearby would enable the City to deliver and construct a modernized centre with enhanced amenities more efficiently. This approach would also minimize disruption to ongoing programs and users during construction at the current location.

### Minimizes Program Disruptions

Constructing the new centre at an alternate site would enable uninterrupted operation of the existing Rockway Centre throughout the construction. Residents would maintain full access to programs and services until the new facility is completed and operational.

It might be possible to build a new older adult centre on the existing site while keeping the existing facility open; however, this option will likely result in higher costs, an extended timeline and significant inconvenience to people attempting to use the centre. The current Rockway site will require environmental remediation adding a further complication and to ongoing operations and any future construction.

Furthermore, retaining the existing building on-site would limit the City's ability to pursue strategic partnerships that may become available at other sites and limit the full redevelopment potential of the existing property (limiting potential land value). Unlocking the site's full value would require the removal of the current facility, which would require the relocation of existing programs during construction. While some programming could be relocated to other community centres, increasing demand on these facilities would likely limit availability and reduce the scope of programming.

Staff have examined alternatives, such as leasing nearby spaces, but this would result in increased operating costs and potential service reductions. Additionally, keeping the Rockway Centre operational while building on the same site would significantly disrupt access and likely require the complete closure of on-site parking – a major barrier to users' ability to access the building. Additionally, construction impacts may include dust, noise, vibration and other impacts to users and the current facility.

### Faster Delivery of a New Older Adult Centre

Rockway Centre has been maintained to a standard that is consistent with other City-owned facilities. Given the age of the building and planned redevelopment, there have been no significant renovations. Based on a 2023 site and facility assessment, the Facilities Management team advised that Rockway Centre can continue to operate in its current state, with regular maintenance and some modest investments, for up to five years.

Given the site constraints and changing economic impacts of new large-scale developments, it is less likely that the City will secure a development partner for a mixed-use facility in the next five years. However, exploring alternate locations presents an opportunity to partner with an organization that has an active project or plans to build within the next five years on a site they already own.

### Funding for a Facility that Meets Community Needs

In 2014, Council allocated \$6M in the 10-year capital forecast for the construction of a new older adult centre. However, due to rising construction costs and ongoing inflation, this initial allocation is no longer sufficient. To deliver a facility that meets the evolving needs of the community and



aligns with the priorities identified through public engagement, the City will need to secure additional funding.

Building the new older adult centre at an alternate location would allow the City to sell the existing Rockway Centre site and re-invest those funds into the development of the new facility at a different location. The funds generated through a land sale will significantly reduce the gap that exists between the allocated funds and the anticipated budget which has increased due to rising construction costs and inflation.

**ENGAGEMENT:**

The Rockway Advisory Committee reviewed and provided input into staff's recommendation contained in this report (including the detailed list of deliverable for a new older adult centre). The advisory committee was supportive of both recommendations in CSD-2025-246.

**STRATEGIC PLAN ALIGNMENT:**

This report supports the delivery of core services.

**FINANCIAL IMPLICATIONS:**

Funding from 2022-2026 for the City's contribution to a partnership for the redevelopment of the Rockway Centre is \$6,750,000. In addition to this capital funding, there may be an opportunity for the City to contribute additional funds through the value of the lands on which the current centre is located.

**PREVIOUS REPORTS/AUTHORITIES: (add names of report)**

- [CSD-013-047](#) – Rockway Centre Feasibility Study and Business Case Final Report
- [CSD-013-051](#) – Rockway Centre Recommendations
- [CSD-2024-191](#) – Rockway Centre Redevelopment Strategy Update

**APPROVED BY:** Michael May, DCAO & General Manager, Community Services

**ATTACHMENTS:**

Attachment A – Rockway Centre Redevelopment Engagement Results Report  
Attachment B – Rockway Redevelopment RFP Deliverables

# Rockway Centre Redevelopment Community Engagement

Data Report - January 2025



## Executive Summary

Rockway Centre is Kitchener's only dedicated older adult community centre where residents can come together and participate in a wide variety of programs designed specifically for them.

Situated on a 1.89-acres, Rockway Centre includes a 17,750 square foot facility with 11 program rooms, a café, outdoor patio, billiards room, pottery shed, and commercial kitchen. In 2023, the centre recorded 30,747 visits for various programs, including fitness classes (Chair Pilates, Zumba), learning programs (technology, cooking, pottery), social groups (cards, billiards, crafts), wellness programs (yoga, meditation), and community events (Rockin' it at Rockway, holiday bazaars).

Rockway Centre was originally constructed as a transit terminal in 1950 and has been operating as an older adult centre for 50 years. The existing building is in need of many repairs; and does not provide residents with the amenities they deserve. As a result, the facility no longer meets the diverse needs of our older adult population. While the City has done its best to make the building work, the current layout and structure simply don't serve the community well. If we want to truly meet the current and future needs of older adults, we need a new centre.

In 2024, staff conducted a comprehensive community engagement campaign to better understand residents' interests, needs and desires for a new older adult centre.

Next, the City will conduct a transparent and competitive bidding process to seek out a development partner build a new older adult centre either on the existing site at 1405 King St. E. or at a location nearby. The information collected through the engagement campaign will be instrumental in the decision-making process to select the right development partner.

The enclosed report includes the results of the 2024 Rockway Redevelopment: Your Centre, Your Say campaign. As the City continues the process of redeveloping Rockway Centre into a new, purpose-built facility that better meets residents' needs, we are committed to collaborating with the centre's current users and older adults from across the city.

# Project Background

The idea of a more modern and functional older adult recreation facility was first presented to Council in 2013. At that time, the decision to build a new centre on the existing site (1405 King St. E.) or at a location nearby was deferred to a Request for Proposal (RFP) process. Further, the City decided to maintain the existing Rockway Centre until a new facility could be built at a later date.

The redevelopment of Rockway Centre was noted again in 2019 when Council received the Leisure Facilities Master Plan which included a recommendation to pursue a partnership with the private sector to redevelop Rockway Centre.

City Council allocated \$6 million starting in the 2024/2025 capital budget to fund the City’s portion of the redevelopment partnership, which could also include the value of the Rockway Centre current site/land.

## Public Engagement

Throughout 2023, staff talked with more than 140 residents from a variety of stakeholder groups to get their initial thoughts on how best to develop a new, modern older adult centre.

In 2024, staff led a broader community engagement effort to better understand the atmosphere, site features, and program offerings residents would like to see in a new older adult centre. The results of this engagement, which gathered input from 721 residents, are outlined in the enclosed report and will be used as a decision-making tool to develop criteria for the Request for Proposal.

## Development Process

The redevelopment of Rockway Centre is a complex and lengthy project. The first step involves finding an appropriate development partner interested in building a mixed-use facility that could include an older adult recreation centre on the ground floor with possible ancillary medical/dental/retail/office or residential types uses above. Staff have identified four phases (below) that will result in a Request for Proposal with the goal of finding a development partner for a new older adult centre.



# Engagement Overview

The purpose of this engagement initiative was to gather input from older adults across the City of Kitchener to better understand the type of atmosphere, site features and programs/services they would like to see in a new older adult centre.

While many efforts focused on current Rockway Centre patrons, staff also sought feedback from residents citywide, including those who use other recreation facilities or have never visited Rockway. Broadening the outreach ensures the new facility will meet the diverse needs of the community, recognizing that a dedicated older adult centre will attract individuals from across the city.

Further, the age demographic was expanded to adults 45+ to better understand what the next generation of older adults would like to see in a new older adult centre. The City hopes to build a modern and innovative facility that will serve Kitchener’s older adults for many generations.

Recognizing the emotional investment of Rockway patrons, relationship-building and trust were essential components of this engagement plan. Understanding and reflecting the community's needs through engagement efforts will be paramount in shaping the future of the Rockway Centre.

This document provides an overview of community engagement, methods, metrics and results, and summarizes key themes.

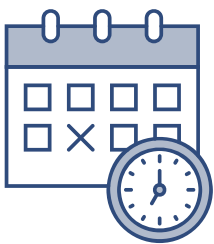
## Ways We Engaged

Engagement spanned approximately eight weeks and included a variety of options for participation, both online and in-person, including a public survey. The survey consisted of several multiple-choice options, with opportunities for written and verbal feedback.



721

Public Surveys  
Completed



8

Engagement  
Events Held



10

City Facilities  
Visited



130

Idea Board  
Comments



Through the survey, the community had significant influence over three key areas of this project: atmosphere, programming, and site features:

Atmosphere	The feedback collected from this category will help determine the overall atmosphere (look/feel) of the new centre.
Site Features	The feedback collected from this category will help prioritize the features like outdoor spaces, recreational areas, accessibility, etc.
Programming	<p>The feedback collected from this category will help guide the types of programs and services offered at this new centre, which will have an impact on the overall design/layout.</p> <p>Out of scope: Swimming, ice sports, walking track (these will be included in the new Kitchener Recreation Indoor Complex).</p>



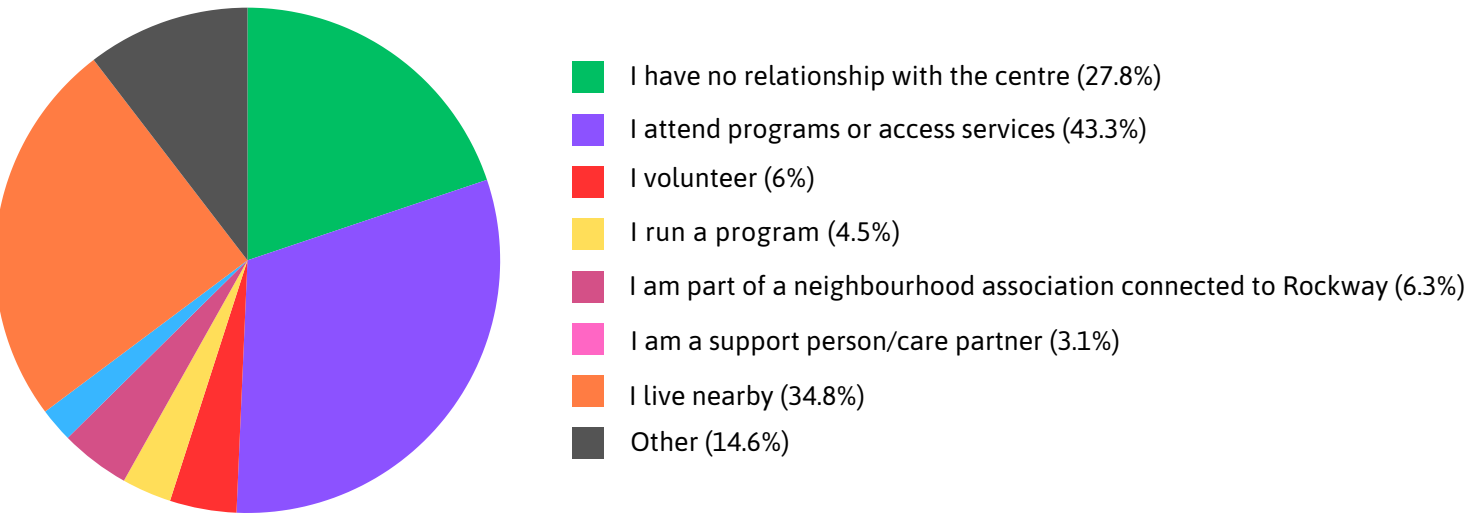
A large graphic with a green speech bubble containing the text 'Your centre, YOUR SAY' in white. Below this, the text 'Help us build Kitchener's new centre for older adults!' is written in black. At the bottom left are the logos for 'ENGAGE KITCHENER' and the 'CITY OF KITCHENER'. On the right side of the graphic is a photograph of a smiling older woman with short grey hair, wearing a patterned scarf and holding a white mug.



# Who We Heard From

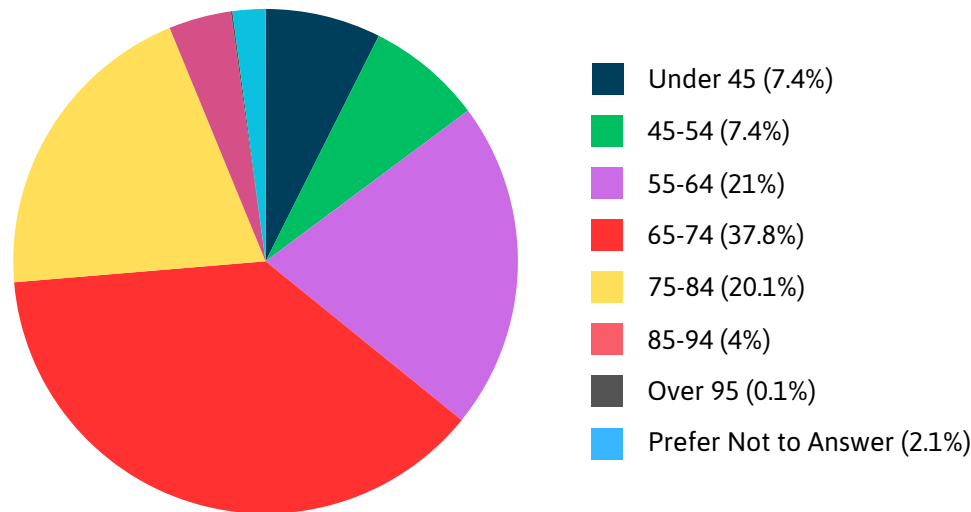
## What is your relationship to Rockway Centre?

The majority of survey respondents (43.3%) said they use Rockway Centre today, either by attending programs or accessing services, or through volunteering or running programs. The second largest group (34.8%) noted they live nearby the centre. The third largest group of respondents (27.8%) noted that they have no relationship or have never visited Rockway Centre which indicates the information collected reflects the views of existing Rockway users and non-users. It is important to note that respondents had the option to select multiple answers, resulting in some overlap among the categories.



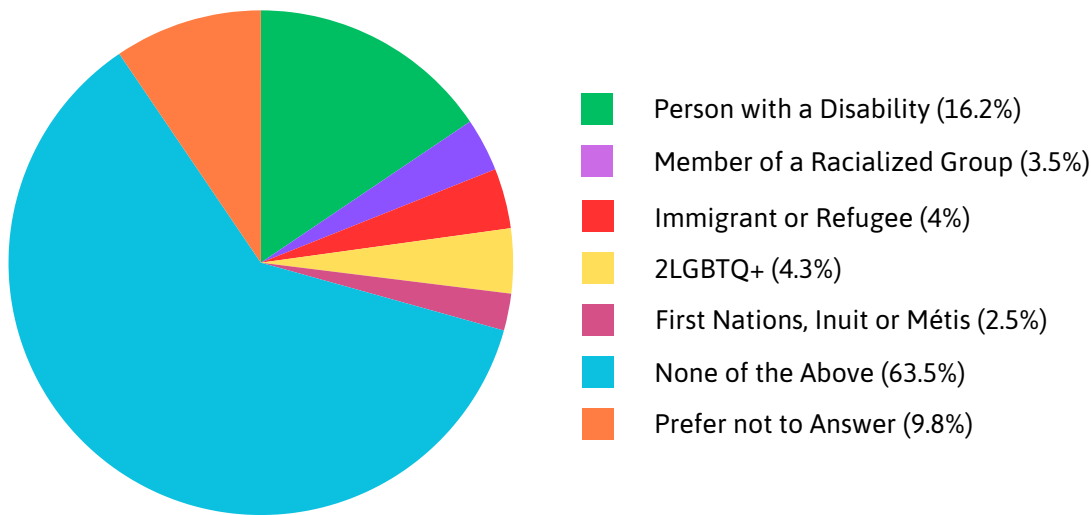
## What is your age?

Approximately **83% of respondents identified as being over the age of 55**. The largest group (37.8%) of respondents were aged 65-74 and 7.4% of respondents were between ages 45 and 54. There was no significant difference in survey responses between the 45-54 and 55+ age group. Both age groups indicated similar ideas and preferences.



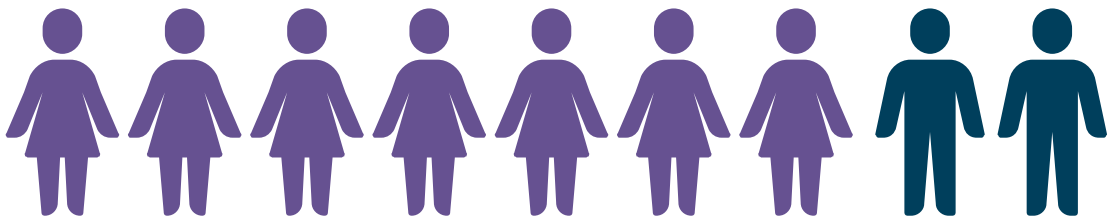
**Which group do you identify as a member of?**

The majority of respondents (63.5%) did not identify as a member of a specific group listed below.



**Which of the following best describes your gender identity?**

Approximately 73% of respondents identified as women, while 21% identified as men. The remaining 6% identified as other or did not respond. This trend aligns with the demographics of existing Rockway patrons. In 2024, 73% of Rockway program participants identified as women and 27% identified as men.





## What We Heard

## Atmosphere

Overall, respondents have identified that they want the new older adult centre to be a welcoming, comfortable and social space.

The top three descriptions for the ideal atmosphere of the space were:



Through an open-ended question, survey participants were asked to identify particular elements they think would create a pleasant atmosphere. The most common themes included:





Site Features

Survey participants were asked to identify the most important site features for the new older adult centre. Through the survey, we heard that over **60%** of respondents think it is very important for the new centre to have areas for socializing and casual interactions and over **50%** think outdoor spaces, such as gardens or patios, are very important to the overall atmosphere of the centre.

Survey participants were asked which site features they would use if they were included in the new older adults. The top three site features that were selected were:



The most common responses received through the “other” category for site features included “Dance Studio” and “Lawn and/or Carpet Bowling.”

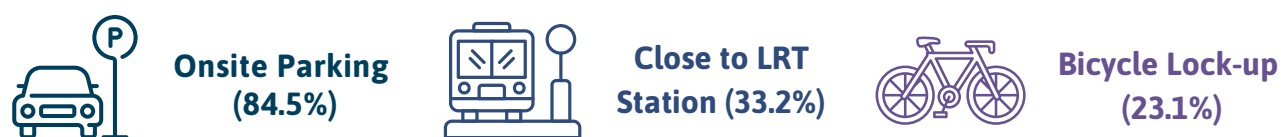
Outdoor Features

Survey participants were asked which outdoor features they would use if they were included in the new older adult centre. The top three outdoor site features selected by respondents were:



Transportation Features

Survey participants were asked which features would make it easier for them to get to Rockway Centre. The top three transportation features selected by respondents were:



## Accessibility Features

The new centre will be built with all standard modern accessibility features such as ramps, elevators, wide hallways and accessible washrooms. However, survey participants were asked which features would make the new older adult centre more accessible to them. These are features that would go above and beyond legislation. The top three accessibility features selected by respondents were:



Common responses received through the “other” category, open-ended conversations and idea boxes pertaining to accessibility included an emphasis on making washrooms accessible for individuals, including features like wider doorways or door-free entries, raised toilets, grab bars and handles at accessible heights.

## Cultural and Religious Spaces

Respondents were asked which cultural or religious spaces they would use if they were included in the new older adult centre. The top three cultural and religious spaces selected by respondents were:



## Programs & Services

Respondents were asked to share their ideas on the types of activities and services that would most enrich their experience and meet their needs through the development of a new older adult centre. The top five program and activities overall include strength training, cafe/coffee shop, special events, information about life transitions and painting. When considering the top three programs and services for each recreational category, staff were able to better understand the diverse interests among older adults.

### Top 3 Programs & Activities by Category

Active Recreation	Life Skills Programming	Arts & Crafts Activities	Educational Activities	Social & Recreational Activities	Social Support
Strength Training (71.7%)	Life Transitions (60.6%)	Painting (57.2%)	Computer & Technology Classes (53.7%)	Special Events (63.4%)	Cafe or Coffee Shop (65.7%)
Yoga (46.5%)	Financial Literacy (54%)	Pottery (48.7%)	Gardening Workshops (44.5%)	Music or Movie Nights (55.7%)	Personal Care Services (36.6%)
Racquet Sports (25%)	Public Transit Guidance (31.9%)	Drawing (31.4%)	Book Clubs (41.2%)	Card and Board Games (43.7%)	Nutrition Clinics (35.1%)

The wide range of program offerings at Rockway Centre are highly valued by the community. Understanding the types of programs and services that older adults are interested in will help the City design multi-purpose spaces that can accommodate a wide range of recreational needs.

## Open-Ended Feedback

Respondents had an opportunity to provide written comments throughout the survey. In addition, several in-person engagement sessions were hosted that led to meaningful conversations and ideas. The following themes emerged from written and verbal comments provided throughout the engagement campaign. Note, in addition to staff review, artificial intelligence was used to analyze the open-ended comments of the survey.



### Welcome & Inclusive Atmosphere

Creating a welcoming, friendly, and inclusive environment was repeatedly highlighted. This includes having friendly and approachable staff at a reception desk, a comfortable and un-intimidating atmosphere, and spaces that encourage socialization. Many advocated for a multi-generational approach, opening the center to younger members of the community.



### Diverse Programs & Activities

Respondents suggested activities ranging from fitness classes and sports (including indoor lawn bowling), arts and crafts, social events, educational workshops, and cultural opportunities. There was a strong desire for programs catering to different levels of mobility and health, as well as requests for activities that encourage mental stimulation and social interaction.



### Accessible Design & Amenities

Respondents expressed preferences for a bright, clean, and comfortable space with natural light, appropriate acoustics, and well-designed spaces for various activities that meet accessibility standards. Many requested an outdoor area with seating, a café, and sufficient washrooms. Several comments specifically addressed the need for appropriate flooring and accessible washroom facilities.



### Safety & Security

The importance of a safe and secure environment was repeatedly stressed. This included concerns about indoor air quality, adequate lighting, and security measures to prevent verbal abuse and ensure the overall safety of visitors.



### Affordability

Respondents emphasized the need for affordable programs and services, including reasonably priced meals and exercise classes. Clear communication about programs and events through various channels (e.g., social media, newsletters) was also identified as crucial.



### Staffing Support

The quality of staff and their role in creating a welcoming environment was consistently praised. Suggestions included having well-trained, patient, and friendly staff, as well as a designated senior connector to assist with linking to community services.

## Next Steps

The next phase of this project will consist of workshops with subject matter experts comprised of City staff and members of the Rockway Advisory Committee. Based on a variety of information, including the engagement results detailed in this report, staff will develop recommended mandatory and secondary criteria to be included in the Request for Proposal (RFP).

The criteria for the Request for Proposal will be presented to Council in 2025. Once approved, the City will initiate the Request for Proposal seeking a development partner to build a mixed-use facility that includes an older adult centre.

## Acknowledgement

We would like to extend our heartfelt gratitude to all individuals and groups who participated in the engagement efforts related to the Rockway Redevelopment project. Your time, feedback, and ideas play a crucial role in shaping the vision for a new older adult centre that will serve our community for many generations.

We especially thank the following groups for their contributions:

- Rockway Advisory Committee
- Grand River Accessibility Advisory Committee
- Mayor's Advisory Committee for Kitchener Seniors
- Eastwood Neighbourhood Association
- Auditorium Neighbourhood Association
- FRIENDS
- Chain Gang at Rockway Centre
- Morning Out Group (Rockway Centre)
- Rockway Adult Colouring Group
- Morning Out Group (Forest Heights Community Centre)
- Rockway Centre staff

Your engagement in this process has been essential, and we look forward to continuing our collaboration as we move forward with the redevelopment project.

Thank you,  
City of Kitchener

## Appendix B – Deliverables for RFP & Rationale

### General Building & Site Requirements:

Requirement	Description	Alignment to Community Input	Comparison to Existing Facility
Building size	21,000 to 26,000 square feet. Staff determined this an appropriately sized facility to meet programming requirements based on other facilities and programming needs.	✓ Allows the City to build a facility that meets a wide range of community needs both now and into the future.	3,250 to 8,250 square feet larger than existing Rockway Centre
Outdoor space	1,200 to 1,600 square feet	✓ One of the top three community priorities	400 to 800 square feet larger than existing
Onsite parking	Minimum of 150 parking spaces	✓ One of the top three community priorities for transportation features	50 parking spaces more than current site
Proximity to public transportation	Close to LRT and/or bus routes	✓ One of the top three community priorities for transportation features	Current site is near a bus stop (Route 7)
Accessible drop-off and pick-up zone	Specific area near the building entrance for drop-off/pick-up to accommodate caregivers, Mobility Plus etc.	✓ One of the top three community priorities for accessibility features	Does not exist at current site

### Program Specific Requirements:

<b>Program Requirement</b>	<b>Description</b>	<b>Alignment to Community Input</b>	<b>Comparison to Existing Facility</b>
Gymnasium	Double sport gymnasium (like Country Hills, Victoria Hills) which will allow for sport programming (i.e., pickleball, volleyball, badminton, boot camp fitness classes, community events and indoor winter walking groups)	<ul style="list-style-type: none"> <li>✓ Active recreation for all ages</li> <li>✓ Racquet sports</li> <li>✓ Walking groups</li> </ul>	Does not exist at current site
Multi-purpose fitness room	Multi-use space with appropriate flooring and mirrors for fitness and active programming (standard in other community centres)	<ul style="list-style-type: none"> <li>✓ One of the top three community priorities</li> <li>✓ Appropriate sport-flooring</li> <li>✓ Strength training</li> <li>✓ Yoga</li> </ul>	Fitness programs are spread across various rooms with lack of appropriate flooring.
Creative maker space	Multi-use space with sinks and workstations for creative and craft-based programming. Includes a lockable storage area for a kiln	<ul style="list-style-type: none"> <li>✓ Pottery</li> <li>✓ Painting</li> <li>✓ Arts &amp; crafts</li> <li>✓ Adequate workspace &amp; storage for supplies</li> </ul>	Pottery kiln is located outside, creative programs are spread out across multiple rooms with lack of storage.
Large multi-purpose room	Large multi-purpose space to be used for a variety of programs and events	<ul style="list-style-type: none"> <li>✓ Social events</li> <li>✓ Card and game groups</li> <li>✓ Flexible space</li> </ul>	Better use of space than existing site
Medium multi-purpose room	Medium multi-purpose space to be used for a variety of programming, meetings, etc.	<ul style="list-style-type: none"> <li>✓ Flexible space for medium to small group activities</li> <li>✓ Educational sessions, book clubs, card groups, etc.</li> </ul>	Better use of space than existing site
Billiards/games room	Designated billiards and games (e.g. cards) room	<ul style="list-style-type: none"> <li>✓ Dedicated space for billiards</li> </ul>	Larger than existing site
Warming kitchen	Small warming kitchen	<ul style="list-style-type: none"> <li>✓ Fridge, microwave, sink for serving food at events, programs</li> </ul>	Underutilized commercial kitchen at current site

Lobby/open seating area with café	Lobby space with a café (light refreshments) and adequate seating that is larger than the existing Rockway Centre lobby	<ul style="list-style-type: none"> <li>✓ One of the top three community priorities</li> <li>✓ Large open space for social gatherings</li> <li>✓ Café included within the lobby space</li> <li>✓ Adequate light and seating to create a welcoming and bright environment</li> </ul>	Larger than the existing site
Customer Service Desk	Service counter to greet and serve customers	✓ Supportive and friendly staff	Similar to existing site
Staff workstations and offices	Workstations and offices for supporting staff	✓ Supportive and friendly staff	Similar to existing site
Adequate storage for equipment and resources	Adequate storage throughout the facility to store tables, chairs, and programming equipment	✓ Staff/resource requirement	More storage than existing site
Accessible and universal washrooms, hallways, corridors, custodial & mechanical rooms	The facility will be designed to a high accessibility standard (London Accessibility Standard)	✓ Accessible washrooms, hallway size, handrails for easier access throughout facility	Current site does not meet accessibility requirements



**REPORT TO:** Community and Infrastructure Services Committee

**DATE OF MEETING:** June 16, 2025

**SUBMITTED BY:** Barry Cronkite, Director, Transportation Services, 519-741-2200 ext. 7738

**PREPARED BY:** Barry Cronkite, Director, Transportation Services, 519-741-2200 ext. 7738

**WARD(S) INVOLVED:** All Wards (1-10)

**DATE OF REPORT:** May 29, 2025

**REPORT NO.:** DSD-2025-270

**SUBJECT:** Automated Speed Enforcement Update

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**RECOMMENDATION:**  
For Information.

## REPORT HIGHLIGHTS:

- The purpose of this report is to provide a comprehensive update on the municipal speed camera program (formerly called automated speed enforcement – ASE).
- The key finding of this report is that the Region of Waterloo is continuing to install speed cameras on Regional roads.
- Public concern around rapid program deployment is growing provincially making it worthwhile to continue to postpone installation on City of Kitchener Streets, regardless of service model selected in the future, while vision zero initiatives continue to be installed.
- Community engagement included posting this report to the City's website with the agenda in advance of the council / committee meeting.
- This report supports the delivery of the Strategic Plan action item "Building a Connected City Together" as it recommends a continued focus on implementing a "Localized Transportation Safety Improvement Program".

## BACKGROUND:

The Highway Traffic Act was amended in 2019 to permit municipalities to use Automated Speed Enforcement (ASE) with the objective of improving road safety. The legislative amendment allows municipalities to enact by-laws to permit the use of ASE exclusively in school zones and community safety zones.

The intent of ASE is to improve road safety in school zones and community safety zones through increased compliance with posted speed limits. Reducing operating speeds has proven to have a direct positive impact on the likelihood and severity of collisions.

An ASE camera automatically measures vehicle speeds at a specific point along a roadway using a camera-based radar system. Enforcement is accomplished through the issuance of an offense above the posted speed limit issued to the owner of the vehicle license plate number. A ticket is issued if a vehicle is detected travelling greater than a set speed above the posted speed limit. The registered owner of the vehicle will receive the ticket regardless of who was driving.

## **REPORT:**

ASE programs have continued to launch and grow in most municipalities throughout Ontario. In the Region of Waterloo specifically, the ASE (referred to municipal speed camera or MSC by the Region of Waterloo) program has launched more gradually than in most major municipalities. In 2021, the program launched with 2 cameras rotating between 8, and then eventually 16 sites. However, the program has steadily grown, currently including 23 locations that are either live or “coming soon”. Of the 23 total locations, four are live and/or coming soon within the City of Kitchener as follows:

- Westmount Road in front of Laurentian Public School – live
- Victoria Street South in front of Sandhills Public School/St Dominic Savio Catholic Elementary - live
- Courtland Avenue in front of Courtland Avenue Public School – coming soon
- Weber Street East – in front of Sunnyside Public School – live

Additionally, it is worth noting that the stated mandate for the Region of Waterloo MSC program is the installation of a camera in every eligible school zone by 2028. The Region of Waterloo has and continues to operate the program on behalf of the townships and municipalities within the Region of Waterloo though no formal agreement or memorandum of understanding has been formalized to date. In mid-2024, the Region changed their service model to an AMPS (administrative penalty) based system. Given the changing structure of ASE in the Region, Council passed the following motion on October 28<sup>th</sup>, 2024:

***WHEREAS*** on October 5th, 2020 City of Kitchener Council approved the use of Automated Speed Enforcement (ASE) on municipal streets in accordance with O.Reg. 398/19 under the Highway Traffic Act.; and,

***WHEREAS*** a formal agreement between the Regional Municipality of Waterloo and the Corporation of the City of Kitchener has not yet been negotiated between the parties to outline the installation, administration, enforcement, and operation of the automated speed enforcement program on City roads; and,

***WHEREAS*** the Regional Municipality of Waterloo currently enforces ASE using the Provincial Offences Act (POA) which sets fines in accordance with the Highway Traffic Act Sections 128(14); and,

***WHEREAS*** in 2022 the Province of Ontario enacted Ontario Regulation 355/22 which facilitates the processing of administrative penalties for contraventions detected using camera systems; and,

***WHEREAS*** the Region has changed their model of enforcement and will be moving to an administrative penalty (AMP) system in accordance with O. Reg 355/22; and,

***WHEREAS*** the fines in O. Reg 355/22 are an approximate doubling of fine amounts set out in section 128(14) of the Highway Traffic Act and this increase causes concern for the City of Kitchener; and,

***WHEREAS*** the City approved in May 2024 through Vision Zero the implementation of three additional ASEs, on local roads under the jurisdiction of the municipality;

***THEREFORE BE IT RESOLVED*** that the City of Kitchener pause current and future installation of ASEs on roads under the jurisdiction of the City of Kitchener until such time as Kitchener Council has approved a Memorandum of Understanding with the Region of Waterloo, or other operational model, that outlines revenue sharing and the ability for City of Kitchener Council to amend operating times of ASE cameras, should they choose to do so at any time, on City of Kitchener roads; and,

***THEREFORE BE IT FURTHER RESOLVED*** that staff be directed to investigate and report back on whether the City could be appointed an ASE provider, including exploring potential external service provider options; and,

***THEREFORE BE IT FINALLY RESOLVED*** that the City of Kitchener Council requests that the Ontario provincial government amend Ontario Regulation 355/22 to reduce the set fines to a level that is similar to the fines set out in the Highway Traffic Act Section 128 (14).

The provincial government has recently raised concern with ASE programs throughout the province. In May 2025, Premier Ford indicated that the Provincial Government will be considering changes to the program as it is being perceived as a revenue tool over a safety tool. Further, imbedded within the provincial government's 2025 Ontario Budget "A Plan to Protect Ontario", the following proposed legislative amendment was included as a first step in addressing provincial ASE concerns: *Amendments to the Highway Traffic Act to require municipalities to make Automated Speed Enforcement and Red-Light Camera locations more transparent and to focus their traffic cameras on road safety objectives.*

### ***MODELS and CONSIDERATIONS***

As per Council direction, staff have reviewed and assessed different potential operating models. A summary of each model considered is as follows:

#### ***City of Kitchener Led Program***

The City of Kitchener could choose to operate their own Municipal speed camera program. There are definitive benefits to operating a standalone program but generally can be summarized as greater control. Should Kitchener implement its own program, there would be increased control over infractions and infraction processing. Staff/council could set parameters around time of use and when an infraction is processed or waived.

There are also significant challenges with a City of Kitchener led program. Primarily, the City of Kitchener would need to enter into an agreement with both a camera provider and a ticket processing center; likely owned and operated by another municipality; to physically install and maintain equipment as well as process tickets. There are multiple options for both camera equipment and ticket processing, but these options typically include upfront capital cost for installation and ongoing operating costs. It is possible that annual operating costs could outweigh revenue generated depending on the operating parameters applied. Additional staff (screening/hearing officers and program operations staff) would also be required and vary depending on the number of selected site and the parameters of infractions. Finally, there is still questions regarding the legal authority of a municipality operating an ASE program, specifically when Highway Traffic Act enforcement isn't under their jurisdiction.

### ***Region of Waterloo Partnership***

In June 2023, Regional Council approved a 5-year expansion plan that outlined the installation of ASE in all 175 schools in the Region of Waterloo by the end of 2028. To support that expansion, regional Council also supported the development and operation of a Region of Waterloo ticket processing center and the hiring of required staff to process and adjudicate ASE tickets. Additionally, the Region of Waterloo has since secured a vendor for the supply and installation of municipal speed cameras. Continued partnership with the Region of Waterloo alleviates the need to enter into third party agreements for equipment and processing requirements.

Work continues on a memorandum of understanding (MOU) between the Region and all other municipal and township partners in the Region of Waterloo. While this would not provide the flexibility in decision making parameters that Kitchener Council had requested, it would ensure consistent application throughout the Region. Additionally, any future installation and operating costs would be absorbed by the Region of Waterloo. Any additional revenue beyond annual capital and operating costs could be subject to revenue sharing that could be considered as part of the MOU. Without a completed MOU, it is not possible to weigh the benefits of a regional program vs. other ASE model alternatives at this time.

### ***Turnkey Model***

The Association of Municipalities of Ontario (AMO) and Local Authority Services (LAS) have developed a turnkey model for automated speed enforcement in partnership with Elovate. Generally, a turnkey service limits upfront fees and could be integrated with the City's current administrative penalty program (AMPS). However, Elovate is an American based company, and the operation/revenue is limited by the terms and conditions of the turnkey agreement. This makes modification of any future program much more difficult, as Council would be bound to a service agreement.

### ***Summary and Next Steps***

Municipal speed camera programs should be a data driven form of enforcement and considered in school zones as an additional tool to increase safety for all road users; used when other proactive measures are not possible. Generally, most schools on municipal streets can achieve the same net benefit of ASE (operating speed reduction) through proactive infrastructure change that align with the goals and objectives of Kitchener's Strategic Plan, rather than punitive enforcement that can be perceived negatively by the general public.

It is not yet clear what restrictions may be applied provincially to ASE in the coming months to ensure road safety and at the same time reduce the perception of revenue regeneration beyond what has already been included in the provincial budget. However, changes to provincial regulation can be anticipated if rapid growth in ASE continues throughout Ontario and expands beyond school zones.

Given this relative lack of clarity, staff's intent is to continue to focus on action items in accordance with the City of Kitchener's approved Vision Zero action plan, as the most appropriate method to address speeding in school zones on municipal streets. Staff will also continue to work with the Region of Waterloo to develop a memorandum of understanding, should Council wish to pursue future municipal speed camera installations.

As municipal speed cameras roll out Region wide, staff will continue to monitor both the regional program and any future provincial legislative changes and report back regarding ASE through future Vision Zero reports.

**STRATEGIC PLAN ALIGNMENT:**

This report supports the delivery of the Strategic Plan action item "Building a Connected City Together" as it recommends a continued focus on implementing a "Localized Transportation Safety Improvement Program".

**FINANCIAL IMPLICATIONS:**

There are no financial implications at this time. Any future reports regarding a memorandum of understanding or legal agreement with the Region of Waterloo and/or future MSC program will discuss the related financial implications in detail.

**COMMUNITY ENGAGEMENT:**

INFORM – This report has been posted to the City's website with the agenda in advance of the council / committee meeting.

**APPROVED BY:** Justin Readman, General Manager of Development Services