

ACKNOWLEDGEMENTS

The City of Fredericton Recreation Master Plan was created under the direction of the Plan's Steering Committee that included the following individuals:

- Wayne Tallon, Director, Community Services Department
- Frank Flanagan, Director, Development Services Department
- Tony Hay, Assistant Director, Community Services Department
- Michelle Horncastle, Manager, Recreation Division
- Brian Cochrane, Manager, Parks and Trees Division
- Bob Cormier, Asset Manager, Asset Management Division
- Meredith Gilbert, Intermediate Planner, Planning and Development Division
- Connie Nichol, Facilities Coordinator, Recreation Division
- Robert Glenwright, Horticulturist, Parks and Trees Division

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W. Donovan
Principal
dmA Planning & Management Services

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APPENDIX A: Consultation Participants

APPENDIX B: Responses from Final Presentations of the Draft Final Report

1.0 INTRODUCTION

Recreation is important to individual and community wellness, social interaction, business stability, and community pride. The City of Fredericton has made a conscious decision to plan its future and manage its resources in a manner that sustains this important community service.

The term “recreation” is generally defined as “all those things that a person or group chooses to do in order to make their leisure time more interesting, more enjoyable and more personally satisfying”. This definition, created in 1974 at the Recreation Minister’s Conference in Edmonton, Alberta, is very encompassing. In the more than 30 years since the definition was created we have a greater understanding of the complexity of recreation – all “those things” that could be included, and all “those providers” who contribute to recreation services in a community. Today we more fully appreciate the benefits and responsibilities of recreation services.

The City’s 2007 Municipal Plan proposes that “Council prepare a Recreation Master Plan to provide more detailed guidance on the development and enhancement of recreation systems in the City.”¹ The Recreation Master Plan is to address (1) existing parklands to rationalize disposition and use of such lands and to serve existing and future populations; (2) to determine on a municipal, community and neighbourhood basis required recreation areas and facilities; and (3) to identify acceptable standards for municipal, community and neighbourhood facilities.

The Recreation Master Plan assessed the City’s natural and built recreation assets, identified opportunities to maximize the benefits of active living, and recommends sustainable delivery options. The Recreation Master Plan builds on the 2007 Municipal Plan, the 2007 Trails and Bikeways Master Plan, the 2007 Southside Riverfront Development Plan, and other recent initiatives and plans.

While the focus of this Plan is the role and responsibility of the City of Fredericton’s Community Services Division, the Division is not the only organization that provides and supports recreation in Fredericton. Recreation is also delivered or supported by the YMCA, the Boys and Girls Club, local School Districts, the City’s Universities, area communities and Local Service Districts, and many other community groups throughout the City and region. Much of the recreation opportunities available to City and regional residents reflect partnerships between the City and one or more of these organizations. Partnerships are integral to the realization of sustainable and responsive community recreation services and this Plan identifies opportunities to enhance those partnerships.



¹ City of Fredericton Municipal Plan (2007) p. 75

The City of Fredericton, as most cities across Canada, is addressing issues of aging infrastructure, changing interests that reflect community demographics and emerging service trends, and a growing awareness of the power and benefits of recreation.

Over the past few years Fredericton has made significant investment in its recreation infrastructure, and in its organization and management procedures, ensuring that it is well positioned to respond to emerging needs and opportunities

The Recreation Master Plan establishes the overall framework for future decisions, resource allocation, and community services that support the health, wellness and vibrancy of the City of Fredericton.

1.1 Master Plan Report Structure

The Master Plan is presented in six major sections:

- **Section One – The Planning Context:** The Planning Context summarizes growth and socio-demographic information, service trends and practices, the service delivery system - staffing structure, policies and procedures, partnerships and agreements, facilities, programs, parks and open space that defines the existing recreation system. Together these features are an important foundation for assessing community recreation needs and opportunities.
- **Section Two – Consultation:** summarizes input from the community at large, focus group sessions, comment forms, key informant interviews, and public meeting participants. This section also summarizes relevant consultation input from recent activities undertaken by the City, specifically the Community Attitude Survey.
- **Section Three – Needs Assessment:** assesses the information gathered in the first two sections to identify and prioritize recreation service needs. The needs assessment include infrastructure, program, resource and organizational needs.
- **Section Four – Service Framework:** presents a framework for future service delivery and decision making.
- **Section Five – Service Directions:** presents service directions for programs and operations, a facility model, and identifies indoor and outdoor facility recommendations.
- **Section Six – Implementation:** outlines the resource requirements (financial, human, and infrastructure) of the recommendations as well as proposed implementation timing.



1.2 Glossary of Terms

The Recreation Master Plan is full of terms that may be used interchangeably and that may mean different things to different groups. We have attempted to be consistent in our use of terms, understanding that not every one shares the same definition of each term. The following terms have been defined for the purpose of this Plan and, in the context of this Plan should be understood to carry the definitions noted here.

Term	Definition
Terms Related to the Recreation Service Delivery	
Accessible	The term accessible is used in the Recreation Master Plan in two situations. With respect to facilities and programs it is used to denote physical accessibility for persons with a disability. In this respect it means barrier free facilities, it may also mean programs that through adapted materials or equipment are accessible to those with disabilities. Accessible recreation is also used with regard to financial accessibility or the ability of low-income individuals to access recreation programs and facilities.
Active Transportation	Active transportation is a term used to indicate travel by non-motorized vehicle (i.e., bicycles, walking, snow-shoeing, etc.). While walking, jogging or biking may be active recreation, active transportation carries with it the concept of "getting to" somewhere rather than only a recreational pursuit e.g., getting to school, work, shopping etc.
Community level Recreation	Throughout the Recreation Master Plan the term community recreation or community level recreation is used to denote activities that are provided or participated in at an introductory, inclusive, recreational level. Community level recreation activities could be active recreation and sport such as children's sport leagues, camps, adult fitness, swimming lessons; creative activities such as learn to paint, children's drama camps, or passive activities such as reading a book. Community level recreation can be structured as in a class or group, or unstructured such as riding a bike or playing at a playground.
Facilities	Facilities in this Plan, refer to indoor and outdoor facilities that accommodate specific recreation and sport activities.
Open Space	When the term "open space" is used in this Plan it is understood to be those areas of public ownership, or responsibility that can be used for passive recreation activities and that may also have an environmental management focus. Open space includes valley lands, woodlots, wetlands, water bodies, meadows and storm water management ponds, etc., some of which may be appropriate for leisure activities that are informal and unstructured (e.g., bird watching, nature viewing, casual swimming at a designated beach).
Parks	Outdoor spaces designed to accommodate specific activities such as sport fields, sport courts, picnic areas, horticultural areas, playground areas etc.
Programs	Programs include activities provided and/or directly supported by the City – both those for which participants register and those used on a drop-in or casual basis. Programs, for the purpose of this Plan also include special events, exhibits, and sport, arts and culture, activities that utilize the City's resources (i.e., facilities, staff, materials, and funding).

Term	Definition
Recreation / Leisure	This Plan uses the term recreation to include "all those things that a person or group chooses to do in order to make their leisure time more interesting, more enjoyable and more personally satisfying" ² Recreation is a broad area that includes "Active Recreation" (e.g., play groups, fitness programs, pick-up sports, swimming, cross country skiing etc.) and more " creative recreation" that includes such activities as painting, introductory dance and movement, skits and drama programs. " Passive recreation " is sometimes used for activities such as reading and bird-watching – although many would disagree that these are passive activities. Recreation also includes " Social " experiences through meeting and recreating – socializing within the context of a recreation activity. The terms <i>recreation</i> and <i>leisure</i> are used interchangeably in this document.
Sport	Sport describes activities that are competitive, have formal rules, require physical effort and skills, and operate within an organized structure (i.e., a league, team, community or regional group). Sport activities may be participated in at a recreational (in this case less competitive, less formal) level, through many stages to highly competitive events that may be amateur or professional.
Trails	Hard or soft surfaces that run through parks and open space, or adjacent to roadways, that are used for walking, bicycling, roller blading, jogging etc. Trail use is often associated with the term Active Transportation.
Wellness	This term is used to describe recreation activities primarily designed to contribute to physical health. Recreation (including sport and creative experiences) may be wellness activities. However, when the term "wellness" is used in this Plan it specifically relates to recreational initiatives that will support physical health (e.g., weight management, improved fitness, improved/maintained physical health). Wellness activities in the context of this Plan do not include those initiatives that are traditionally the responsibility of the health care sector, although may be initiated in partnership with this and other sectors in the community.
Youth at Risk	Term from the 1996 Canadian study <u>The Impact and Benefits of Physical Activity and Recreation on Canadian Youth-at-Risk</u> commissioned by the Canadian Parks/Recreation Association, the Interprovincial Sport and Recreation Council (ISRC) and Health Canada. The term refers to youth (13-19) who for family, environmental, social or individual situations are at risk of not choosing healthy behaviour patterns.
Terms Related to the Service Framework	
Action Step	Specific actions or recommendations that contribute to achieving a strategic direction. The action steps in this Plan are not the only actions that can contribute to these strategies. Timing and resource implications are identified for action steps.
Outcomes	Community benefits designed to be achieved through the resources and initiatives directed to parks, culture and recreation services.
Service Framework	Refers to the overall vision, service goals and principals, as well as strategic directions that provide the "framework" or guiding directions for service delivery. (See Figure 3.1)
Service Delivery Principles	Statements that describe "how" services will be delivered such as approach to service delivery, financial and resource management.
Service Goals	Statements that reflect "what" the organization will do to achieve its vision and desired outcomes. Service goals are measurable over the course of the plan, although are not as specific as strategic directions or action steps/ recommendations.

² Originally created as a common definition in 1974, this definition of recreation was reaffirmed in 1987 in the National Recreation Statement (Canada), and in 2002 Canadian Sport Policy.

Term	Definition
Strategic Direction	Key initiatives that move an organization in a clear and direct path toward a goal. They are long rather than short-term initiatives designed to address gaps between what currently exists and the desired future state.
Vision	A statement of the desired and anticipated future - achievable, optimistic, a future worth striving for, a future that will require strategic choices.

**City of Fredericton
Recreation Master Plan**

Section One: The Planning Context

2.0 POPULATION AND SOCIO-DEMOGRAPHICS

This section of the Planning Context highlights the population and socio-demographic characteristics of the community. Tables and Figures illustrate population changes over the past decade in the City, its surrounding communities and the Province as a whole. Characteristics that illustrate mobility, language, income and education features are important to the overall understanding of the community and the type of recreation experiences that best fit with these features.

2.1 Geographic Context

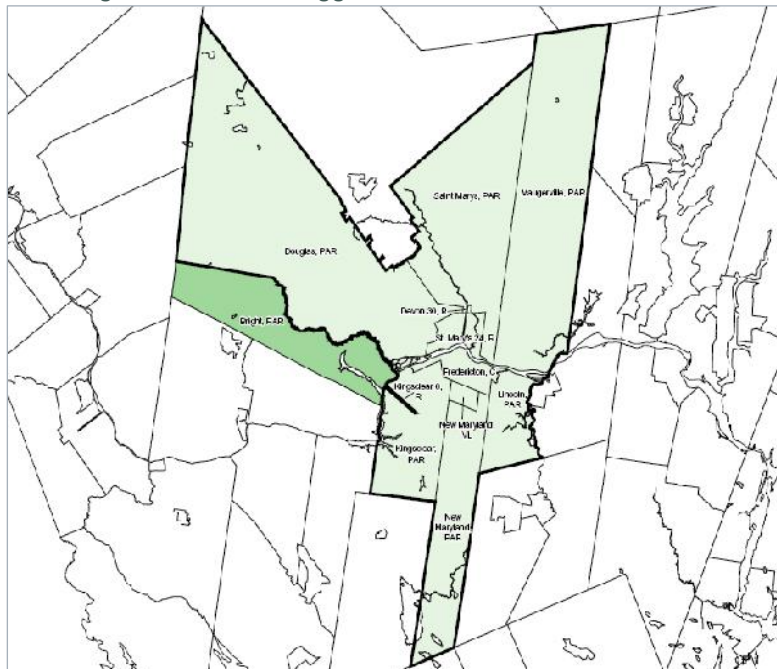
The City of Fredericton is located in Central New Brunswick along the Saint John River, within the Fredericton Census Agglomeration and York County. The Fredericton Census Agglomeration is comprised of the City of Fredericton, Village of New Maryland, and outlying unincorporated communities and outlying areas including Lincoln, Maugerville, New Maryland, Kingsclear, Saint Mary's, St. Mary's First Nation, Bright (parish) and Douglas (parish). Figure 2.1 illustrates the City's location within the Province. Figure 2.2 shows the Census Agglomeration area for Fredericton.

Figure 2.1: City of Fredericton



Source: Mapquest

Figure 2.2: Census Agglomeration Area for Fredericton



Source: 2001 Census of Canada, produced by the Geographic Division, Statistics Canada

2.2 Growth and Population Demographics

Between 1996 and 2006 the City of Fredericton grew by approximately 4,000 people, an increase of 8.5%, and a rate of growth similar to the Fredericton Census Agglomeration area (CA). The CA grew by over 6,700 people over the ten-year period, an increase of 8.3%.

In the most recent census period (2001 to 2006) the City's population increased by 6.2%, slightly more (0.8%) than the Fredericton CA's rate of increase. This represented the first time the City's population growth rate exceeded the CA in many years. As the capital city of New Brunswick, Fredericton is home to a variety of government departments, businesses and industry. The City's significant student population is an important factor, representing both young people who are permanent residents of the City and those who make Fredericton their home during their student years. University enrollment has declined somewhat in recent years and no increases are currently anticipated.

The population of the Province decreased by over 1% during the period of 1996-2001 and grew slightly (0.1%) during the last census period. Table 2.1 outlines population change for the City, the Census Agglomeration and the Province over the past decade.

Table 2.1: Population Change the City of Fredericton, the Fredericton CA Area and the Province

Year	City of Fredericton Population	% Change	Fredericton (CA) Population	% Change	New Brunswick	% Change
1996	46,507	-	78,950	-	738,133	-
2001	47,560	2.3	81,346	3.0	729,498	-1.2
2006	50,535	6.2	85,688	5.3	729,997	0.1

Source: Statistics Canada, 1996, 2001, and 2006 Census.

2.2.1 Population Age Cohorts

Section 2.2.1 discusses population age cohorts for the City, the Fredericton Agglomeration (FCA) and the Province as a whole. While overall population contributes to demand for services, age-based data influences the nature of that demand. Data from the 1996, 2001 and 2006 Canadian Censuses are used in this section. Not all “readily available” data from each census is available in similar form and in some cases only aggregate data could be obtained. In those cases comparison years have also been aggregated, even where more detailed cohort information is available for some periods.

Table 2.2 and Figure 2.3 present age cohorts for the City of Fredericton over the past three census periods. The column to the far right of Table 2.2 illustrates whether age cohort trends are generally increasing or decreasing. For the most part symbols reflect the period between 2001 and 2006. In all or most cases trends are also consistent with the 1996 data.

The minor fluctuation in the 0 – 4 age-cohort is not particularly significant. The school age (5-14) cohort shows a small but steady increase over the past three census periods, although the 5-9 age-cohort declined slightly between 2001 and 2006. This is the age group most likely to use many of the City’s traditional recreation facilities. Any sustained decline or increase in this age cohort has implications for traditional services. The 15-19 cohort declined between 2001 and 2006, although 2006 is comparable to the 1996 figure for this cohort. It is difficult to speculate on the true cause of the 2001 “hump”. Interestingly most family stage/age cohorts show a small but steady increase.

The 44 through 74 cohorts show increases over the three census periods. This reflects the baby boom generation as well as, for those in the post 60 year cohort, increasing longevity in the population in general. The slight decline in the 74 -79 cohort reflects births immediately following World War I which may account for the smaller numbers. Increases in the over 80 cohort reflect increasing older adult longevity.

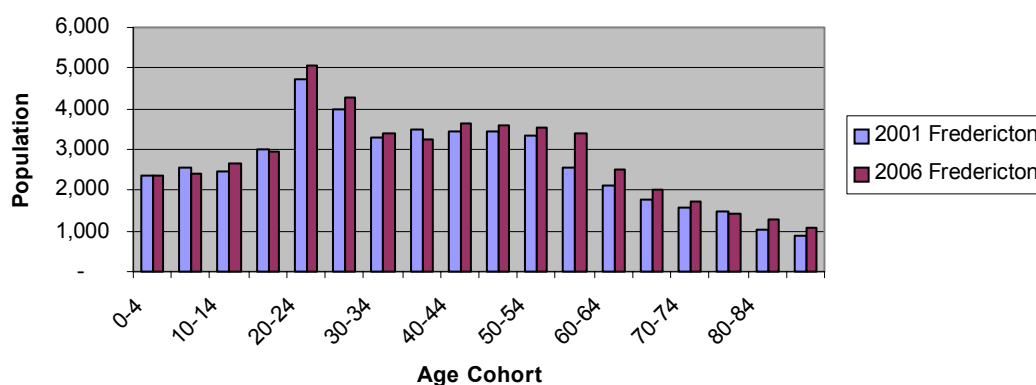
Figures 2.4 and 2.5 illustrate age trends for the FCA and the Province respectively. We note of course that the FCA includes the City of Fredericton and the Province of course includes both the City and the FCA. Figure 2.3 will illustrate the comments noted above.

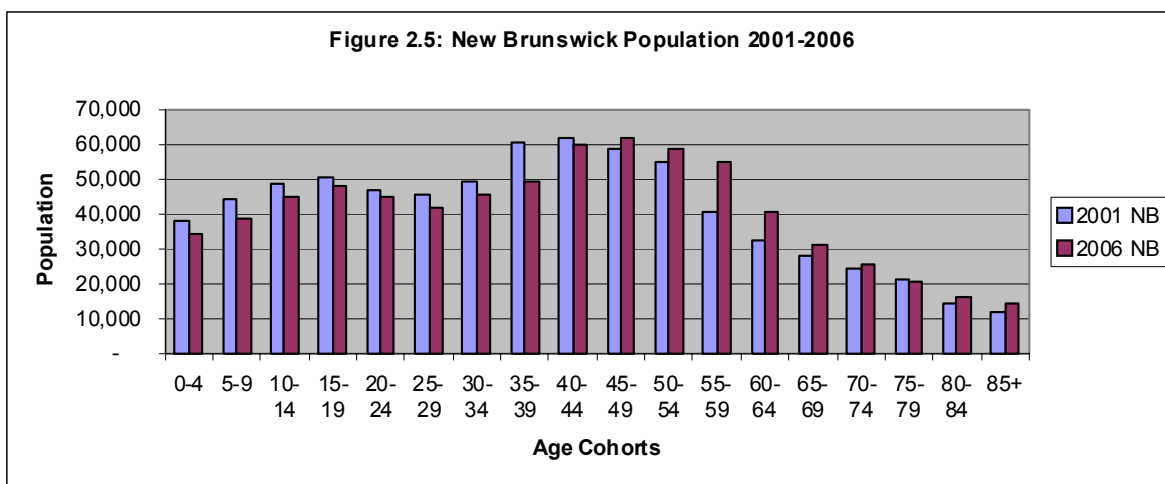
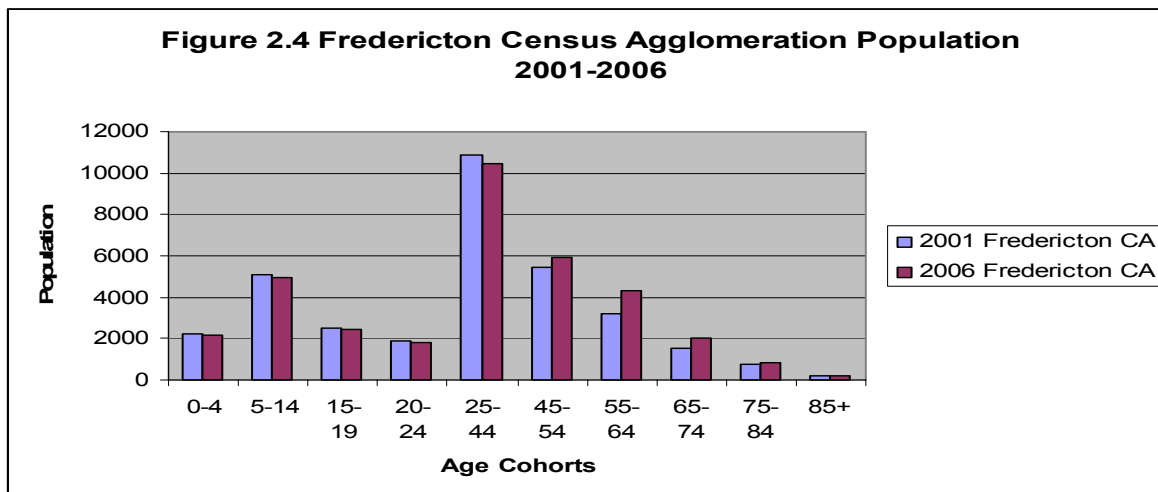
Table 2.2: Population Change by Age Cohort

Age Cohort	1996	2001	2006	Trend
0-4	2,590	2380	2,385	—
5-9	4,960	2550	2,395	↓
10-14		2465	2,660	↑
15-19	2,935	2985	2,930	—
20-24	4,715	4,745	5,060	↑
25-29	20,795	3,975	4,265	↑
30-34		3,295	3,370	↑
35-39		3,490	3,255	↓
40-44		3,430	3,615	↑
45-49		3,465	3,600	↑
50-54		3,360	3,555	↑
55-59	4,130	2,540	3,375	↑
60-64		2,105	2,515	↑
65-69	3380	1,795	2,025	↑
70-74		1,585	1,740	↑
74-79	3,015	1,475	1,435	↓
80-84		1,030	1,265	↑
85+		895	1,095	↑
Total	46,505	49,566	50,535	

Source: Statistics Canada Community Profiles: 1996, 2001 and 2006.

Figure 2.3 City of Fredericton Population 2001-2006





Comparison of Figures 2.3, 2.4 and 2.5 indicates that during the last census period the City experienced increases in almost all age groups. The Province on the other hand saw declines in the younger populations and increases in age groups over 45. Data for the FCA during that period have been aggregated for some groups and are therefore less instructive. Nevertheless there appears to be a slight decline in the younger age groups in the FCA. As the City, which is part of this geographic area, saw small increases, the younger age group in the outlying communities actually experienced small population declines. This is not an unexpected finding given the popularity of an urban area to young singles – those in their 20's and perhaps the greater variety and therefore affordability of housing for very young families.

Figures 2.6 and 2.7 illustrate the percent within each age group in the City and the FCA with the City population removed. In other words only non City residents are included in data for the CA.

Table 2.6: 2001 Age Group Comparison by City and Census Agglomeration

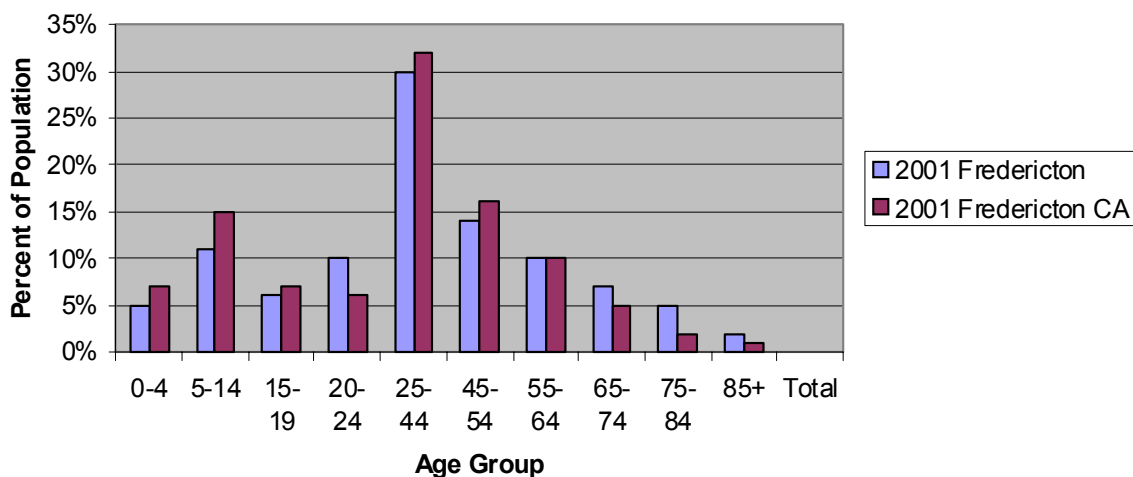
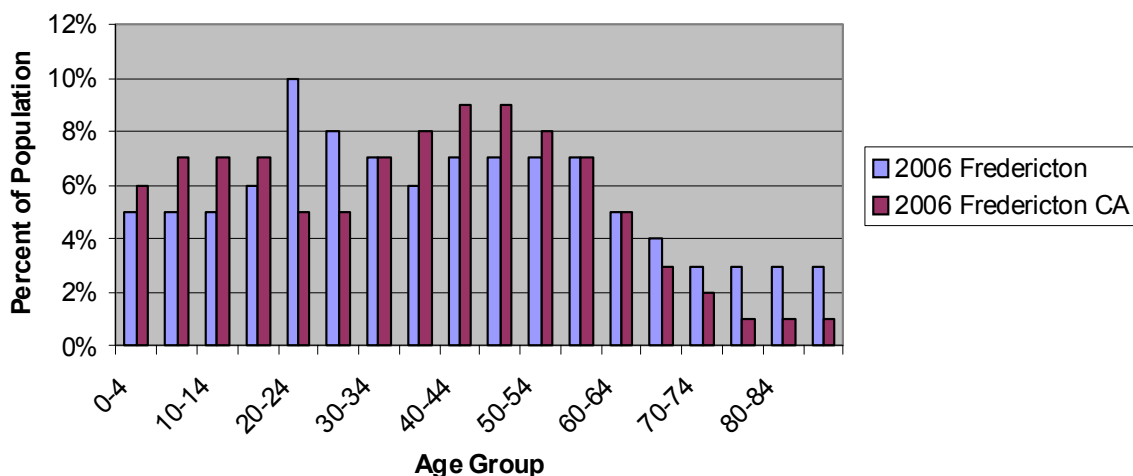
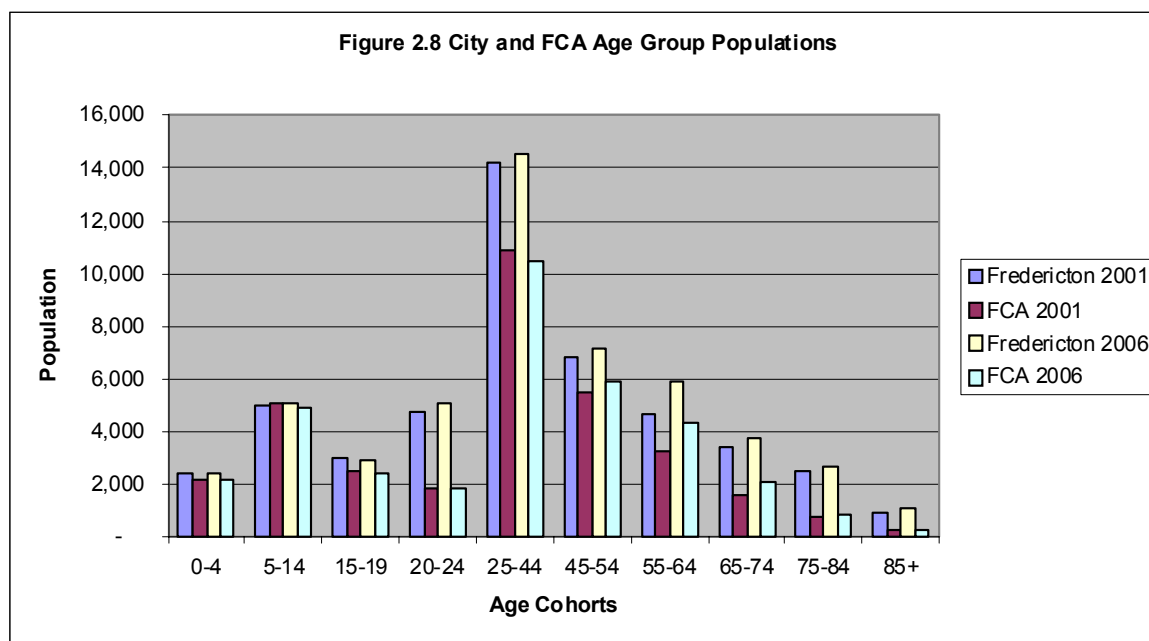


Figure 2.7: 2006 Age Group Comparison by City and Census Agglomeration



These Figures illustrate that in the 2001 census there were higher percentages of all age groups, with exception of the 20-24 and the above 65 age groups, in areas beyond the City's boundaries. The greater detail available in the 2006 census indicates that the City also attracts higher number of residents in their 30's.

Figure 2.8 illustrates that between 2001 and 2006 the City had a larger number of residents in all age categories (the City of course has a larger overall population). For both the City and the FCA the number of individuals age 0 to 19 remained largely unchanged. As noted previously the City has experienced slight increases in the young adult age cohorts and in the family phase cohorts. The City's older adult population continues to be larger than the CA's.



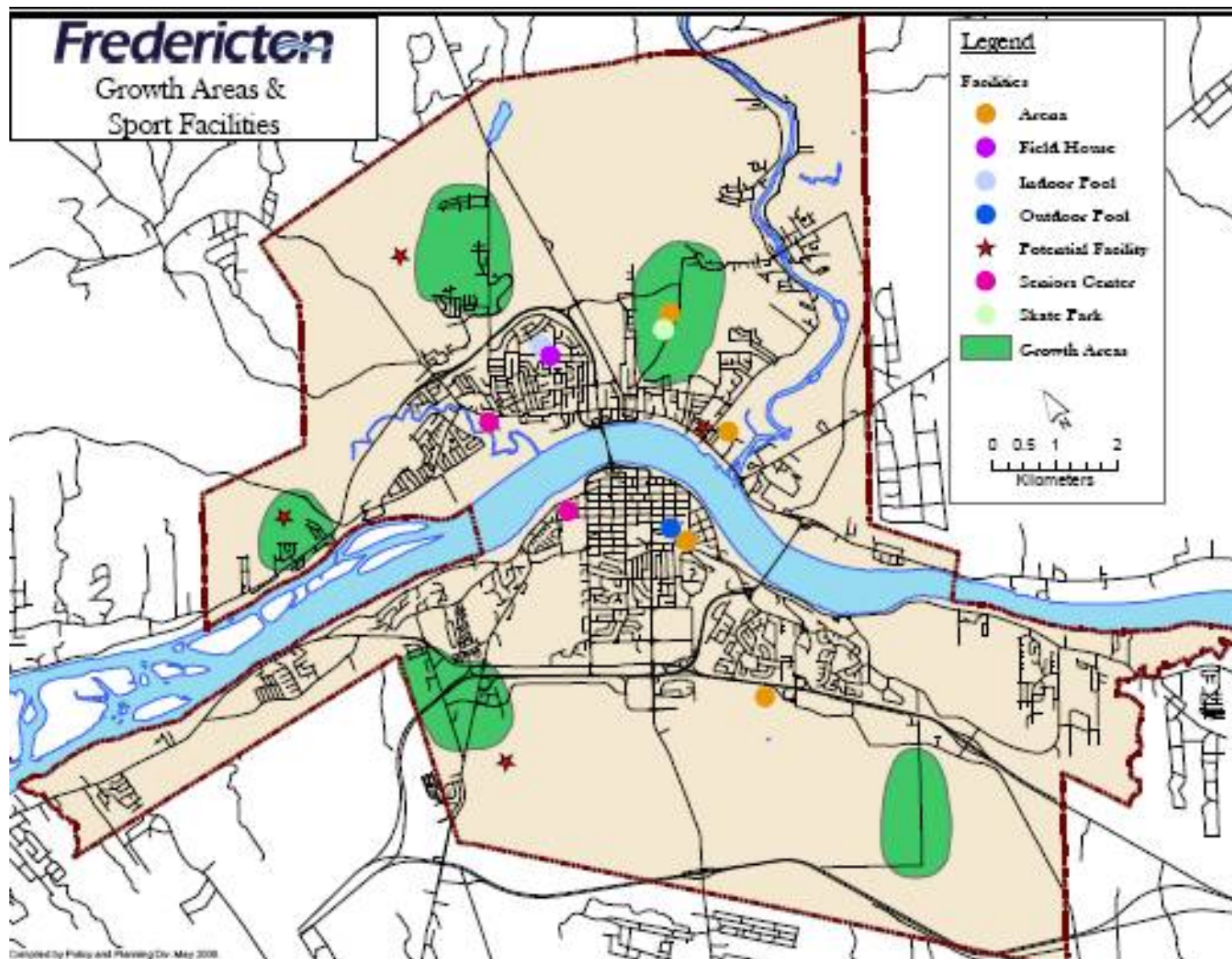
2.2.2 Population Projections & Growth Areas

Table 2.3 illustrates the 2001 and 2006 populations by City neighbourhood and identifies areas with projected population growth. Timelines noted as “short to long term” indicates ongoing growth during the term of the Master Plan. Areas of high and moderate growth are illustrated graphically in Figure 2.8.

Table 2.3: Population Growth Projections

	2001 Population		2006 Population		Growth Projections		
	Population	%	Population	%	Expected Growth	Expected Density	Anticipated Timeline
Douglas / Sunset Drive	3,384	7%	3,815	8%	Medium	Low – Medium	Short to Long-term
Royal Road / Brookside Drive	3,418	7%	4,324	9%	High	Mixed	Short to Long-term
Fulton Heights	3,801	8%	4,025	8%	Low	Low	At Capacity
Main Street / Devon North	1,927	4%	1,734	3%	Low	Low	Long-term
Murray Avenue / South Devon	3,989	8%	3,937	8%	High	Mixed	Short to Long-term
Marysville	3,335	7%	3,392	7%	Medium	Low – Medium	Short to Long-term
Barker's Point / Lower St. Mary's	1,920	4%	1,936	4%	Low	Low	Long-term
Southwood Park / Lincoln Heights	4,702	10%	5,269	10%	Low	Low	Short to Medium-term
Skyline Acres / Doak Road	3,335	7%	3,491	7%	High	Mixed	Medium to Long-term
Odell / Prospect Street	4,745	10%	4,816	10%	Low	High	Medium-term
West Plat / Sunshine Gardens	3,443	7%	3,363	7%	Low	Low	At Capacity
Downtown	568	1%	567	1%	Low	High	Medium-term
Queen's Square	2,791	6%	3,026	6%	Low	Medium - High	Medium-term
College Hill	1,275	3%	1,212	2%	Low	Low	At Capacity
Garden Creek / Silverwood / Bishop Drive	4,919	10%	5,628	11%	High	Mixed	Medium to Long-term
Total	47,560	100%	50,535	100%			

Figure 2.8 Areas of Anticipated Growth During the Term of the Master Plan



2.2.3 Households and Families

- In 2006, Statistics Canada recorded 20,310 private households in the City of Fredericton, of which:
 - 22.4% contained a couple with children;
 - 29.4% contained a couple without children;
 - 30.0% were one-person households; and
 - 18.2% were other household types.
- Table 2.4 shows a lower proportion of married or common-law families in the City of Fredericton compared to the Province as a whole, and lower than some regional LSD's. This would reflect the higher number of students and single seniors in the City.
- Fewer households were owner-occupied (69.9%) in Fredericton in 2006 than in Province of New Brunswick.
- The City of Fredericton had a slightly higher percentage of lone parent families than the Province as a whole in 2006.

Table 2.4: Household and Family Characteristics

Indicator	City of Fredericton	New Brunswick
Total Number of Census Families (2006)	13,980	217,790
Married or common-law families (2006)	10,970 (83.3 %)	182,210 (83.7%)
Lone parent families (2006)	2,330 (16.6%)	35,585 (16.3%)
Median family income – couple families (2001)	\$61,259	\$49,973
Median family income – all census families (2001)	\$55,971	\$45,558
Owned Dwellings in 2006 (%)	60.7	75.5
Rented Dwellings in 2006 (%)	39.7	24.1

Source: Statistics Canada Community Profiles, 2001 and 2006.

2.2.4 Migration

With fewer births occurring nationally, attracting new residents is an important goal of most urban communities. Table 2.5 illustrates the City of Fredericton's in-migration relative to the Province.

Between 2001 and 2006, 11.1% of the City's population had migrated from either a different province or different country. This is almost double the percentage of immigrants moving into the Province which was 5.7%. The percent of Fredericton citizens that moved into the City from a different municipality, province or country, since 2001, was 22.3%.

Table 2.5:2006 Mobility Status

Place of Residence	City of Fredericton (%)	New Brunswick (%)
1 Year Ago		
Same Address	79.8	87.9
Moved within municipality	12.9	6.7
Moved within Province	3.6	3.5
Moved from a different Province	2.6	1.5
Moved from a different Country	1.1	0.3
5 Years Ago		
Same Address	51.9	67.5
Moved within municipality	25.8	17.0
Moved within Province	11.2	9.8
Moved from a different Province	7.7	4.6
Moved from a different Country	3.4	1.1

Source: Statistics Canada - 2006 Census of Canada.

2.2.5 Ethnic Diversity

The City of Fredericton is a community, with strong roots in Northern, Southern, and Eastern Europe and the British Isles. However, as illustrated in Table 2.6 the City is becoming more multi-cultural. Between 2001 and 2006 the percent of the City's residents self-identifying as from a visible minority group increased by approximately 3%. The largest visible minority groups are from China and Asian groups.

Table 2.6:Visible Minority Population

Ethnic Origin: City of Fredericton	2006	Percent*	2001	Percent
Total Population	49,980	-	47,000	
Not a visible minority	46,610	93.26%	44,930	95.60%
Chinese	825	1.65%	460	0.98%
South Asian	635	1.27%	425	0.90%
Black	860	1.72%	470	1.00%
Filipino	70	0.14%	80	0.17%
Latin American	170	0.34%	40	0.09%
Southeast Asian	105	0.21%	80	0.17%
Arab	265	0.53%	295	0.63%
West Asian	100	0.20%	80	0.17%
Korean	155	0.31%	45	0.10%
Japanese	65	0.13%	40	0.09%
Visible Minority not included above	45	0.09%	25	0.05%
Multiple Visible Minority	70	0.14%	35	0.07%
Percent Identified as Visible Minority		7%		4%

Note: the variation in population from earlier charts is due to self reporting on this characteristic.

Table 2.7 highlights the most common home languages the City of Fredericton's Population. Compared to the Province as a whole:

- 86.3% of the population of the City of Fredericton spoke only English in 2006, compared to 64.4% in the Province as a whole.
- In 2006, 90.6% of the population of the City of Fredericton was Canadian born, compared 96% in the Province as a whole.
- 81.3% of the Provincial population was born within New Brunswick.
- The visible minority population in the City of Fredericton was 6.7% in 2006. The proportion of the visible minority population in New Brunswick was 1.9%.
- 1.5% of the population of the City of Fredericton classified themselves as "Aboriginal" in 2006, compared to 2.5% for the Province as a whole.

2.7: Language Spoken at Home

City of Fredericton Population – Total Responses	49,980
Single Responses (one home language only)	47,960
English	46,010
French	1,850
Non-official languages*	425
Chinese	85
Spanish	10
Other languages	335
Multiple Responses (more than one home language)	350
English and French	125
English and non-official language	200
French and non-official language	15
English, French and non-official language	10

Source: Statistics Canada - 2006 Census of Canada, Catalogue No. Catalogue No. 95-218-XPB.

2.2.6 Employment and Industry

The majority of employers in the City of Fredericton would be based in the fields of education, business and service. Some of the labour force facts include:

- In 2006, approximately 27.3% of the City's experienced labour force worked in sales and service occupations, 8.7% worked in trades, transport and equipment operator related occupations, 20.5% worked in business, finance, and administration occupations, 11.8% were employed in social science, education, government service and religious occupations, 9.8% worked in natural and applied sciences and 5.3% worked in health occupations.
- The unemployment rate for the City of Fredericton was 6.6% in 2006, which is notably lower than the Province as a whole. The labour force participation rate was 67.8% in 2006, which is slightly higher than the Province as a whole.
- Average earnings in 2005 (worked full year, full time in the 12 months preceding the 2006 census) were \$39,214, which were slightly higher than the Provincial average of \$36,094.³

Table 2.8: Employment Rates

	City of Fredericton	New Brunswick
Total Experienced Labour Force (% of total population) (2006)	66.5	62.7
Worked full year, full-time (% of total population) (2001)	32.4	25.8
Average earnings (worked full year, full-time) (2001)	39,214	36,094
Participation rate (2006)	67.8	63.7
Unemployment rate (2006)	6.6	10.0

Note: Earnings refer to money earnings from wages or self-employment only. Source: Statistics Canada, 2001 and 2006.

³ At time of writing not all 2006 data has been released.

In summary the preceding section identifies a City with moderate recent and anticipated growth and growth in both the young, middle and older population age cohorts. Unemployment is notably lower than the Province as a whole and average income somewhat higher. The Fredericton population has a larger proportion of English speaking residents than the Province of New Brunswick as well as a proportionately larger visible minority population. The percent of residents identifying themselves as representatives of visible minority communities grew by approximately 3% in the last inter-census period. The City's residents are more internally mobile than the Province as a whole with more residents moving within the City, from other provinces and from other countries to the City than to the Province.

2.3 Health Profile

2.3.1 Health of New Brunswick Residents

A recent report⁴ by the Province of New Brunswick's Department of Health and Wellness compares the general health and wellness of New Brunswick residents to that of the rest of Canada. The report includes indicators of access to health and medical services, the quality of services provided, indicators of self reported health, and incidence of general health related behaviours. In terms of access to health care, the report concludes that New Brunswickers appear to enjoy the same level of access to basic health care services as Canadians on average. Both New Brunswickers and Canadians in general were more likely to report having difficulty accessing immediate care for a minor health problem, than difficulty accessing health information or advice or routine, ongoing health care services. Overall, the general health and life expectancy of New Brunswick residents is similar to that of the National population as a whole, however New Brunswick does not fare as well on a few key indicators that are largely associated lifestyle choices, as discussed below.

Based on a standardized indicator termed Health Adjusted Life Expectancy, (HALE), which combines measures of general population health and life expectancy to provide an indicator of the extent to which members of a population can expect to live their lives in full health, New Brunswickers were rated similar but slightly lower than the Canadian average. The positive correlation between income and HALE was also less pronounced in New Brunswick males than in Canadian men overall.

Self-reported health is a subjective measure of the overall health status of individuals and has been found to be a good predictor of chronic disease incidence, functional decline and ultimate survival. The percentage of New Brunswick men and women who rated their health as very good or excellent in 2003 was significantly lower (49.5% for men and 51% for women) than the corresponding Canadian averages (59.5% for men and 57.3% for women). By 2005, the gap had closed somewhat, however New Brunswickers were still less likely than Canadians as a whole to rate their health as very good or excellent.

On the incidence of teenage smoking, New Brunswick was found to be similar to the national average in 2003, although teenage boys in New Brunswick were more likely to be daily smokers (11.9%) than teenage boys in Canada as a whole (8.9%). Results in 2005 were similar.

⁴ Province of New Brunswick, Department of Health and Wellness. November, 2004. Health Performance Indicators, A report to New Brunswickers on Comparable Health and Health System Indicators, Second Edition.

On the whole, New Brunswick fared poorly on measures of physical activity and healthy body weight compared to Canadians as a whole. In 2003, the percentage of individuals of both genders categorized as physically active was significantly lower in New Brunswick (26.3% for males and 16.7% for females) than in Canada overall (29.8% and 22.7%). New Brunswick females were also significantly less likely than New Brunswick males to be categorized as physically active. Conversely, New Brunswickers were more likely than Canadians as a whole to be physically inactive. Measures for physical activity had improved by 2005, although New Brunswickers as a whole were still less likely to be physically active than the Canadian population.

Obesity has been identified as a major risk factor contributing to a number of chronic illnesses such as diabetes and heart disease. In 2003, the percentage of New Brunswick adult males and females categorized as overweight (43% for males and for 28.3% females) was only about two percentage points higher than the corresponding Canadian averages. However, New Brunswick men and women (19.9% for men and 20.1% for females) were significantly more likely than Canadian men and women (15.9% for men and 13.9% for women) to be categorized as obese. By 2005, the relative percentage of overweight or obese men and women in New Brunswick had risen by a greater margin than for Canada as a whole. On both indicators of physical activity and incidence of overweight and obese individuals, New Brunswickers were significantly less likely to demonstrate healthy lifestyle attributes than Canadians on average.

2.3.2 Measures of Health and Wellness for Regional Health Authority

The Government of New Brunswick has recently reduced the number of regional health authorities to two. However, the data used in this text was prepared prior to that very recent change and for the purpose of this report data for this section will reflect findings for the former River Valley Health Authority that included the rural and urban lands extending north and south along the St. John River, and encompasses the City of Fredericton, the provincial capital, as well as 14 smaller communities.



The 2006-2007 Annual Report of the River Valley Health Authority provided an overview of the Health Region's socio-economic indicators as they affect health status. Incidence of low income is commonly associated with increased risk of both illness and mortality. Notably, the income level of residents in (former) Health Region 3 was on average 12% higher than the provincial average. Overall, the River Valley Health Region has a lower proportion of low income families and more favourable employment levels than the Province.⁵ Low levels of education are often associated with unskilled jobs, higher unemployment, and unfavourable living conditions that can lead to greater prevalence of disability and health problems. Education levels in (former) Health Region 3 were considerably higher than the provincial average (In all age categories, the percentage of residents with a university level certificate or degree was at least four percentage points higher than for the Province as a whole. Generally speaking, the population within (former) Health Region 3 was not economically or educationally disadvantaged compared to the rest of the Province. However, as described below, the



⁵ It is noted that considerable variation exists within the Health Regions, with certain areas experiencing higher rates of unemployment and income levels significantly below the provincial average.

Region did not fare well on a number of measures of health and wellness that are related to healthy lifestyles.

The Statistics Canada Population Health Survey⁶ (2005) provides the most recent comparative data on a variety of indicators for general health and well being for health regions across the country. On many indicators, residents in Health Region 3 scored more favourably than the Province as a whole, and were more comparable to the national average. For instance, the percentage of residents who rated their health as very good or excellent in 2005 was higher for Health Region 3 (60%) than for the Province of New Brunswick (54.4%), and was more comparable to the Canadian average (60.1%). Similarly, the percentage of residents age 12 and over who rated their mental health as very good or excellent in Health Region 3 (72.8%) was higher than for the Province as a whole (68.4%) and more comparable to the national average (72.9%).

On some indicators, however, residents in (former) Health Region 3 did not fare as well as the Province as a whole. For instance, despite positive socio-economic conditions, life expectancy within Health Region 3 is slightly lower than provincial and national rates.⁷ Similarly, in 2005 there was a higher incidence of obesity among both adult males (23.7%) and females (23.6%) in (former) Health Region 3 than for the Province of New Brunswick (22.5%) and for the Canadian population as a whole (15.5%). The incidence of being overweight or obese was also higher among Health Region 3 youth age 12-17 (29.6%) than for the Province (25.3%) and significantly higher than for the Canadian population (17.9%). Not surprisingly, residents of (former) Health Region 3 were more likely to suffer from a health condition that limits participation in activities than for the Province and for Canada as a whole.

In terms of behavioural determinants of health, the incidence of daily smokers in 2005 was slightly higher in (former) Health Region 3 (22.8%) than in the Province as a whole (22.5%) and than in the Canadian population (21.7%). The percentage of residents who are considered high frequency drinkers⁸ was higher in Health Region 3 (28%) than in New Brunswick (26.4%) and significantly higher than the Canadian population as a whole (21.8%). The percentage of residents aged 12 and over who are physically inactive was higher in Health Region 3 (53.6%) than in the Province of New Brunswick (52.4%) and the Canadian as a whole (46.7%).

⁶ Government of Canada, Statistics Canada. 2005 Canadian Community Health Survey CCHS. Data available at: <http://www.statcan.ca/english/freepub/82-401-XIE/2002000/index.htm>

⁷ Province of New Brunswick, Department of Health and Wellness. 1995. Health Status of New Brunswickers, 1994 to 1998: Fourth Report.

⁸ Defined by Statistics Canada as 5 or more drinks on one occasion, 12 or more times per year.

3.0 LEISURE TRENDS AND BEST PRACTICES

The following points provide a summary of the relevant leisure trends that were one of the elements used to guide the development of the Recreation Master Plan.

3.1 Lifestyle and Social Trends

A wide range of issues influence the manner in which public recreation services are provided. These include:

- **Reduction of Barriers to Participation** – Including practices, legislation and policies that seek to reduce physical, financial and language barriers to participation.
- **Initiatives Designed to increase Healthy Activity** – Including provincial, national and local activity plans, active transportation plans, policies to increase healthy food and snack consumption, and the development of targets for health and wellness. This movement has led to significantly greater attention on development of trails and walking infrastructure, unstructured leisure pursuits and a general focus on overall wellness.
- **Changes in how Communities Address and Respond to Older Adults** – Including greater attention to market segmentation (not all older adults have the same needs, fitness and health levels, and interests) and attention to “age and stage”, and recognition of the importance of physical activity and social interaction to older adults.
- **Changes in Family Structure and Dynamics** – This includes the rise in non-traditional family structures, changes in employment options, an increasing retired population, and changing ethnicity.
- **Declines in Team Sports** – Particularly in communities with smaller numbers of young people and young adults. The growth in individual sport and active living opportunities has also contributed to the decline in team sports in many communities.
- **Growth in the Green Movement** – The heightened awareness in everything “green” has significant implications for all aspects of recreation service delivery including park and open space maintenance, programming, facility development and design. Community engagement in “greening projects” and other environmental stewardship activities is becoming more common. Schoolyard plantings, parks clean-up days, and community gardening projects are examples of activities in support of this trend.
- **Leisure Time Deficit** – Trends over the past ten or more years have indicated that time is one of the most significant barriers to participating in a more active and balanced leisure lifestyle. As the baby boom generation moves closer to retirement, and as more attention is paid to living a balanced and healthy lifestyle, it may be that this leisure time deficit will start to change in a more positive fashion.



- **Growth in Outdoor Recreation** – Outdoor recreation is now among the fastest growing leisure activities, reflecting interest in unstructured and more individual pursuits, interest in a healthier balanced lifestyle, and emerging interests in the environment.
- **Decline in Volunteerism** – Particularly in urban communities there has been a significant decline in volunteerism over the past few decades. The need to approach the needs and interests of volunteers and to provide support and leadership to community recreation volunteers is evident.
- **Enhanced Concern for the Needs of Youth** – In most urban and rural communities concern for the needs and interests of youth and for the consequences of a non-engaged segment of the community has garnered the attention of most public recreation providers.
- **Increased Acceptance of Alternative Service Provision** – Including partnerships among public, agency, and private providers to ensure cost effective services that address the needs of the whole community. This may be in the context of a formal and legal agreement or a less formal structure whereby community groups and the municipality jointly care for, plan and maintain facilities and services.

3.2 Current Practices in Recreation Service Delivery

The following points illustrate a number of practices in parks, recreation planning and delivery.

- **Facility and Park Services**
 - Aquatic facilities that address the needs of older, less mobile participants and those with disabilities in their design and programming. At the same time the 70's and 80's "leisure pools" have been found deficient in many areas including their ability to accommodate higher level instruction, competition, and often fitness swim. Today's pools are more likely to reflect a hybrid of these needs, often in a two or more tank system. Splash pads have replaced outdoor pools in many communities, particularly wading pools. Outdoor pools have been redeveloped to create more leisure and family oriented spaces that include sand volleyball, picnic areas, BBQ's and areas of shade.
 - Arenas increasingly incorporate refrigeration technology that reduces energy use and heat loss, often using heat from the refrigeration process to heat other parts of the arena or building (for example an aquatic facility). There is a trend to inclusion of leisure ice. Most arenas are built as multiples of two rather than single pad facilities. Amenities such as shooter pads for goaltender training and other skill development are included in many newer facilities. Indoor walking tracks are often incorporated within new arena facilities. Consideration of flexibility of use is contributing to facility design that can accommodate more than ice sports within an ice arena.

- Community Facilities are Increasingly Viewed as Community Hubs Recreation facilities are now seen as community social and gathering spaces, often incorporating many non-recreation services including health services, libraries, cultural spaces, and retail outlets, and are connected to the local neighbourhoods by alternate transportation options. Contemporary facilities incorporate a variety of components to support a wide range of interests and age groups. There is a decline in age-specific facilities.
- Sustainable Building Practices including new technology for arenas, green-roofs, use of new building materials for energy efficiency etc.
- Sports Fields - The development of tournament fields with lights, significant parking and other amenities has replaced the single neighbourhood sport field, particularly for formal use. At the same time there has been strong interest at the neighbourhood level for unstructured fields for pick-up games and activities. Multi-use fields are increasingly desired. Artificial turf is often provided at one or more fields in larger urban communities.
- Skateboard Parks - Many communities are providing skateboard parks that are more substantive than has often been the case in the past. A recent development is the skate plaza that builds on the concept of street skating by reproducing traditional street elements such as curbs, stairs etc., in a linear fashion. Design of skateboard facilities includes youth who will use these parks, and who are often involved in their funding and management. Private sector interests – particularly businesses who sell skateboards and skateboard accessories are often active participants as well.
- Different Types of Parks – Parks that support informal and unstructured activities as well as parks that support larger special events are increasing in demand.
- Parks and Open Space Planning - Linking community cultural and heritage features through trails and the provision of good signage assists to integrate health and wellness initiatives, community culture, tourism, and environmental activities. **Crime Prevention Through Environmental Design (CPTED)** is designed to minimize crime and enhance public safety through park design and management. The need for shaded areas in all types of parks is increasingly provided.



■ **Programs and Services**

- **Sport Tourism** - Facilities and services that support sport tourism is increasingly a part of municipal recreation services. These initiatives have significant financial requirements as well as staff and management commitments and the role a municipality assumes with respect to sport tourism must be carefully considered.
- **Using Information Effectively** – Tracking of participation trends, performance measures, monitoring and communication are important management tools and activities. To support these initiatives public providers will need a range of tools, policies and processes.
- **Vision Driven Planning** – Incorporates a long-term vision for services that is consistent with the overall corporate vision, resources, and needs and expectations of the community. It requires big and small picture planning, continuous planning and evaluation systems to ensure that service directions are in synch with the overall vision.
- **Healthy Activity Participation** - There has been a decline in the number of New Brunswick residents who are sufficiently active for optimal health benefits. The most common barriers to participating in physical activity appear to be lack of time, lack of interest or motivation, lack of energy, lack of affordability, and lack of skill.



3.3 Activity Participation Trends

Table 3.1 summarizes general trends in participation in sport and recreation activities. Where information that is Fredericton specific is available every attempt has been made to reflect that in the trend graphics.

For the most part participation trends in Fredericton reflect broader national trends. The few areas that appear to differ from national trends are an increase in football and decline in rugby participation. The similarity of these sports (with respect to who may be attracted to them) may reflect an internal fluctuation. The City's tennis participation also increased where national levels fell. This may reflect the local focus on tennis and the recent upgrading of a number of tennis facilities. Minor Baseball participation in Fredericton also differs from recent Provincial and National participation trends. Arrows indicate trend directions as noted below:

↔= Stable ↗= Increasing Gradually ↑= Increasing Significantly ↘= Declining

Table 3.1: Activity Participation Trends Summary

TYPE	ACTIVITY	GROUP	TREND
Ice Activities	Hockey	Minor League	↔
		Adult Men's Recreational	↗
		Girl's/Women's Competitive	↑
		Girl's/Women's Recreational	↑
	Figure Skating	Recreational (female & male)	↘
	Speed Skating	Youth & Young Adults	↔
	Power Skating	Recreational all ages	↗
	Curling	Recreational (all ages)	↗
	Broomball	Men's Recreational	↗
		Women's Recreational	↗
		Youth Recreational	↗
Indoor Arena/ Gymnasium/ Activity Room	Sledge Hockey	Recreational & Competitive	↗
	In-Line Hockey	Recreational (all ages, male & female)	↗
	Box Lacrosse	Recreational (all ages, male & female)	↑
	Indoor Soccer	Recreational (all ages, male & female)	↑
	Wheel Chair Sports	Recreational and Competitive (all ages, male & female)	↔
	Gymnastics	Men's Disciplines Recreational & Competitive	↗
		Women's Disciplines Recreational & Competitive	↗
	Group Fitness	Young adult & adult, female	↗
	Group Wellness (Yoga, Pilates, Etc.)	Young adult & adult female	↑
	Wrestling, Boxing	Young adult, largely male	↔
	Individual Fitness/ Conditioning	Young adults, male & female	↑
	Martial Arts	Recreational & Competitive (all ages, male & female)	↗

Table 3.1: Activity Participation Trends Summary

TYPE	ACTIVITY	GROUP	TREND
Court Sports	Basketball	Indoor & Outdoor Recreational (all ages, male & female)	↑
	Badminton	Recreational (adults & seniors, male & female)	↗
	Tennis	Indoor (all ages, male & female)	↔
	Tennis	Outdoor (youth & adult)	↗
	Squash	Recreational (all ages, male & female)	↔
	Racquetball	Recreational (all ages, male & female)	↘
	Volleyball	Recreational (all ages, male & female)	↗
	Beach Volleyball	Adult (male & female)	↗
Field Sports	Soccer	Adult Recreation (male)	↑
		Child/Youth Recreational (male & female)	↑
		Girl's/Women's Recreational	↑
	Baseball	Recreational	↔
		Minor League	↗ ⁹
	Softball	Slo-Pitch Adult Recreational	↔
		Fast Pitch	↔
	Field Hockey	Female Senior/Junior	↘
	Lacrosse	Women's Field	↗
		Youth recreation (male & female)	↗
		Competitive Adult	↔
	Rugby	Recreational male	↘
	Football	Youth Recreational	↗
	Beach Volley Ball	Youth Recreational (male & female)	↑
	Lawn Bowling	Recreational	↘
	Ultimate Frisbee	Recreational (male & female)	↑
Aquatics	Instructional	Red Cross – all levels	↑
		Red Cross – leadership	↑
	Synchronized	Competitive/Recreational	↔
	Therapeutic	Adults & seniors, (male & female)	↑
	Diving	Competitive/Recreational	↘
	Competitive Swimming	Competitive/Recreational	↔
	Fitness	Adults (male & female)	↗
	Recreational	All ages (male & female)	↗

⁹ This reflects the City of Fredericton's experience with minor baseball participation.

Table 3.1: Activity Participation Trends Summary

TYPE	ACTIVITY	GROUP	TREND
Individual Sports	Skateboarding	Youth (male & female)	↑
	Climbing	All ages (male & female)	↗
	Triathlon	All ages male & female)	↗
	Jogging	All ages (male & female)	↗
	Walking	All ages (male & female)	↑
	Golf	Recreational (all ages)	↔
	In-Line Skating	All ages, (male & female)	↑
	Snowboarding	Youth/Young Adult (male & female)	↔
	Downhill Skiing	Family, youth & adult	↘
	BMX Biking	Youth/Young Adult (male & female)	↗
	Gardening	Adults, (male & female)	↑
	Cycling	All ages, (male & female)	↑
Outdoor Recreation Activities	Hiking	All ages, family	↗
	Birdwatching/ Nature Study	All ages, male & female	↗
	Canoeing/Kayaking	Recreational	↗
	Camping/ Backpacking/ Canoe-Tripping	All ages	↗
	Cross-Country Skiing	All ages	↗
	Fishing and Boating	All ages, (male & female)	↗

4.0 FREDERICTON'S RECREATION DELIVERY SYSTEM

Recreation in Fredericton, as in most urban centres, is provided by a number of groups and organizations. The City's Community Services Department is responsible for the provision and maintenance of facility infrastructure, recreation programming, serving as a liaison and support to community recreation and sport organizations, and the City's structured and natural open space areas. Heritage, culture, and tourism related services that contribute to the City's overall leisure services, are managed by the Development Services Division.

Beyond the City, community organizations (largely volunteer), agencies and other public organizations such as the YMCA and the Boys and Girls Club, local School Districts, College and Universities also provide facilities and/or programs. Provincial authorities (e.g., Provincial Parks) contribute to the recreation infrastructure available to residents.

The private sector is also a significant contributor to community recreation opportunities.

Together these organizations and agencies provide a wide range of services to meet most community needs and interests.

4.1 Municipal Plan

The Community Service Department also operates within the structure and policies of the City, whose overall mandate is defined and described in the City's 2007 Municipal Plan. The Municipal Plan notes in the preamble to section 2.12; Recreation: "A City's natural and developed open space and recreational facilities are not merely desirable, but are essential to the overall well being of a community."¹⁰

The objectives for recreation listed in the Municipal Plan are:

- To ensure that sufficient space, facilities and programs are provided to meet the year round recreational and leisure needs of City Residents.
- To optimize the use of the St. John River, tributaries and their shores for public recreation and other compatible uses.
- To develop an integrated system of parks, linear parkways, open spaces and natural areas, throughout the City.
- To develop and maintain a City wide interconnecting network of trails to provide valuable recreation and transportation opportunities.
- To provide high quality programs, services and facilities that are: responsive, accessible, and affordable to all.



Please see sections 4.3 and 4.5 of the Master Plan for additional information regarding the City's facility and open space hierarchy.

¹⁰ City of Fredericton Municipal Plan (2007), p. 69

4.2 The Community Services Department

The Community Services Department has primary municipal responsibility for recreation and sport infrastructure, programs and services. Community Services is divided into two Divisions with a strong recreation focus - Recreation, and Parks and Trees. Transit, a third Division is also part of the Department.

The Recreation Division manages all programs (youth, older adults, active living, aquatics, day camps etc.), facility bookings, facility maintenance and liaison with community sport and recreation groups. The Parks and Trees Division supports recreation through the maintenance of trails, parks, fields and other recreation infrastructure.

The City's Property Services Division of the Corporate Services Department works in conjunction with the Recreation Division to maintain a majority of the City's recreation facilities. Day-to-day and regular maintenance is typically the responsibility of Recreation and Parks and Trees Division's Staff. In most instances major maintenance and retrofit activities is managed by the City's Property Division.

Fredericton has recently become ISO 9001; 2000 standard accredited, resulting in very detailed policy and procedural directions for all aspects of the Division's service delivery.

The City has recently developed an agreement with a significant number of Communities and Local Service Districts (LCD's) surrounding the City. This agreement formalizes (based on a per capita formula) financial contributions by participating Local Service Districts to the City's recent infrastructure. In return participating communities and LSD's will not be charged a non-resident fee to participate in the City's recreation activities.



4.2.1 Committees and Boards

Recreation receives direction from the Community Services Committee of Council. "The Community Services Committee monitors, supports, and coordinates the planning and implementation of leisure and recreation programs; coordinates the use and maintenance of existing parks and trails, as well as the planning and development of new parks and trails within the city. The Committee also provides liaison between the Council and the Fredericton Tree Commission in the development and implementation of tree planting and preservation programs".¹¹

Recreation Division staff also work with a number of community based boards and committees in an ex-officio role including but not limited to: the Small Craft Aquatic Centre Inc., Friends of the Fredericton Dog Parks, and Stepping Stone Senior Centre Inc. Some such as the Small Craft Aquatic Centre Inc., are formal incorporated boards, while others are non-incorporated community groups. The number of boards and committees with which City staff liaise changes from time to time.

¹¹ From the City of Fredericton web site.

4.3 Recreation Infrastructure and Services

The City's Municipal Plan includes municipal facilities within its parks classification hierarchy.¹²

Municipal level recreation facilities are those that serve the City as a whole. These facilities should be accessible by transit, automobile via arterial streets and trail linkages. Facility types noted are (1) lit outdoor rinks and lit tennis courts, (2) indoor pools, arenas, exhibition halls, and athletic complexes, courts; and (3) senior playing fields, beaches, all of which are intended to serve multiple neighbourhoods and draw from large geographic areas.



Community level facilities serve more than one neighbourhood but are not designed to serve the City as a whole. Sport and recreation facilities within the Community level category are (1) playgrounds and wading pools, (2) community centres and public gymnasiums and (3) outdoor playing fields, unlit tennis courts, skateboard parks, and outdoor pools.

Neighbourhood level facilities are typically less structured, primarily serving immediate neighbourhoods. They include small bench areas and small playground areas.

4.3.1 Recreation Facilities

The City's sport and recreation facilities are listed in Table 4.1. Staff estimated current facility utilization as either **AC** (at capacity) - on average, the facility is used at least 90% of available time; **NC** (near capacity) - facilities are used between 70-90% of available time; or **UC** (under capacity) - facilities used less than 70% of available time.



Facilities may be under capacity due to changing trends and interests, issues with the facility that limit its use, or population indicators – the population that typically uses the facility is either declining or may not have reached its maximum yet.

Table 4.1 also notes provision levels for the City as a whole, expressed as one facility per number of residents. 2006 population figures were used to calculate each ratio. At the time of writing no comparable facility to population ratios for New Brunswick were available. Based on our experience with similar size communities, the column on the far right provides an indication of whether, by general comparison, the City's current population to provision ratio appears reasonable.



Please note a service to population ratio is very community specific. Only when the needs assessment has been completed can the current ratio be confirmed as reasonable, low or high.

¹² City of Fredericton Municipal Plan (2007) p. 70-71

Table 4.1 Current Service Levels for Selected Facilities

Facility Type	Number of Facilities	Average Utilization in Prime Time	Fredericton Provision Level (2006 pop. 50,535)	Fredericton CA Provision Level (Est. 2006 Pop. 70,000)	Reasonableness of Current Service Level
Indoor Arenas/Ice Surfaces	4	AC/NC	1:12,634	1:17,500	Reasonable
Indoor Pools	1	AC	1:50,535	1:70,000	Somewhat low (<i>low</i>)
Small Community Centres Meeting Rooms	11	NC	1:4,594	NA ¹³	Reasonable
Larger Banquet Halls	2	NC	1:25,268	NA	Reasonable
Curling Rinks	2 ¹⁴	AC	1:25,268	NA	Reasonable
Senior Centres	2	AC	1:25,268	NA	Reasonable for stand alone facilities
Youth Centres	1	AC	1:50,535	NA	Somewhat low but as with seniors centres should be part of a larger complex
T-Ball Diamond	3	NC	1:16,8458	NA	Ball diamonds used by Teams in the City include both City fields and school fields, Class A, B and C fields. Fields are used interchangeably for various ball sports. It is therefore difficult to confirm the appropriateness of service levels for each type of diamond except to note that overall there is an undersupply.
Softball Diamonds unlit	5	NC / AC	1:10,107	NA	
Softball Diamonds lit	5	AC	1:10,107	NA	
Hardball (Baseball) Diamonds unlit	11	NC	1:4,594	NA	
Hardball (Baseball) Diamonds lit	1	AC	1:50,535	1:70,000	
Soccer Pitches unlit	19	NC	1:2,660	NA	Reasonable
Soccer Pitches lit ¹⁵	1 ¹⁶	NC / AC	1:50,535	1:70,000	Low (<i>low</i>)
Tennis Courts unlit	19	UC / NC	1:1,486	NA	High –staff indicate that usage in Fredericton has increased somewhat in recent years there is sufficient existing supply to accommodate future demand.
Tennis Courts lit	13	UC / NC	1:3887	NA	
Outdoor Rinks	10	UC	1:5054	NA	Reasonable

¹³ A notation of "NA" is used when no information is available regarding facility supply that may reasonably be assumed to be in adjacent municipalities but not included in the supply noted in this table.

¹⁴ Each curling facility contains 5 sheets of ice that are available to the public.

¹⁵ Soccer pitches are occasionally used for football, rugby and other activities such as Ultimate Frisbee.

¹⁶ UNB

Facility Type	Number of Facilities	Average Utilization in Prime Time	Fredericton Provision Level (2006 pop. 50,535)	Fredericton CA Provision Level (Est. 2006 Pop. 70,000)	Reasonableness of Current Service Level
Basketball Courts	10	UC / NC	1:5054	NA	Reasonable
Outdoor Pools	4	AC	1:12,634	NA	Reasonable
Wading Pools	10	UC / NC	1:5,054	NA	Somewhat High
Skateboard	2	UC	1:25,268	NA	Reasonable
Lawn Bowling	1	NC /AC	1:50,535	NA	Reasonable

4.3.2 Arts, Culture & Heritage Infrastructure

Arts, culture and heritage infrastructure and services are not generally a component of the City's Community Services Department, although some introductory level visual art programming is provided through the Recreation Division. Heritage and cultural infrastructure in the City is managed within the Development Services Division while other notable infrastructure is provincial or privately owned.

The City developed a Municipal Arts Policy to formalize municipal responsibility related to the arts. The preamble to the Policy notes:

"The City of Fredericton recognizes the importance of the arts – and culture generally – in the life of the community. It recognizes that a rich artistic tradition builds social cohesion through the flow of energy and ideas, affirms the community's sense of pride and identity, and contributes to economic prosperity through direct and induced benefits. As a Provincial Capital, as host to major educational institutions, and as a centre for commerce, research and technology, the City of Fredericton understands the arts as one of the building blocks of a healthy and sustainable community."¹⁷

While not formally a component of the Recreation Master Plan, these facilities and services are important to the fabric of the City and contribute to the leisure experiences of many residents and visitors. Notable arts, culture and heritage infrastructure within the City include but are not limited to: the Beaverbrook Art Gallery, Botanic Garden, City Hall Gallery, the Old Public Burial Ground, Science East, Kingswood Entertainment Centre, and the Playhouse Theatre. Other regional items of historic and cultural interest include the Kings Landing Historical Settlement, and the Kingswood Park Entertainment Centre.

In January of 2008, the City of Fredericton was named a "Cultural Capital of Canada" for 2009. This designation is awarded annually to five municipalities of varied size for their achievements in promoting arts, culture and heritage into their Town, City or Village¹⁸.

¹⁷ Fredericton Municipal Arts Policy, (2003) p7

¹⁸ Along with the designation, Fredericton is eligible to receive up to \$500,000 in funding and the City plans to launch the 'Exposing Our Culture' project which will bring increased music, theatre, film and visual arts to the City.

Annually, the City is host to a number of cultural events such as the Harvest Jazz and Blues Festival, Winterfest, Fiddlehead Festival, Festival Francophone de Fredericton, Fredericton Wine and Food Fest, New Brunswick Highland Games and Scottish Festival, NB Gospel Music Festival, NB Summer Chamber Music Festival, New Brunswick Fine Crafts Festival, (2008) East Coast Music Awards and many more. As the capital of New Brunswick, Fredericton is home to numerous historically significant buildings that still play an active role in Provincial Government.

4.4 Program Services

Table 4.3 presents a snapshot of programs available¹⁹ to residents through the Recreation Division of the Community Services Department, including those for which the City is a partner with other organizations and groups throughout the City. While programs are not static and may change throughout the seasons, the table below presents a wide range of programs available to the community. In addition to those listed below, a number of summer programs are available including summer camps, youth drop in programs and playground programs.

Table 4.2: Snapshot of Programs in Recent Years

Category	Program	Age Category	Facility Type
Community Aquatics	• Adult Fitness and Distance Swimmer • Adult Swimmer • Aquatic Leadership: Bronze Star • Lifesaving Workplace Standard First Aid • National Lifeguard Service Award: Recertification or Waterfront • Canadian Swim Patrol: Combined, Ranger, Rookie or Star • Swimmer 1: Beginner or Advanced • Swimmer 2: Beginner or Advanced • Swimmer 3 • Swimmer 4 • Swimmer 5 • L'il Swimmer: 1,2,3 or 4 • L'il Tots: 1 or 2 • Aquacise: Adults • Aquacize: Seniors • Aqua-stretch • Canoeing and Kayaking Adventure Camps • Two week Sailing Camp • Adult instructional programs in canoeing, kayaking, rowing and sailing. • Guided tours • Fredericton Youth Sailing School • Silver Dolphins Swim Club	All age categories	Fredericton Indoor Pool
First Aid, CPR and Babysitting Courses	• Lifesaving Workplace Standard First Aid	Youth, Adults	Various Facilities
Adult Health, Wellness and Fitness Programs	• MOMS on the MOVE! • Move This Way	Youth, Adults Youth, Adults	Various Facilities Not facility specific
Community Fitness	• Cities of New Brunswick Pedometer Challenge • Active Kids • Log Your Laps • Youth Blast Saturday Nights!		Various Community Centres and School Gymnasias

¹⁹ As advertised in the summer 2007 and winter 2007-2008 Recreation Program Guides

Table 4.2: Snapshot of Programs in Recent Years

Category	Program	Age Category	Facility Type
Tennis Programs	- Adult Intermediate Tennis Instruction - Adult Novice Tennis Instruction - Children's Intermediate Tennis - Children's Novice Tennis - Kids Tennis - Youth Elite Tennis - Youth Tennis	Youth, Adult	Kimble Park, Queen Square Park, Nashwaaksis Middle School, Limerick/Southwood Park, and Wilmot Park
Weight Room, Multi Training Area & Personal Conditioning	Nashwaaksis Field House	Youth, Adult	Field House
Skating and Ice Programs	- Public Skating - Adult Skate - Preschool Skate	All Ages	Community Arenas
Other Children and Youth Recreation Programs	- Skateboarding Lessons (NYC) - Lock-In's - Skateboarding Daycamp (NYC) - Activity Daze - Zig Zag Program - Kindernastics - Recreational Gymnastics (Beginner, intermediate and advanced)	Children, Youth	Various Community Centres and other facilities
Older Adults Programs (<i>many delivered by Stepping Stone Senior Centre Inc. and/or other partnerships with the Community</i>)	- Cross Country Ski Lessons for Seniors - Better Bones Exercise Program - Belly Dancing - BodySense - GroupFit - Line Dancing - Tai Chi Warm-ups - The Walkers - Epsilon Golden Games - Folks on Spokes - Seniors Art Classes - Seniors Creative Writing (Seniors) - Drama and Theatre (Seniors) - Harmonica Group (Seniors) - Musical Jam (Seniors) - The Singers (Seniors) - Crafts (Seniors) - Drop-in Darts (Seniors)	Older Adults, 55 years & over	Stepping Stones Seniors Centre Johnson Ave Senior Centre other city facilities

In addition to the programs noted in Table 4.2 there are a wide range of community sport groups who offer the majority of the sport programs available to children, youth and adults across the community.

As an officially bilingual City all City programs support bilingual instruction and participation.

4.5 Parks & Open Space

The City's Municipal Plan designates open space under several categories including:

- Municipal Parks* - large areas of natural open space for low intensity activities such as walking and cycling.
- Community Park* - passive landscapes used for both passive and active recreational activities.
- Neighbourhood Parks* - pocket parks, tot lots serving single neighbourhoods.
- Playing fields* - high intensity outdoor activities designed to serve multiple neighbourhoods.

The City also identifies Environmentally Significant Areas (ESA's) within its boundaries.

The Municipal Plan identifies Council's role in land acquisition and evaluation (for dedication of land), and presents guidelines for park, open space and facility development. The Municipal Plan notes that Council should prepare a parkland rationalization strategy to assist in determining the need and location of future parks and recreation areas prior to development.²⁰ The strategy is to address underserved areas, type of land and parks required, and park priorities.

Based on inventory provided by the City, residents have access to over 866 hectares of parkland for recreational and community use across the City. Approximately 45 Ha of this land is owned by School District 18. School District properties accommodate playfields, tennis courts and play areas and must be considered as part of the overall recreational lands available for use by City residents.

Of the approximate 820 Ha that are Municipally-owned, over 15 Ha are identified as undeveloped parklands. A majority of these properties are smaller properties that would probably fall within the Neighbourhood parkland classification due to sizes of approximately 1/2 to 1 Ha. One of the undeveloped Parks in North Fredericton, Ward One, is larger (> 4 HA) and could be developed as a Community Park. Within the City's parklands is an extensive trail network of close to 80 km of maintained trails. The City's linear trail system is both a recreational and active transportation system that includes trails along watercourses and rail-lands, and trails within parks and open space, to form an extensive integrated linear open space system. This total does not include lands belonging to the University of New Brunswick, which is also used by City residents for walking, hiking etc.

Using the 2006 population of 50,535, and only Municipally-owned lands, Fredericton provides an excellent parkland to population ratio of over 16 hectares per 1,000 residents. A large majority of the City's parkland is accumulated within three very large parcels: the former Clark Street Rifle Range (102.5 Ha), the Killarney Lake Park (231.83 Ha) in North Fredericton, and Odell Park (108.9 Ha) in South Fredericton.

North Fredericton has almost twice the parkland of south Fredericton, largely due to the presence of the two large parcels of land noted previously. When municipal or city-wide parks are excluded from the inventory the park to population ratio is approximately 2.8 per 1,000 residents, which is still a very reasonable service level for urban communities. When undeveloped and school lands are removed the ratio for neighbourhood and community level

²⁰ City of Fredericton Municipal Plan (2007) p. 75

parks is approximately 1.62 Ha per 1,000 residents. While this is not in itself necessarily a low service level for urban community provision of neighbourhood and community parks, the fact that this total is represented by a relatively large number of smaller holdings may be an issue for future facility provision.

Table 4.3 summarizes the available parklands across the City. School lands, where these include recreation facilities available to the public have been included.

Table 4.3: Park Land Hierarchy & Supply

Area of City	Type of Park	Size (ha)
NORTH FREDERICTON	Neighbourhood Park	42.1
	Community Park	38.8
	Municipal Park	483.7
	School Lands used as Parks	(29.8)
Total Municipal Parkland In North Fredericton		534.8 Ha
SOUTH FREDERICTON	Neighbourhood Park	21.1
	Community Park	44.19
	Municipal Park	236.8
	School Lands uses as Parks	(16.2)
Total Municipal Parkland In South Fredericton		285.9 HA
Total Land For Recreational Use In Fredericton		866.7 HA
TOTAL MUNICIPALLY OWNED PARKLAND		820.7 ha

4.6 Other Leisure Providers

In addition to the City of Fredericton other service providers including the Fredericton YMCA, the Fredericton Boys and Girls Club, University of New Brunswick, St. Thomas University, and local School Districts, and a wide range of private recreation businesses support recreation services in the City through programs and facilities.

School District 18 supports 18 gymnasias available to the public. These facilities support such activities as ball hockey, basketball, badminton, volleyball, Special Olympics, wrestling, martial arts, gymnastics, soccer and other miscellaneous activities available to a variety of age groups and people with disabilities. The City currently has several reciprocal agreements with School District 18 including agreements for the use of Devon Middle School and Fredericton High School.

- The Devon Middle School gymnasium is available for community recreation use during the regular school year excluding March and Christmas Break periods: Monday – Thursday 8:00 – 11:00 PM and Saturday and Sunday 8:00 AM to 11:00 PM. The gymnasium is available during the summer vacation period daily from 8:00 AM through 11:00 PM. The school's soccer field is available for community use outside school hours for a specified number of hours for community programs. The City is responsible for maintaining the field under specified maintenance tasks. The City is responsible for scheduling, maintaining liability insurance, adult supervision of activities, and general care of equipment. An hourly fee of \$5.00 per community use is provided to the School.
- The Fredericton High School gymnasium and ancillary space, the outdoor playing fields, track, tennis courts and basketball court (outdoor) are available to the community through this reciprocal agreement. The agreement specifies hours of use, maintenance requirements, acceptable activities and excluded activities. An hourly fee of \$5.00 is paid to the school for community use as well as an annual equipment allowance.
- The Nashwaaksis Field House is part of the Nashwaaksis Middle School and is overseen by a field house committee that includes representatives of the City's Recreation Division, School District 18, and the Nashwaaksis Middle School. The field house, which includes 3 gymnasias and a walking/running track separated by curtains²¹, is used by the school during the day and after 7:00 PM is available to community.
- Fredericton Indoor Pool is a municipally-owned and operated facility that is part of the Nashwaaksis Middle School. Its operational mandate is governed by an agreement between the City of Fredericton and School District 18.

The Fredericton YMCA provides Y swim programs, a spring and winter basketball league, martial arts and dance programs, adult and youth karate. The YMCA also provides fitness facilities at two Y locations, one of which is located within Willie O'Ree Place. The Fredericton YMCA is currently in the development and planning stage for a new Y location.

²¹ At time of writing these curtains had been down for some months and were scheduled for reinstallation by sometime in June 2008.

The Boys and Girls Club of Fredericton provides programming for youth and families from three sites across the City. The Skyline Acres, and Devon Boys and Girls Clubs operate in facilities owned by the City of Fredericton and operated and programmed by the Boys and Girls Club. The Devon Boys and Girls Club is undergoing renovations to update the kitchen facility. These renovations reflect a partnership between the City, the Boys and Girls Club and local businesses to provide the resources and work required. The Boys and Girls Club provides a number of recreation programs including after school and summer camp programs, family nights, sports nights, girls nights, karate, judo, and pre-school programs.

The University of New Brunswick provides a number of facilities available to the community at large and community sport and recreation groups including the South gymnasium, Lady Beaverbrook Gymnasium and pool, and the Aitken University Centre that includes an NHL size arena with seating for approximately 3,500.

St. Thomas University provides a number of sport, recreation and cultural facilities that are also available to the community via membership. These facilities include the J.B. O'Keefe Fitness Centre that includes fitness and court facilities as well as ancillary space. Some facilities including the Lady Beaverbrook Gymnasium, the South Gym and the Sir Max Aitken Pool are shared with the University of New Brunswick. Outdoor Fields – also shared with UNB include: Buchanan Field and College Field. St Thomas University also has a Black Box Theatre that can be available for community rental.

Private Fitness and Recreation Providers: In addition to agencies and educational institutions that provide facilities used by the community for recreation there are a large number of private leisure oriented businesses in the City including a number of fitness providers, Pilates groups, martial arts businesses, dance, music and photography studios, yoga studios, several golf courses, and bowling and paintball operations.

Community Groups: The City's recreation program guide lists a wide range of community recreation groups for such activities as aquatics, art, various sport activities, boxing, boating, hockey, skiing, skating, craft groups, nature clubs, hiking, theatre and youth groups.

**City of Fredericton
Recreation Master Plan**

Section Two: Consultation

5.0 CONSULTATION

Consultation for the Master Plan included a variety of opportunities for the community at large, stakeholder groups, and individuals representing recreation service providers, to give input to the Master Plan. The following sections summarize these activities. Also included in this section is a brief summary of relevant sections of the City of Fredericton Community Attitude Survey undertaken in 2007. The results of the various consultation findings along with information from the planning context are used to identify and prioritize recreation needs and service directions.

The information in this section reflects the input of those groups and individuals who participated in the consultation process. It does not reflect the input of the consulting team, nor the City as a whole. Generally information provided has not been verified or analyzed in this section. Perceptions are often as important as facts and for this reason all input is relevant. Should input provided be at odds with an actual situation that will be noted in italics as the “writer’s edit”.

5.1 Citizen Attitude Survey

The Citizen Attitude Survey (2007)²² was a telephone survey with a sample of 400 completed surveys. It addressed citizen satisfaction levels and perceptions for all City services. Of relevance to the Master Plan are the perceptions related to recreation facilities and services.

The summary report notes that “overall, most citizens (84%) are satisfied with the recreational programs offered by the City. Most citizens (86%) use the City’s walking trails on a regular (always or often) or semi-regular (sometimes basis). Citizens are less likely to have visited other types of recreational facilities, including playgrounds, swimming pools, and ice arenas. In general, however, citizens are satisfied with the facilities they use.”²³

When usage is identified as either “always” or “often” for various recreation facilities about 2/3rds of residents are frequent users of the City’s walking trails; approximately 15-20% are frequent users of the City’s major indoor and outdoor recreation centres; and between 5 and 15% are frequent users of community and neighbourhood level facilities.

Strong satisfaction with the City’s recreation facilities (i.e., those noting they were very satisfied) was highest for walking trails (71%), Indoor swimming pools (70%) and outdoor swimming pools and playgrounds (66% and 67%).

Satisfaction with the City’s indoor arenas at 44% for “very satisfied” may not reflect the recent addition of Willy O’Ree Place, or the future Grant & Harvey Centre.

Participants were less satisfied with neighbourhood level facilities than with larger community and City wide facilities.

²² Prepared by Marketquest Research Group Inc, January 2008

²³ 2007 Citizen Attitude Survey, Marketquest Research Group, January 2008. p. 1

5.2 Key Informant Interviews

Key informant interviews are held with representatives of the City, and major agencies and organizations in Fredericton. A list of key informants is provided in Appendix A. Interviews provide helpful contextual information and often identify issues for further investigation. Interviews are confidential with only summary points noted, and not connected to a specific individual. Issues identified by City Staff have been noted separately from other key informants. The following themes emerged from the key informant interviews conducted for the Master Plan.

5.2.1 Municipal Key Informant Highlights

Key Informant Interviews with Staff identified the following issues:

Responding to service requests:

- There is need to identify the appropriate role for the City with respect to high performance athletes. This issue incorporates questions regarding whether more resources should be directed toward recreational activities or higher calibre competition activities and events, the City's role in hosting sport events, the best way to respond to the needs of emerging sports, and mechanisms to determine sport support priorities.
- There is need to identify the appropriate service and facility response to a number of population groups including the City's growing senior population, youth, and Persons with a disability.

Responding to Growth:

- Development on the City's perimeter has created additional pressure on the City's facilities and services, although the recent capital funding agreement with a number (but not all) of the area's Communities and Local Service Districts (LSD's) will help to mitigate this pressure on the City's resources.
- Staff noted that assembling large parcels of land in newly developing areas is difficult. By Act of Subdivision Bylaw legislation the City achieves 8% dedication and wonder if there are other options for land acquisition, and/or a combination of land and financial resources.
- A strong need for a defensible capital plan was identified. Related considerations include a process to identify, in advance, recreation facilities and outdoor infrastructure required for developing communities, and a process to respond to ad hoc service requests. A number of facility needs or requests have come to the attention of staff including a larger skateboard park, larger senior's centre, and a second municipal indoor pool that may be at least in part a result of population growth.

Organizational

Communication

- Staff identified the need to identify appropriate measures to communicate the City's service vision to the community and stakeholders.

Collaboration:

- Staff note the tendency to develop projects in isolation (within a single department) and feel there would be benefits to the community and efficient internal operations if there were greater inter-department collaboration and integration of marketing, promotion, web site management and publications. This also could be applied to greater co-ordination and collaboration around special events and tourism initiatives. This includes greater use of inter-department/cross-functional teams, enhanced communication both within Departments (vertically) and laterally across Departments.
- Opportunities to develop facilities, provide services, and enhanced partnerships with other service providers and businesses, were identified. It is understood that the barriers to greater partnership may be in existing policies and preferences of potential partners as well as the City. Some comments suggested that organizational politics may be impeding potential initiatives and is an issue to be addressed.

Managing existing resources:

- Staff find it difficult to monitor and enforce "resting" policies for sport fields and overuse of fields, particularly soccer fields, is evident. Development of fields with artificial turf may be one consideration to address over use of fields.
- As the City's trail system grows it is becoming increasingly difficult to keep up with the grooming schedule. As with management of outdoor sport fields this has implications for operation staff resources. Staff acknowledge the need for more weekend services but also recognize that this has significant resource (staff and \$) implications.
- Management of existing infrastructure is an issue including how to decide when to close a facility.

Infrastructure:

- The need for more meeting space to support community and tourism events was identified.
- While tourism is not a component of the Recreation Master Plan per se there are strong links between the City's tourism initiatives and services and those of Community Services including the need for change and convenience stations available to tourists and residents in major parks, enhanced signage and wayfinding, connectivity of the City's trails and bikeways to tourist sites, and the need for a "cold storage" location for tables, cables, etc., used for special events.
- There is an opportunity with Killarney Park to create a major destination park that combines recreation, environment, education and entertainment experiences.
- Benefits of public art in public spaces, including recreation and sport facilities, were identified.
- Need for larger outdoor space for concerts.
- The opportunity to develop the waterfront for outdoor water based tourism.
- More attention may need to be provided to amenities and distribution of neighbourhood parks and amenities for unstructured activities.
- May be a need to rationalize some existing facilities in large supply. It was suggested that the community tennis facilities could be provided and maintained in partnership with the local tennis associations.
- Need to identify opportunities to maintain the integrity of local neighbourhoods particularly in situations where local schools and recreation facilities are being moved and consolidated.

5.2.2 Agency Key Informant Highlights

Appendix A lists agency and institutional representatives who contributed their ideas to identification of issues for the Master Plan, noted the following issues.

Programs:

- The need for more opportunities for inclusive programming for individuals with disabilities.
- The need to address the increasing older adult population, particularly those within that group whose participation in recreation activities may be limited due to financial concerns.
- Need for more community level cultural programming.
- Greater access to French-language recreation programs is needed²⁴.
- Agencies appreciate the City's funding support programming to low income neighbourhoods and stress continued need for this assistance.
- As with staff, several agency key informants noted the need to determine the City's role with respect to recreational sport and higher level competitive sport initiatives.

Service Delivery Approach:

- Need for more attention to consultation with a wide range of community groups, and the community at large when developing future facilities and other initiatives. Consistent with this opinion were comments regarding the need to ensure that all potential partners are involved in facility development decisions.
- Several representatives including School District 18, University contacts and the YMCA noted an interest in future partnerships and planning around facility development.
- Opinion expressed that the City needs to take a longer-term view of recreation needs and anticipate what will be the focus 10 or more years down the road not just current needs.
- Several key informants noted the desire for greater information and knowledge sharing and networking among the City's recreation service providers, as well as partnering around such things as program development, staff training and sharing of research information.

Policies:

- School representatives noted that some students who attend the City's High Schools live outside the City and Partner Communities. Consequently, when they access the City's recreation facilities through school teams these students are required to pay a higher fee.

²⁴ It is the City's policy to provide all programs in a bilingual format, which implies that participants whose primary language is French or English can participate equally in City operated programs.

Infrastructure

- Several representatives noted the need for additional soccer pitches as well as indoor soccer facilities.
- Now that the City's ice facility needs have been addressed there is a need to consider the needs of other sport and recreation interests and ensure a balance of facilities.
- Wish for the City to make green technology and green construction an integral element of all future development.
- Accessibility with respect to active transportation and active recreation for youth and seniors in particular was noted. This issue is particularly a concern during the long winter when walking outdoors is more limiting.

In summary input from staff and elected officials identified resource (staff and financial) constraints; the need to define the City's responsibility with respect to service levels, priorities and target market groups; the need for infrastructure to address growth and service trends; and issues related to organizational attributes of collaboration, consultation, and communication.

Interviews with community agency representatives also identified issues related to collaboration, information sharing, and partnerships as important items to be addressed by this Plan. Infrastructure requirements were also mentioned as was the issue of the City's role with respect to determining and communicating their primary market. As might be anticipated from special interest groups several contacts identified the need for more programming for their clients including older adults, Francophone residents, and those with disabilities.

5.3 Public Meetings

Two public meetings were held the week of March 17th. The first, held at Willie O'Ree Place was attended by approximately 40 participants. While participants attended as residents at large, a number noted their affiliation with community soccer clubs, speed skating, boxing club, curling, and boating clubs. Wednesday's public meeting held at Fredericton High School attracted approximately 15²⁵ participants. Wednesday's participants were also residents at large but had participants who noted their affiliation with women's soccer, soccer, softball, badminton, the Chamber of Commerce and Business Fredericton North.

Both public meetings commenced with a brief presentation by the consultant to give an overview of the master planning process including opportunities for input to the Plan. This was followed by questions and comments from the participants.

Participants at the first public meeting noted a number of points including:

- Frustration with perceive to be a lack of progress on increasing or improving the supply of soccer fields since the 2006 study, and concerns that fields have been taken out of commission have not been replaced²⁶.
- Interest in a regulation size, all weather indoor track suitable for running, training, and track competitions.

²⁵ Based on number who signed the sign-in form.

²⁶ Staff note that 1500 hours of community use time at the UNB Artificial Turf Field has been added as part of the UNB/City partnership.

- Interest in a multi-purpose complex with indoor pool and a variety of other components.
- Concerns about the implementation of the Plan's recommendations.
- The relationship of the Master Plan to regional economic development initiatives, and other Provincial and Federal Plans and initiatives.
- The issues associated with community use of school gyms, difficulty accessing timeslots and school uses having priority and bumping regularly scheduled community uses.

Participants at the second public meeting noted a number of points including:

- Desire for the Plan to incorporate ideas and trends from other communities across Canada.
- The issue of "recreation" versus "sport".
- A desire for the City to define its role with respect to recreation and sport.
- Facility needs including those of speed skaters, soccer groups, dog walkers, skateboarding, BMX, aquatic activities, community level cultural activities.
- Benefit of partnerships with other City organizations and agencies.
- The importance of community health and wellness.
- Interest in more indoor walking tracks in the City.
- Difficulty accessing gymnasium space at required or desired times.

Participants in both public meetings were given the opportunity to complete written comment forms and submit them to the consultants at the close of the meeting. Participants who submitted written comments expressed a desire for:

- More and better maintained outdoor soccer fields.
- Indoor spaces to accommodate soccer and other field sports. Included with this and related issues were comments about the current state of the Nashwaaksis Field House.
- Artificial turf fields and lit fields.
- A comprehensive master plan, developing a Vision prior to future development.
- Better winter grooming of trails.
- Hard surface (non-gravel) cycling trails/pathways.
- A second indoor pool.
- Better consultation with community sport groups; and the need for more ice rinks.
- Broader distribution of the City's recreation guide, suggesting house to house delivery.
- Online access to view available rentals and programs.
- Groups in addition to sport groups considered for completion of the stakeholder workshop and survey and a comment that recreation is more than sport.

- A balance of recreation opportunities to meet a diversity of needs and interests is important, as is the need to consider the growing population of older adults, the need to address health issues and promote healthy lifestyles, and the link between healthy active lifestyles and an environmentally friendly, green City.

Several residents were not able to attend either public meeting and forwarded their written comments. These are included here.

- Interest in space for ballroom dancing with suitable flooring in the City's facilities.
- Interest in a second indoor pool to accommodate a wide range of aquatic activities from instructional, recreational and competitive.
- Support for continued trail development, including cycling trails. This comment also noted that the existing trails and soccer reports completed within the past year or two needed to be implemented.

In summary Participants at the public meetings, many of whom represented specific sport groups, identified a number of issues regarding facility need (soccer fields, indoor gymnasias, turf fields, indoor pool, development and grooming of trails etc). As with key informants, there were comments noting the City's need to define its role with respect to its market, its target clients, and level of service. The importance of partnerships was also touched on at each public meeting.

5.4 Focus Group Meetings

Appendix A provides a list of those who were invited to each of the focus groups. Names listed in italics were able to attend. Focus group meetings were for the most part facilitated by the consulting team. The exception was focus groups with youth. Due to the high number of school closures due to weather events the two youth focus groups planned for the week of March 17th had to be rescheduled. These were facilitated by City staff responsible for youth using questions provided by the consultants.

Focus groups were held with representatives of the following sectors of the community: businesses, youth serving agencies and organizations, seniors, youth, health and active living/ active transportation sector, Community partner agencies and institutions that provide and/or support recreation, and Partner Communities and Local Service Districts. Most groups included 10 to 12 participants. The following points summarize the themes that emerged from the focus group sessions.

Communication and Information:

- Better communication about who is responsible for what in the Division, so that groups know their contact or "go to" person.
- Formalized process for ongoing and meaningful consultation with users when new facilities are designed or existing facilities are redeveloped.
- Need to make the communication and consultation process more interactive i.e., post survey results, ask for feedback.
- City need to communicate a Vision of a Healthy Active City to all residents.

- Lack of centralized booking system for any facility makes it difficult for outside organizations to know what is available and what can be rented. The perception that block booking results in fields and arenas sitting empty while other groups would like to use available time was noted.
- Need a better process for prioritizing community uses of school gyms. School uses, even if scheduled at the last minute, can result in cancellation of regularly scheduled community organization uses.
- Older Adult participants felt that better advertising of programs and activities available at Johnson Ave. Seniors Centre was required.
- City needs an organized communications plan, with the following messages: active, healthy, green. Needs to get the message out about what is available. City website seen as ineffective. Better use of all communication vehicles such as the Gleaner, public service announcements on radio and TV, to advertise seniors programming.
- No central place for information on active living/healthy living strategies and some feeling that a dedicated position is needed to move the wellness issue forward.
- City could improve promotion of Botanical Gardens as a recreational resource for older adults, since trails and pathways are wheelchair accessible.
- How will needs of the residents residing within the Partner Communities and LSD's be identified and included in this Plan?
- What are future opportunities for the LSD representatives to be at the planning table?
- Business representatives feel that there could be better communication regarding the City's plans for existing facilities. Businesses feel they don't always know what is going on that affects them. Business will support initiatives if it serves their interests.
- Youth expressed an interest in ongoing discussions with youth and involving youth in decision making related to recreation services and facilities perhaps through a youth committee.

Barriers to Participation:

- Lack of transportation is a significant barrier for many, particularly for those on fixed incomes, low income, and social assistance. Public transit system seen as inconvenient and not well used. Bus stops are not cleared of snow in winter and can't be accessed. No Sunday service is an issue. Dial a bus (handicapped transit) can't be used for spontaneous activities. Better advertisement of what bus routes the "kneeling busses" are on is required. Lack of public transit to Willie O'Ree Place seen as a barrier to participation.
- Would like to see more in the way of green corridors (College Hill area). Generally there is a gap in active transportation routes.
- Transportation is a significant issue for youth particularly on the north side of the City.
- Need roadside assistance (battery chargers) for mobility assistive scooters for persons with a disability on trails.
- Cost is a significant barrier for some.

Role of City with Respect to Market and Scope:

- Role of city regarding direct programming needs to be more clearly defined.
- Role of City regarding high performance athletes needs to be more clearly defined.
- City needs to clarify its role in supporting groups that would like to develop facilities or run programs for the public from their own facilities.
- Better definition of the relationship between Community Services and Tourism.
- Would like City to be an advocate on the part of community groups accessing school gyms.
- Perception that the City does not recognize sport as an economic engine. Comment that other Cities such as Moncton have developed their sport tourism sector by providing sport hosting grants and other incentives.
- Perception that adult recreation takes a back seat to youth, despite the fact that adults and particularly older adults are a growing segment of the community.

Facility Issues:

- Frustration with community use of school gyms being bumped with little or no notice for priority school activities.
- Difficulty accessing gym time, lack of prime time gym time available for organized activities, no time available for drop-in activities.
- Lack of suitable indoor or outdoor track for track club. Groups train in Oromocto.
- Women's soccer, recreational and competitive, is a growing activity, yet there is no facility time available to accommodate growth.
- Lack of City-run gym facility that could accommodate Judo.
- Interest in an ice surface capable of accommodating speed skating.
- Lack of storage space for community groups at school gyms.
- Public library is space challenged but locationally rich (excellent downtown location, but constrained by available space). Lacks program space, meeting space, display space, congregating/socializing space, comfortable seating, etc.
- Older adults feel pool options available to them in Fredericton are limited. Daytime use of the community pool is not available because the middle school has priority. Perception that a YMCA membership is too expensive for many older adults. There is a senior's swim club that uses the UNB pool, but the facility has accessibility challenges and little parking.
- Stepping Stone Seniors Centre lacks space to accommodate more programs of other active programs and can't be expanded. Fundraising events can't attract more than facility can handle. Facility not fully accessible and can't be easily corrected.
- Need for better wayfinding and interpretive signage on trails.
- Some areas of the City have less access to recreation facilities (i.e., ward 6).
- Need for upgrading tot lots and tennis facilities in some areas.
- Not all areas of the City "get" outdoor rinks, how does one get one?
- Maintenance of soccer fields is not up to required standard.
- Skateboarders present a problem for businesses and would support a skateboard park.

- Cross town trail stalled.
- Would like to see green gym equipment in some parks.
- More consideration for the needs of the disabled in the design, development and redevelopment of recreation facilities, parks, and trails. Recognition that this segment of the population is growing, in part because of growth in the older adult segments of the population²⁷.
- Based on the number of youth who report using outdoor skating rinks and pools it appears that youth tend to use recreation facilities closer to their communities.
- Business community would like the City to consider where future facilities are placed so that they can benefit the business community through increased traffic. This is an issue for some of the City's older facilities that have or will be decommissioned and newer facilities that are more remote from local business areas.
- Would like to see designated bike lanes on City's main transportation routes²⁸.
- Perception that the City could improve snow removal, sidewalk clearing, trail maintenance, to encourage older adults to walk and get active outdoors.
- More access to washroom facilities along the trails required.
- Older adults note the following improvements for trails: more benches and rest stops, improved signage, better education about sharing with pedestrians, bikers, in-line skaters, etc.
- Perception that trails are unsafe heightened by recent incidents.
- Some participants felt that the cleanliness of some facilities was lacking.
- Feeling that poor lighting inhibits use of streets in certain neighbourhoods by seniors.
- Disabled community requires better access to pools.
- Sense of safety on playgrounds is an issue²⁹.
- Importance of space for unstructured and spontaneous activity for youth. Youth noted that equipment in parks more often for younger children than teens.
- Some seniors would like the opportunity to use community gardens.

Partnerships:

- FredKid provides an on-line information service for families and would be interested in an expanded partnership with the City³⁰.
- Business community would like to be more involved with the City's initiatives and feels the City should take greater initiative to develop a relationship with local businesses.
- Would like more input to the design of facilities including second planned twin pad (this deals with seating capacity).
- City needs to take a more proactive stance in terms of partnerships, for instance, may be an opportunity at Albert St. School to develop a double gym.

²⁷ Staff note that when planning and designing new facilities they meet with the Premiers Council on the status of Disabled Persons and local advocate agencies to ensure the incorporation of barrier-free design.

²⁸ This initiative was also recommended in the City's Trail/Bikeways Master Plan.

²⁹ Staff note that playgrounds are inspected approximately 7 times annually to ensure that equipment meets CSA Standards.

³⁰ The City currently participates in the annual Fredkid Fair to distribute Recreation Division information.

- Support for partnership in facility development with schools, universities, agencies such as the YMCA and UNB both in the process of expanding indoor facilities for sport and may be interested in discussions surrounding partnerships.
- Feel the City should develop stronger partnerships with the Province on mutually supportive initiatives, e.g., sport, health and wellness, etc.

Policy Issues:

- Need for a policy regarding tournament hosting and level of City support or commitment.
- Need to address new or emerging groups through improvements to the facility allocation policy
- Need for a policy to support universal access to activities and programs for those who cannot afford to participate.
- Lack of opportunity for new and emerging groups to access to facilities with existing facility allocation practices.
- City needs to address gender inequities in access to facilities and programs and in what is offered.
- What is the City's policy with respect to healthy eating and health snacks in their facilities?³¹

Programming Issues:

- More staff support to meeting older adult needs in the North End of the City.
- Would like to see more multi-generation programming and opportunities.
- Feel the City should move on the wellness agenda.
- Many younger seniors not using centre, may not be attracted to the type of programming offered.
- Need to reach out into the community to address youth issues.
- The Recreation focus is very much on the sport and active recreation side of leisure with limited attention (at the community programming level) on more artistic interests.
- There is a need for prevention based programming particularly in high need (subsidized housing) areas.
- Need for a conscious effort to get youth involved in activities that suit their interests.
- Needs of teens seem to be high and not addressed in some parts of the community.
- Botanical gardens represent a working partnership between a community group and the City. Would like the City to promote the idea that recreation is more than just sport, but can include passive appreciation of nature and visits to Botanical gardens.
- Better definition of the relationship between Community Services and Tourism.
- Would like City to be an advocate on the part of community groups accessing school gyms.
- Perception that adult recreation takes a back seat to youth, despite the fact that adults and particularly older adults are a growing segment of the community.
- Want the City's recreation services to be more than sport.
- Youth participating in focus groups participate in a variety of active and passive leisure time pursuits, although "hanging out" was the most frequent activity.
- Youth indicated a need for more open or free skating and swim times at more convenient times.

³¹ Staff note that "healthy food provision" has been recommended for Willie O'Ree Place and the new Grant & Harvey Centre. A healthy food policy is currently being considered.

Community Development Role

- Lack of an umbrella sport council that could advocate on behalf of all groups and work with the City to come up with acceptable solutions.
- Comments regarding the need to strengthen the role of advisory committee for the Johnson Avenue Senior Centre. Perception that although many groups rent space or meet at the facility, there is a lack of overall leadership as to what is needed to serve the older adults in the North of the City.
- Fewer older adults taking a volunteer role or a leadership role in running the Johnson Avenue Senior Centre. Existing volunteers can't do any more. City needs to step in and provide more programming for active older adults.
- Groups need secure core funding.
- City needs a formal process to evaluate partnership proposals and identify support to groups and organizations.
- Formalize volunteer role in managing local facilities.
- More support to groups in terms of leadership development.
- Feel the City should develop more of a supportive attitude towards voluntary sports organizations, i. e., how can we help you grow, how can we support you better.

In summary input from the group meetings focused on the need for more and better communication; facility and infrastructure; program services; policy issues and requirements; the benefits and opportunities for partnership development; the role and scope of the Recreation Division; and greater attention to community development activities.

5.5 Stakeholder Surveys

5.5.1 Survey Overview

The City of Fredericton staff identified 62 voluntary sport and recreation organizations that currently use indoor and outdoor facilities and sportsfields in Fredericton to complete an on-line questionnaire. Group executives were provided a letter via e-mail inviting them to participate in the survey process and providing them with a unique on-line identification code and web address to access the survey. The survey was available on-line from the last week of March, 2008, to the last week of April. Information requested included: the types of programs and services groups provide, membership trends, use of and satisfaction with facilities and services, and anticipated demand for additional or new facilities over the next 5 years. Of those contacted and others requesting an opportunity to participate, 38 organizations responded. These represent a cross section of organizations using arenas, aquatic facilities, multi-purpose/meeting rooms, gymnasias, ball diamonds and soccer fields, and a variety of other facilities and amenities throughout the City. Appendix A provides a list of groups responding to the survey.

5.5.2 Main Activity

The table below illustrates the activities respondents to the stakeholder survey noted as most closely describing their organizational activities. The category of “other” includes: ATV, walking/hiking trail activities, dancing, lawn bowling, snowmobiling, boating and canoeing, cross country skiing, and rowing.

Please check the box that most closely describes your organization's MAIN type of activity.	Response Percent	Response Total
Ice-based activities (e.g., figure skating, ice hockey, curling)	13.2%	5
Arena floor-based activities (lacrosse, roller hockey)	2.6%	1
Indoor pool-based activities	5.3%	2
Soccer	2.6%	1
Baseball	2.6%	1
Softball/slo-pitch	5.3%	2
Football/rugby/other field sports	2.6%	1
Gymnasium-based activities (e.g., basketball, volleyball, badminton, indoor soccer)	26.3%	10
Social and/or leisure programs for adults	5.3%	2
Social and/or leisure programs for youth	0%	0
Tennis	5.3%	2
Running or track activities	2.6%	1
Other (please specify)	26.3%	10
Total # of respondents 38. Statistics based on 38 respondents; 0 filtered; 0 skipped.		

5.5.3 Group Composition:

The total number of participants in responding groups in 2007 was 11,349. Participant numbers by group ranged from highs of 2,000 for Go Go Gymnastics, 1,915 for the Fredericton District Soccer Association and 1,100 for Fredericton Youth Hockey Association, to lows of 8 for the River Valley Trail Blazers, and EV Staples Competitive Badminton Club.

Responding groups show a fairly even split between child and youth participants and adult participants, however males make up, on average, 66% of the membership or responding groups.

The majority of responding groups expect their membership to increase over the next 5 years. Many anticipate a greater than 20% increase. The primary reasons given for the anticipated change in membership include interest in activities and quality of marketing and promotional efforts. Issues that may negatively impact group membership include cost to participate in their activities, adequacy of facilities and competition from emerging activities.

5.5.4 Service and Support Needs

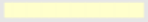
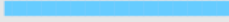
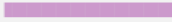
Main issues or concerns identified by responding groups include accessing appropriate facility timeslots, assistance with advertising and promoting programs, volunteer recruitment, fundraising, and communication with the Community Services Department. The need for storage space was also noted as was the desire for assistance related to group and athlete development, and need for more efficient service from the City. The majority of responding groups felt the City's Community Services Department could be of assistance with respect to identified issues and concerns.

Comments related to the type of assistance requested are summarized below:

- Improved access to facilities and facility timeslots
- Guaranteed access to gymnasium facilities for times booked, no bumping, and assistance negotiating with School District facility owners
- Improved advertising and promotion of their programs
- Improved communication with user groups regarding scheduling, booking, and facility times available
- New or improved facilities, including: indoor and outdoor track facilities, additional and better quality soccer facilities, indoor soccer fieldhouse, improved cross country ski trails or financial assistance to help develop, improved storage facility for rowing club, additional gymnasium facilities
- Assistance with tournament development, scheduling and registration
- Four season trails and use of walking trails and bridges for snowmobiling
- Access to practice and tournament space for fencing

5.5.5 Current Facility Usage:

The graphic below illustrates the facilities organizations use regularly for their programs and activities.

What type of facility(ies) does your organization regularly use for its main programs and activities?	Response Percent	Response Total
Aquatic Facilities 	13.2%	5
Arenas (ice time) 	10.5%	4
Arenas (arena floor usage) 	2.6%	1
Indoor Fieldhouse 	23.7%	9
Curling Rink 	2.6%	1
Fitness/Conditioning Centre 	10.5%	4
Indoor Track 	5.3%	2
Gymnasium 	39.5%	15
Soccer Fields/Athletic Fields 	18.4%	7
Baseball Diamonds 	2.6%	1
Softball Diamonds 	10.5%	4
Tennis Courts 	5.3%	2
Multi-Purpose/Meeting Space 	13.2%	5
Seniors Centres	0%	0
Youth Centres	0%	0
Lawn Bowling Facilities 	5.3%	2
Other (please specify) 	28.9%	11
Total # of respondents 38. Statistics based on 38 respondents; 0 filtered; 0 skipped.		

About half of responding organizations require additional time at facilities they use to meet outstanding demand for existing programs, and for both existing and new programs. Total additional hours per week requested by responding groups include:

- 90 hours per week for soccer fields
- 77 hours per week for gymnasiums
- 44.5 hours for ice time
- 37 hours for an indoor field house with artificial turf
- 22-24 hours per week for an indoor pool for competitive swimming and diving
- 52 hours per week for baseball diamonds
- 20 hours per week for softball diamonds
- 20 hours per week for a batting cage
- 6 hours for an indoor track
- 3 hours per week for tennis
- 2 hours for a fitness/conditioning centre
- 1 hour per week for multi-purpose space

Half of respondents indicated that other than time available, City facilities are adequate to meet their needs. Of those that felt facilities were inadequate, the most common responses included:

- Quality of principal tennis courts needs to be improved for competition and sport development
- Olympic sized pool required for training and competition
- Need for open field area without fixed goal posts for Ultimate Frisbee
- Lack of quality indoor or outdoor track facilities for training or competition
- Baseball fields have been lost and are not being replaced with quality fields
- Inadequate and inaccessible club house for lawn bowling
- Require a gym with competition and storage space to accommodate fencing
- Require a facility capable of hosting provincial and national volleyball competitions
- Additional snowmobile trails and linkages
- Require indoor soccer turf facility for training, regular play, and competition
- Improvements to Yacht Club facility and lease arrangements
- Olympic Ice Surface for speed skating
- Improved club house activities and lighted trails for cross country skiing
- Improved club house facilities for Small Craft Aquatic Centre

5.5.6 New Facilities Required

Approximately $\frac{3}{4}$ of 19 respondents who responded to the question of whether new facilities were required indicated that yes they were. Interest in new facilities by responding groups includes:

- New and upgraded tennis courts at Wilmot Park
- 50m Olympic sized pool, would be used 80 hrs per week by Swimming NB
- Additional open field space for Ultimate Frisbee
- Indoor track and field facility, 9 hours per week by Track club
- New batting cage, used 30 hours per week by ball clubs
- Year round club house for Lawn Bowlers and Tennis Club, estimate about 60 hrs per week usage
- Indoor multi-purpose space for dance/fencing/martial arts with dedicated storage for groups
- 4 pad arena that could accommodate competitive volleyball competitions during non-ice times
- Olympic Ice surface, to be used 20+ hrs per week by speed skating
- Ski club house and lighted trails, to be used approx. 60 hrs. per week
- 2 lit artificial turf fields to accommodate soccer and other field sports
- Year round tennis facility, fixed structure or air supported

5.5.7 Fees and Contributions:

The majority of organizations surveyed currently pay fees for the facilities they use. Most feel the user fees they are charged are reasonable. Just over one-third would pay higher fees to improve the quality of facilities they use, and just less than half would support higher fees to support the construction of new facilities. For those who do not pay fees, just over one-third would pay fees to contribute to facility improvements, and just over one-third would pay fees to support construction of new facilities.

The cost to participate is an issue for about 40% of responding organizations.

The following types of comments were provided regarding costs to participate:

- Costs are comparable to those charged elsewhere
- Fees are reasonable and most can afford to pay
- Important to keep in mind that there are some families and individuals who cannot afford to pay to participate
- Don't mind paying fees for quality facilities and services, however object to paying higher fees for poor quality facilities or reduced services
- Higher fees should equate to more facility time or priority scheduling at City facilities

5.5.8 Other Comments:

A total of 24 respondents (63%) provided additional comments on their survey. These are summarized by the following themes:

- Difficulties accessing school gymnasiums, shortened schedules for gymnasiums, frustration over being bumped for school activities, no access to school gyms during holidays
- Lack of ice time available for new and emerging groups such as women's hockey
- Recognition that new Southside Complex will alleviate demand for ice, but need to ensure youth hockey remains a priority for scheduling
- Need for more flat, green open playing surfaces for emerging sports
- Recognition of outstanding demand for soccer fields with growing participation, women and youth participation, and interest in developing competitive level athletes
- Need for quality indoor and outdoor track facilities to support sport development and competition
- Loss of 3 ball diamonds has resulted in outstanding demand for ball diamonds and batting cages to serve existing players and accommodate growth
- Interest in a policy to support teams hosting provincial or National Tournaments
- Concern over fees for outdoor ball diamonds and playing fields that are in need of upgrades or of poor quality
- Interest in a Regional Sport Council with representation from all sports organizations in the region
- Concerns over communication with the Division regarding scheduling and access to facilities
- Request for better working relationship with Division
- Acknowledgement of support from the City in the development of the Small Craft Aquatic Centre
- Speed Skating group will continue to communicate their facility needs to the City
- Ensure support to all sports and recreation organizations is equitable
- Storage for equipment is always an issue and should be considered in facility design and scheduling A soccer annual growth rate of 8%
- This season, for the first time, FDSA had to limit registration because of limited field time. The region's technical director would like all age groups to have more exposure to soccer. Both senior men's and women's leagues are limited in their numbers because of lack of field availability

5.5.9 Survey Summary:

Of the 62 voluntary sport and recreation organizations identified by City staff, 38 (61.3%) responded. Responding groups use a variety of indoor and outdoor facilities in the City. Although membership was fairly evenly split between child, youth, adults, and older adults, over two thirds of members in responding groups were male. The average number of participants in 2007 was 316, and most (73% of groups) felt their membership would increase over the next 5 years. The most common reasons given were interest in our activity, and the quality of marketing, promotional efforts.

Main issues or concern identified by responding groups include accessing appropriate facility timeslots, assistance with advertising and promoting programs, and communication with the Community Services Department. Most often noted was the difficulty accessing school gymnasias and being bumped for school-related activities. Most groups (77%) think the City could provide assistance related to these issues. The highest levels of outstanding demand were recorded for soccer fields, gymnasias, ice time and an indoor field house.

Requests for new facilities included the following: 50m pool, indoor track or all weather track, indoor fieldhouse, artificial turf, speed skating oval, indoor tennis centre. Improvements or upgrades were noted for ball diamonds, soccer fields, ski trails, club houses, and tennis courts.

The majority of organizations surveyed (79%) currently pay fees for the facilities they use. Most (77%) feel the user fees they are charged are reasonable. Just over one-third would pay higher fees to improve the quality of facilities they use, and just less than half would support higher fees to support the construction of new facilities.

5.6 Community Comment Forms

Community comment forms were placed in the City's major recreation facilities. Comment forms had five questions, provided in English and French, asking respondents to identify specific needs or comments related to existing facilities, facilities they would like to have, existing programs and services, the manner in which recreation services should be funded, and additional comments.

Comments related to facilities included those commending the City for great facilities, parks and trails. A few comment forms noted the excellent condition of the ball fields. Respondents commented positively on the indoor walking track at Willie O'Ree Place. Comment forms identified a desire for specific facilities including a City-owned and operated gymnasium, an additional indoor pool, facilities other than arenas, multi-purpose and multi-generational facilities, indoor soccer facility, artificial turf field(s), indoor tennis, skate plaza, new senior facility, BMX dirt jump park, and a glider flying site. Some comment forms noted specific issues with existing facilities including concerns with existing soccer fields, repair needs at the Johnson Ave Senior Centre, new roof at the Stepping Stone Senior Centre, leaks in roof over seating at Rink 1 O'Ree Place, a desire to find a reuse option for York Arena rather than tear it down.

In response to questions regarding the City's recreation programs and services comments included: the need for more programming for seniors, and for the physically and mentally challenged, greater access (24/7) to the City's

wading pools, more family and adult free skate times, earlier start for day camps to address needs of working parents, and programs for youth.

Responses to the question of how respondents preferred recreation facilities and programs to be funded were quite varied. The comment card format is of course not designed to present a representative sample and should not be considered as a reliable reflection of the City's residents. It does however reflect the wishes of those who wanted to comment on this issue. Of the five options that were presented (user fees, taxes, fundraising, surcharges on program fees, and membership fees) for those who responded use of taxes followed by user fees and then membership fees were the most popular methods of financing. However, several respondents added additional comments noting they felt taxes were too high already, and that the City should stop spending so much money on facilities. Several commented that children's activities should be subsidized.

5.7 Organization Written Submissions

Several groups provided written briefs. Key points from those submissions are summarized here.

Premier's Council on the Status of Disabled Persons

The written submission by the Premier's Council on Disabled Persons included the following requests or considerations for the Master Plan:

- The need to better accommodate the needs of persons with disabilities including older adults with disabilities
- The need for access to affordable and accessible transportation
- The need to improve safety and maintenance of sidewalks and pedestrian access, especially in the winter
- The need to address perceptions of security issues on nature trails and pedestrian walkways, including the mobilization of citizen engagement in these practices
- The need for better signage and wayfinding
- The need to address issues related to safe and correct use of bicycles on public roads and trails
- The need to improve communications and linkages with various community partners and organizations to better communicate and inform residents through a variety of media
- The need for better coordination in the screening and training of program volunteers and staff to support individuals with special needs
- The need to conduct a barrier free accessibility audit of all facilities and programs with a view to enhancing inclusive opportunities, and adoption of stronger standards for universal design and barrier free accessibility
- The need to involve the community and stakeholders earlier in the development process

The Arthritis Society

The written submission of the Arthritis Society proposed that the Master Plan address the need for a therapeutic pool for use by children and adults with arthritis or other musculoskeletal related conditions. The brief noted other therapeutic aquatic facilities in the Province and Country and commented on adapted exercise programs.

Fredericton Lawn Bowling Club

A written submission from the Lawn Bowling Club summarized the activities and events of the Club and requested that the Master Plan consider the need for an expanded club house, assistance with training coaches and officials, and funding support to hire students to assist with club activities, due to a declining volunteer base. Other considerations included an indoor facility to permit year round lawn bowling.

The Rotary Club of Fredericton Sunrise

The written submission by the Rotary Club of Fredericton Sunrise described the service club's objectives and activities including helping at-risk youth, hosting visiting Rotary students, involvement in Pond Hockey tournaments and other events, and making donations to a number of charitable organizations. The submission commended the City on its assistance and support in many areas, and requested that the City continue with this support in the future. The Club also offered to assist with redevelopment of the O'Dell Park Lodge at some point in the future.

The Fredericton Athletics Association (FAA)

The Fredericton Athletics Association (FAA) is an umbrella organization representing six local Fredericton track and field and cross country running clubs and teams. Its objective is to support and promote the sport of athletics, and to promote health and wellness. Association events are held annually at Odell Park, hosting over 9 running races each fall season and attracting over 3100 athletes from New Brunswick, Nova Scotia, Prince Edward Island, Newfoundland, Quebec, and Maine. The Association notes that it currently does not have sufficient indoor and outdoor track and field facilities in Fredericton to host events in the winter, spring or summer seasons. The Association is looking to develop or have access to an IAAF standard 8-lane 400m outdoor track and field facility; a 200m banked indoor track and field facility; and a standardized cross country race course in Odell Park with permanent markers every 100m. The FAA notes that it is committed to work with other local sports groups such as speed skating, tennis, soccer, football, Ultimate Frisbee, and others in providing multi-use to the FAA's three main projects.

5.8 Consultation Summary

There were a number of consistent themes throughout the various consultation activities associated with the Master Plan. The issues summarized here were identified by participants in most of the consultation activities (interviews, surveys, focus groups, public meetings).

Facility and park infrastructure: From staff, to elected officials, stakeholder groups, participants at public meetings, those who completed comment cards and focus group participants the most frequent comments (this is to be expected in a master plan) were for more, different, better facilities and parks. Facilities and parks desired included: spaces for youth, older adults, skateboard facilities and facilities for so-called extreme sports (BMX, dirt bike jumping), waterfront development, better access to school gymnasias – or gymnasias in general, soccer fields, and additional indoor pool facilities. The need to incorporate green technology in the development of future facilities (or redevelopment) was stressed by a number of participants.

With respect to parks, the need to assemble or designate larger parcels suitable for sport field development was noted, particularly in developing areas of the City where the opportunity, but perhaps not the means, presents potential to assemble these types of property. The need or desire for smaller neighbourhood parks was identified by representatives of some neighbourhoods or communities.

Trail development – hard surface trails for bikeways, trail linkages for active transportation, trail signage and wayfinding were frequently mentioned in most consultation activities. The issue of safety on the City's trails was also identified by a number of participants.

Finally, with respect to the issue of facility and park infrastructure there were comments that fell on all sides of the centralization/decentralization discussion. Some were of the opinion the City should develop centralized multi-purpose facilities, incorporating a variety of facility components within a few centres. Others expressed concern that such facilities have a detrimental affect on local neighbourhoods when small single purpose facilities are removed that have been traditional gathering and recreation spaces.

Collaboration and partnerships: Comments related to partnerships (more are needed, structural/political/philosophical issues to overcome) and collaboration (more is needed) were fairly frequent in the consultation activities. Representatives of most external agencies who provided input were supportive of partnerships to develop infrastructure and programs. At the same time there were comments identifying political and organizational issues within many organizations that made it somewhat difficult to actually develop partnerships. There are some who felt that the City had not traditionally been open to partnerships and collaboration, and others who felt the same could be said of external agencies. There was a general feeling that more could be done in the area of partnership development. Inter-department collaboration (among City Departments) was also fairly frequently noted. A number of contributors noted that recreation, culture, tourism, special event and heritage services are closely linked in the eyes of the community and visitors, who don't typically see these as fundamentally distinct services, and yet there is a tendency for these to operate as separate entities within the City.

Role of the City in responding to various “sectors” or interest groups: There were very wide ranging requests for additional services including programs for specific groups (e.g., more French language programming, low income families, youth, older adults, individuals with disabilities, those interested in more cultural programming etc.). Stakeholder groups identified the need for assistance with recruitment of volunteers, core funding, and advertising and promotion. The City’s role and responsibility with respect to active living and a wellness agenda was frequently mentioned, with all those identifying this as an issue or a need, in support of this as an important role for the Recreation Division.

Clarification of the City’s role with respect to high performance athletes was identified by staff, by representatives of external organizations, and by members of stakeholder groups. Input ranged from opinions suggesting that: provision of facilities and resources that support high performance athletes is inconsistent with the provision of facilities that support broader community needs and interests, to those that felt high performance athletes provide a sense of community pride and provide motivation to others along the sport continuum. There were comments regarding the financial benefits of sport tourism and the need to provide facilities to support hosting opportunities. While the issue is clearly an important one for many participants in the Master Plan’s consultation activities, it is equally clear that there is no consensus on the direction the community wishes to take.

Communication and consultation: Many comments from all consultation activities related to the twin issues of communication and consultation. Staff, stakeholders, participants at the public meetings and in the focus groups noted the need for better methods to communicate with each other, to advertise activities, and present issues. Stakeholders expressed the need for more and better consultation around facility development. Groups indicated frustration over lack of information regarding facility availability and the block booking process.

Resource allocation: Virtually all comments and input was ultimately about resource allocation. Participants identified maintenance concerns related to trail and field maintenance which will increase as the City develops additional trail connections. Development of partnerships is also in part related to availability of sufficient resources to seek out and develop such partnerships. Positive comments regarding the City’s financial support to groups such as the Boys and Girls Club and desire to maintain this support are of course related to resource availability, as are comments from stakeholder groups desiring core funding support, and additional facility times and locations.

Responses from those who attended the presentation of the draft Final Report are noted in Appendix B.

**City of Fredericton
Recreation Master Plan**

Section Three: Needs Assessment

6.0 NEEDS ASSESSMENT

The assessment of recreation infrastructure, program and organizational needs reflects the input of all consultation participants, the current City of Fredericton recreation system (facilities, organizational structure, partnerships, programs etc.), socio-demographics and population, and relevant service trends. The Needs Assessment is discussed within three sub-sections (1) Operational Direction (2) Program Services and (3) Infrastructure. Each sub section highlights relevant strengths and challenges to arrive at a broad discussion of “needs”. An identification of needs or issues does not imply a recommendation. The Needs Assessment section outlines needs, and while some of the statements presented in this section may begin to suggest recommendations, they are not.

There may have been needs identified through one part of the consultation process that are not included in the sections that follow usually because they are issues the City is in the process of addressing (e.g., the tennis bubble). Others, such as comments related to maintenance issues, or desire for a specific facility will be addressed within the context of larger developments or processes recommended later in this report.

The service framework outlined in the next chapter describes the context within which identified needs will be addressed. Service directions and specific recommendations for needs identified in this section of the report follow in chapter 8.0.

6.1 Needs Related to Operational Direction

Operational Direction refers to processes and policies that define the role and responsibilities of the City of Fredericton Recreation Division. Consultation with staff and elected officials raised a number of questions regarding the role the City and/or the Recreation Division should take with respect to: recreational and higher performance sport initiatives; various age-based populations; and events that touch on recreation but also tourism, arts, culture and heritage. Other consultation participants discussed the breadth of recreation services, in particular the desire for these services to be broader than active recreation and sport. Also within this category are issues related to the availability of staff resources and processes to respond to expanding demand and the manner in which the Division provides its services (e.g., through partnerships, community development, direct program delivery). Table 6.1 summarizes the strengths and challenges identified in the initial phases of the Master Plan relevant to service direction needs.

Table 6.1 on the next page provides highlights of strengths and challenges for the City’s Recreation Division relevant to operational direction. These points are intended as highlights – items that were mentioned on numerous occasions during the consultation activities. If the reader wishes to review the consultation section there are undoubtedly additional points that could be considered in this section, although for the most part the intent is captured in these summary statements.

Table 6.1 Strengths and Challenges – Service Direction

Strengths Related to Service Direction	Issues and Challenges Related to Operational Direction
Service Structure and Support: ■ Well documented procedures for all activities ■ A number of partnerships and agreements in place with various community agencies and organizations ■ Interest on the part of other agencies to develop service and infrastructure partnerships ■ Large number and variety of voluntary sports and recreation organizations providing quality leadership and a range of activities and programs to residents ■ A range of private sector providers of such recreational activities as martial arts, dance, music, and fitness Planning Initiatives: ■ A variety of activities recently completed or under way to investigate community needs and interests ■ Planning and policy framework in place: Municipal Plan, Trails and Bikeways Master Plan, Active Transportation Committee, extensive policies Internal Resources: ■ Motivated and interested staff with a diversity of skills and capabilities ■ Recent acquisition of the CLASS system will enable the City to more efficiently monitor and manage its facility booking system Division Role: ■ City provides staff support to seniors, youth, participates in a number of community committees concerned with active living and wellness, and contributes financial support to groups such as the Boys and Girls Club to support recreation participation by low income families. ■ Recreation Division staff provide maintenance support to the City's special events and parks and trails support tourism initiatives ■ This Master Plan is evidence of the Recreation Division desire and interest in assessing and affirming its role with respect to leisure services ■ The Recreation Division has committed to making active healthy living a key focus of their service direction and role	Service Structure and Support: ■ Indications that communication with voluntary sports and recreation organizations and community-at-large is in need of improvement ■ Lack of control over non-municipal spaces (i.e., school gymnasias) limits the ability of the Department to adequately meet some needs for organized sports and drop-in, informal activities ■ Relations with some neighbouring LSD's continues to be strained ■ No framework or policy position for developing and evaluating partnership proposals or options received by the City. Also indications of need for a more proactive approach to developing partnerships for services and infrastructure Planning Initiatives: ■ Directions in existing plans not always clearly defined ■ Need for a more proactive approach to investigating partnership opportunities and other alternative funding mechanisms for all aspects of service delivery ■ Pressure to incorporate environmentally sustainable practices in all aspects of service delivery which is politically and organizationally consistent with City view but somewhat at odds with available resources Internal Resources: ■ Indications that staff resources in key areas e.g., trail maintenance, partnership development and perhaps other areas depending on recommendations of the Master Plan are insufficient to support these service demands ■ Indication that communication between and within divisions and other City Departments, and communication of Department and Division's vision to the community, could be improved ■ Need to ensure that capital plan is defensible and consistent with role Division Role: ■ Demands, perhaps competing, to support both community recreation needs and needs related to training, competition, elite athlete development ■ There have been requests for the Recreation Division to take a broader view of recreation to include more than just sport and active recreation ■ The Recreation Division will need to determine the level of support and its role with respect to various special interest groups and age groups. Will it retain its traditional focus on youth and more recently seniors and what form will that role take. ■ The Division may not be as open to new ways of doing things including partnerships and shared responsibility as would benefit service development

Discussion

The strengths and challenges listed in Table 6.1 are grouped in four sections: Service structure and Support; Planning Initiatives; Internal Resources; and Division Role. Within each are a number of points reflecting strengths and challenges.

Service Structure and Support items deal with procedures that guide the Division's day-to-day activities and relationship with partners. The Division has up-to-date procedures for most aspects of its services. Agreements are in place for shared community use of recreation space. A large number of community volunteer organizations and agencies contribute to the wide ranging services available to the community. A recent agreement with area LSD's provides a means to address capital development for new recreation facilities while providing residents of those communities access to the City's recreation facilities at no additional (non-resident) cost.

While there are many positive initiatives within the City's Recreation Division there are also challenges including: evidence of need for improved communication with many of the City's recreation partners; partnerships that may not be as robust as they should or could be resulting in limitations to true community access to joint use (agreement based) facilities. Developing the capital funding arrangement with the area LSD's was not without difficulty and there are still bridges to be built and specific questions to be answered. Subsequent to agreement reached with a number of LSD's, at least two then requested to be removed as a signator (partner) in this agreement.

Perhaps one of the biggest issues with respect to future developments – programs, services and infrastructure is the need for a clear framework, process, and policy position to evaluate and pursue partnerships. It seems evident that there are opportunities to develop partnerships for future development, but also some hurdles to be addressed.

Planning Initiatives: The City of Fredericton has recently prepared a number of plans that position it well to address future needs. A new Municipal Plan, Trails and Bikeway Plan, a developing Riverfront Plan, a recent soccer study, an Active Transportation Committee, and the Network for Healthy Living are representative models of plans and planning bodies that position the City to address issues relevant to recreation services. The Recreation Master Plan is another document that will contribute to overall good planning practices.

While the City has a number of agreements and joint use arrangements there appears, from input through the consultation process, that these may not be as robust as they could be to meet the expressed needs of the community. Mechanisms to address disputes and ensure that all parties' needs are met - to the extent possible - are needed. This may have implications for staff resources and certainly has implications for development of processes to guide and seek out strong and vibrant partnerships.

Our review of several of the recent plans suggests that specific recommendations that would typically be included are not evident and in many respects these plans appear to be more contextual. To support the City's decision making needs future planning processes should identify clear and specific directions and the implications of those recommendations.

The final point in this section in Table 6.1 could also have been placed in Table 6.3 that deals with infrastructure. It is included here because it is ultimately a planning or policy decision. There is no question that the City has adopted and supports a “green” mentality. Decisions made with respect to recent facilities that did not include green technology may predate the current and hopefully future policy direction. That said, the City and the Recreation Division will need to come to terms with all aspects including costs of being green and to the degree possible, incorporate that in policy and practice.

Internal Resources: The Master Plan is not an operational review and assessing the availability and skill sets of staff resources to address current workload, not to mention the recommendations that will come forward from this Plan, is well beyond the scope of the Master Plan. However, through discussions with staff and others it is clear that most shortcomings on the part of the Department can be contributed to resource limitations and not to a lack of interest or desire to respond to the community’s needs.

Better, and more, communication and collaboration was a common thread through all the consultation activities. Addressing this issue will contribute positively to the City’s role within the community and with stakeholder groups. This includes internal (inter-Departmental) communication and collaboration as well. Youth, stakeholders in general, sports organizations, and seniors noted a desire to be more involved in the decision processes and receipt and understanding of information.

Division Role: As the points related to Division Role in Table 6.1 attest, the City’s Recreation Division either tries to be, or is expected to be, all things to all people. There is a general consensus that the Division serves the entire community although a focus of direct programs and staff support is toward youth and older adults. Legislation and community demand has brought the needs of the disabled community into much sharper focus. There are requests for more French Language programming and the City is of course officially bilingual. A great deal of current resources are directed toward sport and active recreation, while at the same time there are requests to expand recreation to include more artistic programming³². Perhaps one of the most significant related issues is whether the Division should be providing greater support to high performance athletes or should concentrate its resources on broad community participation. The Steering Committee has stressed that healthy, active living will be the main focus of the Divisions services, a theme that is consistent with all current trends, and responds to some of the most critical lifestyle issues affecting communities.

Each of these roles is valid. If resources were infinite there would perhaps be no reason not to tackle them all. That is however, not the case and choices will need to be made.

³² The Recreation Master Plan use of terms such as: culture, arts and culture, artistic programming, creative activities etc., in the context of an activity to be included within the role of the Recreation Services Division refers to community level, introductory, interest based activities and not professional, semi-professional artistic activities. Such activities may include, but are not limited to: reading in a park, painting, pottery classes, children’s drama classes, socializing etc.

Needs Identified

As was noted in the introduction to the Needs Assessment this section identifies needs and not (yet) recommendations, by which we mean the way in which needs will be addressed. The service framework will provide the context, and frame the direction for addressing needs. This may include addressing needs directly i.e., providing a program, hiring staff, building a facility, or developing a policy; or in partnership with another provider; or by enabling and encouraging the community to develop suitable solutions. Ultimately recommendations must respond to the community's needs in a way that reflects and respects the resources the City and by extension residents, businesses and stakeholder groups can manage and support.

While not at the stage to develop recommendations the points raised in this section clearly point to the need to address the following issues and needs:

- To ensure more effective communication of the City's vision, role, resources, and responsibility to various groups and interests
- To enhance collaboration and communication within and between City Departments
- To better coordinate and communicate information regarding community access to City and other facilities used for recreation services
- To develop stronger, co-operative, mutually beneficial partnerships with area communities, agencies and organizations in the City
- To develop a clear process to initiate, evaluate, and develop partnerships for recreation services
- To incorporate environmentally sustainable practices in all aspects of service delivery
- To address staff resource requirements that emerge from priority directions
- To confirm the Division's role with respect to provision of services and facilities for high performance athletes
- To confirm the Division's role with respect to recreation that is not sport and active recreation related
- To confirm the Divisions role and service delivery approach to specific age groups and specific interests groups

6.2 Needs Related to Program Services

Program services include activities that the Recreation Division provides directly (e.g., swimming lessons) as well as those that it supports through a community development role. As with the previous section Table 6.2 summarizes strengths and challenges based on current services and the degree to which current program services respond to or are consistent with trends and community interests and expressed needs.

Table 6.2 summarizes the strengths and challenges identified in the initial phases of the Master Plan that are relevant to program services.

Table 6.2 Strengths and Challenges – Program Services

Strengths Related to Program Services	Challenges Related to Program Services
Program Variety: ■ Variety of program areas and program activities available to the community, through direct programs, through facilitation and partnerships with other agencies and volunteer organizations ■ Leisure opportunities available to the community from Departments other than Community Services and governments other than the City (Province) including special events, heritage experiences, arts and culture experiences ■ City staff participate in community initiatives such as the Network for Healthy Living to collectively develop active living initiatives and policies ■ 84% of respondents to the Citizen Attitude Survey indicated they were very satisfied with the type and level of recreation programming available in Fredericton Internal Resources: ■ Staff resources recently allocated for youth with developing inroads to the youth sector ■ Program services to support older adults through two senior centres, one of which has a dedicated staff and City provided programming ■ Variety of other community agencies, and other City Departments add to the range of program services available ■ Private sector programs – fitness, music, arts, martial arts ■ Facilities, programs and services that are appreciated by the community ■ City's web site seen as a strength by the community³³ New Program Development: ■ Opportunities to develop new programs related to the natural environment using the City's large natural park areas ■ Innovative "Move this Way" program to encourage active living activities that are not tied to a specific facility and that uses media e.g., City web site to communicate opportunities ■ Evidence of representatives from stakeholder groups, community businesses, and community groups interested in working with the City to develop new programs and services including sponsorship initiatives	Program Variety: ■ Some sense there is too much emphasis on organized sport with insufficient attention to other leisure activities ■ Request for uni-language programs that run contrary to the City's policy of official bilingualism ■ Additional programs requested to respond to the needs of the disabled ■ Community residents feel there should be more time, and better time available for free skate, and open public swim ■ Aquatic programs and activities limited due to lack of day-time pool time Internal Resources: ■ Concern that youth on school teams who do not live in Fredericton or now in partner LSD's must pay significant non-resident user fee even if their school is in Fredericton ■ A number of stakeholder groups and others identified needs that indicate additional staff resources would be required if needs were to be met e.g., support to volunteers, greater consultation around development, greater collaboration around program development etc ■ Program opportunities noted below will require additional staff resources to implement. ■ City's website seen by some as ineffective, particularly for advertising programs³⁴ ■ Desire for additional leadership and program support for older adult programming New Program Development: ■ The consultation activities identified a large number of potentially new programs that would have implications for staff time and resources ■ Need for support for developing web sites – available but costly ■ Opinion expressed that there is need for more multi-generational programming and a need for programming for older adults who are not using senior centres ■ Need to reach into the community to address youth issues ■ Limited indications of formal program development process but rather a process that is somewhat reactive

³³ We note that there is not consistency with respect to how the City's web site is viewed.

³⁴ See preceding footnote.

Discussion

The strengths and challenges listed in Table 6.2 are grouped in three sections: Program Variety, Internal Resources, and New Program Development.

Program Variety On most measures including a review of the City's recreation program guide, review of the opportunities available through other agencies and organizations, and the fact that 84% of residents responding to the Citizen Attitude Survey indicated that they were very satisfied with the level and type of recreation programming available in the City, the City is doing a good job with respect to program services. In spite of that very strong indication of satisfaction there were requests from consultation participants for the City to do more.

Some of the requests reflect the needs of smaller, quite specific groups such those requesting French language programming. We note that as an officially bilingual City, Fredericton's recreation programs are provided in a manner that supports both official languages. In situations where groups wish to provide more targeted programs the City could provide support through a community development approach, something that will have implications for staff allocation and perhaps training. An issue relevant to the role of the City in responding to smaller markets is of course communication, including communication of opportunities to develop a joint venture program, and communication of limitations with respect to program development. Again the issue of effective communication that has run through so many of the issues in this Plan is again a consideration for program services.

Other program requests were related to expansion of existing opportunities, particularly drop in and free programs such as family skating. This request of course has financial implications. Free skate times appear not only to be somewhat limited but also scheduled at a time that may be less desirable to groups paying higher hourly rates. This issue should be considered with respect to the Department role in active living, and represents one of the choices that will need to be made in this Plan. Additional aquatic programming can be included in this category, as it reflects a lack of time at appropriate times for programs of interest.

The third issue within the category of program variety is related to requests to expand the Divisions view of recreation to include more than sport and active recreation. This again is a consideration with respect to Department role. It is also an issue related to collaboration and cross functional teams for special event, tourism, and cultural initiatives that were noted in section 6.1.

Internal Resources: The comment noted in section 6.1 regarding the same topic is appropriate for program issues. Once role is determined the largest challenge limiting the Divisions response to new and enhanced program services is one of resources – staff and financial.

New Program Development: The column on strengths identifies a number of elements with potential to develop new programs. The challenge, again once the Division's role is confirmed will be to find ways to enhance program opportunities within the resources available. An earlier comment in section 6.1 reflects the feelings by some who participated in the consultation activities that the City may be less open than they should be to developing new ways of doing things including a more fluid and flexible program development approach. Attention to this characteristic, if it is true would be beneficial as it may open staff to opportunities hitherto ignored. It is understood of course that

concern for loss of control often reflects presumed good business and management including risk management practices. However, there are undoubtedly ways to enhance flexibility in program development while maintaining appropriate procedures to secure the organization. Once again clearly and carefully communicating the City's situation and concerns is needed for the community at large to appreciate the City's position.

Needs Identified

The points raised in this section indicate following issues and needs should be addressed within the context of the service framework:

- To assess opportunities to broaden the recreation program services of the Recreation Division or the City; or to communicate opportunities so that residents with recreational interests other than active recreation and sport are familiar with opportunities to meet their leisure needs.
- To assess opportunities (e.g., enhanced partnerships, new ways to provide and support program services) to better address the needs of special interest groups whose overall market/needs/interests may be smaller but who nevertheless have unmet recreational needs.
- To assess options to expand opportunities for unstructured, low cost recreational activities for families, youth and seniors.
- To review current pricing for school teams using City facilities with the intent of identifying fair and realistic options for non-residents of City Schools to participate in an equitable fashion.
- To review opportunities to provide additional community development support to groups with regard to volunteer support, leadership, training, and marketing.
- To assess existing programs to ensure they are consistent with trends and emerging opportunities to build on trends.
- To assess the current approach to program development to ensure it captures the appropriate inputs of trend identification, demographics, partnership opportunity, and consistency with overall core services and directions of the Division.
- To investigate and identify ways to capture new supports and resources to assist with marketing and communication.

6.3 Needs Related to Recreation Infrastructure

In this section recreation infrastructure includes indoor and outdoor recreation facilities such as arenas and indoor aquatic facilities, wading pools, tennis courts, ball fields, and soccer fields, as well as more passive outdoor recreation areas such as waterways, park and trails.

Infrastructure is the largest capital investment related to recreation services, and infrastructure operating costs are a major factor in annual budgets. Decisions related to: adding to, maintaining, and rationalizing, infrastructure are therefore of great importance. Financial realities of developing and maintaining infrastructure must be balanced with the expressed and demonstrated needs of the community and stakeholders. For these reasons Section 6.3 addresses infrastructure issues in considerably more detail than the two preceding sections.

The topics addressed in this section fall into three categories.

1. The first sub-sections are specific facility needs. Only those facilities where need has been sufficiently identified through such indicators as trends, expressed demand, demonstrated demand, demographics etc., are included in this section. For the most part this addresses facilities that would be considered traditional or popular facilities. In the consultation activities some isolated references were made to facilities whose need is not supported by the indicators noted previously. Therefore, not all facilities that may be referenced in the consultation input are included in the needs assessment.

Each specific facility discussed in this sub-section includes a table summarizing key indicators of demand. This is followed (as in the two preceding sections) by discussion and identified needs. Identified needs do not indicate how those needs will be met, which will be addressed in later sections of the report.

2. There are some general needs related to facility infrastructure including the isolated references noted above. These are addressed briefly in a section titled General Infrastructure Issues.
3. A third component of the facility needs assessment addresses the issue related to parks, trails and land assembly.

As with previous sections, Table 6.3 summarizes strengths and challenges identified in the initial phases of the Master Plan.

Table 6.3 Strengths and Challenges – Recreation Infrastructure

Strengths Related to Recreation Infrastructure	Challenges Related to Recreation Infrastructure
Indoor Major Recreation Facilities: ■ Strong satisfaction with the City's facilities based on responses to the Citizen Attitude Survey ■ New Twin Pad Arena and additional south side twin pad arena planned will meet ice needs ■ Walking track around Willie O'Ree ice surfaces well used and appreciated by the community ■ Opportunity to develop multi-purpose facilities to meet a range of needs and interests ■ Existing and planned supply of facilities are meeting current needs in a number of program and activity areas ■ Nashwaaksis Field House Partnership seen as a benefit to the community and voluntary sports organizations Smaller Recreation Facilities: ■ Considerable recent investment in refurbishing of infrastructure (tennis, outdoor pools) Outdoor Recreation Facilities: ■ High use of the City's walking trails ■ Abundance of parkland and diversity of opportunities provided by the parkland, the majority of which is focussed on three large parcels ■ Excellent river front opportunities for tourist and resident recreational activities ■ Abundance of trails and trail opportunities Facility Development Opportunities: ■ Potential for meeting outstanding facility needs through a variety of means: partnerships development, artificial turf provision, artificial outdoor ice, etc ■ Opportunities to develop operating partnerships for management of community level facilities such as tennis courts	Indoor Major Recreation Facilities: ■ Less satisfaction with neighbourhood level facilities ■ Examples of aging infrastructure in need of major capital investment for continued service provision ■ Examples of older, single purpose facilities with accessibility issues that cannot be easily overcome ■ Interest in many new facilities that the City has not provided in the past: all-weather track, field house or indoor artificial turf facility, double gymnasium for hosting sporting competitions ■ Lack of a multi-purpose community facility that would meet a range of needs and interests for organized and drop-in activities, all ages and abilities, cross-training and cross programming, etc. Recently built and planned facilities do not incorporate best practices in energy efficiency and environmentally sustainable design Outdoor Recreation Facilities: ■ Outstanding demand for many indoor and outdoor facilities: gymnasias, soccer fields or second artificial turf field, second indoor pool to serve a variety of interests ■ Lack of large outdoor space for concerts and special events ■ Lack of municipal control over use of school gymnasias, outstanding demand for gym time for both organized sports and unscheduled, drop-in activities ■ Uneven distribution of parkland on a community basis and ability of large parcels of parkland to meet community and neighbourhood needs ■ More attention needed with respect to amenities and distribution of neighbourhood parks and unstructured activities ■ Additional amenities including benches, water and shade areas on trails Other Issues: ■ Absence of public transit to the City's major indoor recreation facilities including new arena ■ Lack of ability to view facility availability on-line

The points highlighted in Table 6.3 identify strengths in the form of abundant parkland and trail opportunities, new and retrofitted indoor facilities, and existing partnerships and potential for new partnerships with respect to the development of future facilities. There are however, also challenges. There remain a number of older facilities with capital investment requirements if they are to remain viable. There is outstanding demand for soccer fields, gymnasias and other facilities such as an additional indoor pool. The uneven distribution of parkland creates deficiencies in some local neighbourhoods. There are somewhat counteracting interests with respect to providing facilities that respond to neighbourhood interests and those that provide consolidated multi-purpose/multi-sector/and multi-interest needs.

6.3.1 Facility Specific Needs

An assessment of facility infrastructure needs is based on trends, socio-demographic data, facility inventory and the findings from public consultation activities. The needs assessment focuses on those facilities where needs were identified in the initial phase of the study and include soccer pitches, indoor gymnasias, indoor aquatic facilities, trails, multi-purpose space, arena space, field house etc. Where trends, demographics and consultation input do not indicate outstanding demand for a facility these have simply been noted in a consolidated section.

For each facility component “type” the needs assessment identified the number of facilities that will be needed during the term of the Master Plan. The manner in which any recommended facilities may be provided (e.g., separately or part of a multipurpose facility, by the City alone or in partnership, where in the City etc.) along with resource and staffing related strategies, are not addressed in the needs assessment. The service framework developed in Phase Three will create the context to define and recommend these the manner of provision. This section of the Master Plan strictly identifies needs.

Where a specific facility is not referenced in this section it is either because no significant need for additional facilities was identified through the needs assessment or the activity is beyond the scope of this study (e.g., waterfront development). In some cases the activity will be incorporated within an existing facility component and addressed in the final recommendations (e.g., older adult facilities, indoor track etc).

6.3.1.1 Aquatic Facilities

Supply/Demand Indicator	Results for Fredericton
Existing Supply Ratio	1: 50,535 - Fredericton Indoor Pool is a Municipally owned and operated pool governed by an operational agreement with School District 18 and is physically joined to Nashwaaksis Middle School.
Reasonableness of Supply	Somewhat low, given restriction on daytime use by the community.
Use Levels	AC during prime time, according to staff.
User Group Survey Demand	- Responding aquatic user groups use about 65 hours per week, on average 50 weeks per year. They could use an additional 23 hours per week for training and competitive activity. - There is interest in a new 50M pool, and responding user groups indicated they would use one for 50 hrs. per week on average.
Focus Group/ Interview Results	- Older adults noted the following limitations with aquatic opportunities: lack of daytime programming, and congestion during prime time. Many also commented that the UNB pool has accessibility issues and parking limitations. Many noted the cost of membership at the YMCA pool to be prohibitive. - Focus group participants noted the restrictions on community use of the pool and felt there were no other alternatives for aquatic opportunities.
Participation and Facility Trends	- General trends indicate sustained demand for instructional and recreational aquatic opportunities and increasing demand for therapeutic aquatics. - The most popular aquatic facilities will be those that accommodate a range of aquatic experiences; i.e., those that include waterplay features and warm water/therapeutic area, plus a traditional 25m pool that accommodates competitive activities, fitness swims and a wide range of instructional programming. - Warm-water and therapeutic components will be increasingly demanded by an aging population. - Many municipalities are meeting needs for summer cooling relief by providing splash pads involving a variety of waterplay components.
Variables Affecting Supply	- University of New Brunswick operates the Sir Max Aitken Pool primarily for student usage, although available to the community for daily adult lap swims and weekend family swims other times. The Silver Dolphins swim club utilizes this pool. - The Fredericton YMCA provides a four lane swimming pool with a wheelchair ramp for members use. The YMCA is in the planning stages for a new facility but location and impact on existing facility have not been confirmed. - The municipal aquatic inventory also includes 4 outdoor pools, three of which also have a wading pool and other outdoor features, plus six small wading pools on the north side and seven on the south side.



Discussion

The current service ratio of 1:50,535 is somewhat high for community aquatic facilities. The restrictions placed on daytime access for community usage at the existing pool, results in reducing supply ratio further. Additionally, many of the surrounding communities also access the City's facilities, potentially making the level of supply closer to 1:70,000³⁵. As no assessment of LSD needs was made, nor was an assessment of use of other regional pools, this figure is only an indication of the potential demand on public aquatic facilities.

Other aquatic facilities (UNB pool and the YMCA pool) in the City accommodate some community use. Priority student usage of the UNB pool, and the membership basis of the YMCA pool, pose other restrictions to general access. The Fredericton YMCA is planning a new facility, and although the location has not been confirmed it is assumed that it will replace the existing pool complex. Preliminary discussions with representatives at UNB suggest some interest in discussing further partnerships.

The City also has a good supply of outdoor aquatic facilities, a number of which have been recently refurbished. The City also has a number of wading pools. Due to operational and staffing requirements associated with standing water, and the limited age range served by traditional wading pools, it is increasingly common for wading pools to be replaced with splash pads to provide summer cooling relief and unstructured recreation opportunities. Splash pads also tend to meet the needs of a wider age range than traditional wading pools.

Needs Identified

Aquatic user groups responding to the survey note they could use, on average, an additional 23 hours per week of pool time. Focus group participants note restrictions on daytime access to aquatic opportunities in the City. Population growth and activity trends indicate participation in recreational and therapeutic aquatics will continue to increase. Consideration could be given improving the daytime access to aquatic opportunities, and enhancing the overall level of supply available to the community, either through a partnership with the YMCA related to their new facility, or with the University of New Brunswick for improved community use of the Sir Max Aitken Pool. Consideration to issues of access including: balancing use by students, or membership requirements, have been addressed in other communities, and should be part of any discussions around aquatic partnerships. There is anecdotal evidence that the current indoor pool is not always in use by the school during the day and there should be opportunity to discuss better utilization of the existing facility during school hours so that school and community interests can be addressed in a mutually satisfactory manner.

While wading pools are typically provided at as neighbourhood-level facilities, splash pads often serve a wider age range and are provided at the community level, with a typical level of provision ranging from 1:15,000 to 1:30,000, depending on the scale of development.

³⁵ While the Fredericton CA population is approximately 85,000 some residents of communities on Fredericton's borders will be closer to Gage Town or Oromocto and the population of 70,000 is probably more reasonable.

6.3.1.2 Ice Facilities

Supply/Demand Indicator	Results for Fredericton
Existing Supply Ratio	1 new Twin Pad, 2 stand alone arenas, 1 Twin Pad planned for south side (and 1 planned closure). 1:12,634 currently with planned service level of 1:10,107 for Fredericton. 1:15,000 (approximate) if population of surrounding LSD partners included. - The City supports 10 outdoor ice surfaces located on school properties, city centre parks, and at Killarney and Odell Parks. The surfaces are whether dependent, some on flooded tennis courts, and some natural bodies of water.
Reasonableness of Supply	- Reasonable and comparable to similar sized communities. - Good supply of outdoor natural ice surfaces.
Use Levels	Near to At Capacity during prime time, according to staff.
User Group Survey Demand	- Responding user groups use about 130 hours of ice time per week for an average of 28 weeks during winter, and about 40 hours during summer. Groups require an additional 44 hours per week in total. - Interest in an Olympic Ice Surface to accommodate speed skating training and competition needs, to be used for about 20 hrs/wk by responding speed skating group.
Focus Group/ Interview Results	- Interest in freeing up more ice time for drop-in, casual uses such as pick-up and shinny hockey for youth, public and family pleasure skating, older adult skating, etc. - Growing demand for women and girls hockey and perception that current ice allocation practices do not accommodate emerging interests. - St. Thomas University is currently a primary tenant of the Lady Beaverbrook Arena and stress the importance of maintaining this relationship to the benefit of both parties. - Some Partner Communities and Local Service Districts wonder how they can develop outdoor rinks within their neighbourhoods.
Participation and Facility Trends	- General trends indicate that minor ice hockey participation is expected to remain stable over the short term and decline over the long term, while men's recreation and girls/women's recreational and competitive hockey is expected to increase marginally. - Figure skating is expected to decrease, however interest in power skating may fuel a resurgence in participation in skating clubs. Other activities that are growing in popularity include shinny and pick-up hockey and other drop-in ice activities. Overall stable participation in ice sports anticipated. - Arena facility trends include new energy efficient components and heat exchanges, twinning and quads as opposed to single pads, free form and leisure ice in addition to NHL pads, use of arena floors for a variety of indoor sports activities with removable turf and cooling mechanisms. - Outdoor skating ovals and outdoor artificial ice are other ways municipalities have enhanced access to unscheduled ice opportunities.
Variables Affecting Supply	- A Private facility, Kingswood Entertainment Centre, offers 1 indoor ice surface for skating and ice programs, by membership or rental fee. - The Aitken University Centre at University of New Brunswick provides a special event arena/performance venue used for Varsity Hockey, special events, concerts and performances. Seating accommodates 3,200 for ice events and 4,200 including floor for concerts/performances. - A new UNB athletic/ convocation centre is planned, although at the time of writing, athletic components were not confirmed. - Seasonal outdoor rinks include Killarney Lake Cleared Pond, Officer's Square Lighted Outdoor Rink, Odell Park, Queen Square Park, Islandview Park (Silverwood), Garden Creek School, Dowing Street Park (Royals field - Marysville), Henry Park, and Skyline Boys & Girls Club

Discussion

Regular scheduling practices on an NHL ice surface can usually accommodate about 65 hours of prime time usage on a weekly basis. The level of outstanding demand reported by user groups will likely be accommodated with the addition of the planned Grant & Harvey Centre, with one NHL and one Olympic Ice surface.

While new ice surfaces appear reasonable to accommodate existing organized demand there appears to be outstanding demand for informal and family/public skate use. The City's ten outdoor natural ice rinks are available for public and family skate during the season. The fact that these rinks are weather dependent may contribute to comments regarding the need for additional open skating time. Or these comments may reflect lack of awareness of these opportunities.

Needs Identified

With the planned development of the Grant & Harvey Centre (twin pad) complex and only 1 planned closure, the reported outstanding demand for 44 additional hours of prime time ice will be accommodated. As one ice surface will be Olympic sized it will also accommodate needs for speed skating training and competition. That said, there were comments put forward by the Speed Skating Club that the limited seating would not allow the area to host major competitions even with the Olympic size ice pad.

Consideration should be given to reviewing policies and practices related to scheduling to ensure priority ice needs are accommodated, emerging groups such as women and girls hockey have equal opportunity, and more unscheduled time is available for family and community skating.

Better communication of availability of outdoor rinks, development of a process to develop neighbourhood outdoor rinks, and perhaps review of times set aside for open public skating should be assessed.



6.3.1.4 Indoor Fieldhouse with Artificial Turf

Supply/Demand Indicator	Results for Fredericton
Existing Supply Ratio	No municipally controlled indoor fieldhouse with artificial turf for soccer, etc., although community groups can access the Nashwaaksis Fieldhouse (with the City as one of three operating partners) gymnasiums for indoor sports activities.
Reasonableness of Supply	Depends on community, commonly provided through a partnership with community groups, other parties, or private sector.
Use Levels	Not applicable, not currently available.
User Group Survey Demand	Responding groups noted interest in using an indoor fieldhouse with artificial turf for soccer and a variety of indoor sports for approximately 37 hours per week.
Focus Group/ Interview Results	- Difficulties scheduling, frequent bumping for priority school activities, prohibitive costs, and considerable unmet demand for active indoor sports are the most common complaints of user groups accessing indoor gyms for soccer and a variety of other sports activities. - Interest in off-season (winter) training and expanding the range of indoor sports opportunities in winter. - The Fredericton Athletic Association has identified a number of projects they will be pursuing to support their activities including track and field facilities.
Participation and Facility Trends	- General trends indicated increases in a range of field house activities (e.g., indoor soccer, lacrosse, Ultimate Frisbee, indoor tennis etc.). - Indoor fieldhouse facilities are commonly provided as a partnership with community user groups, or is provided by the private sector.
Variables Affecting Supply	None identified.

Discussion

Groups responding to the user group survey indicated interest in using about 37 hours per week of time at an indoor fieldhouse with artificial turf. While this level of demand would not result in full utilization, there is likely considerable latent demand for a community accessible indoor fieldhouse of this nature. Other groups who did not participate in this consultation may emerge in the future. A common provision model for this type of facility is a partnership with voluntary sports groups, where the municipality provides land and other support and the groups contribute to the capital costs. Soccer domes and indoor artificial turf facilities are also provided by the private sector in many municipalities.

Needs Identified

Further exploration of needs and opportunities related to an indoor artificial turf to meet existing and emerging sports interests is warranted. Opportunities that could be considered include a partnership with voluntary sports groups, a partnership with UNB or St. Thomas University, or with a private sector provider.



6.3.1.5 Gymnasia

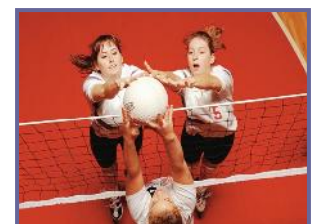
Supply/Demand Indicator	Results for Fredericton
Existing Supply Ratio	No municipally controlled gymnasium facilities, although community groups can access gymnasiums in 11 schools through agreements with School District 18, including the 3 gyms at Nashwaaksis Fieldhouse, Fredericton High School gymnasium, and Leo Hayes High School gymnasium.
Reasonableness of Supply	Relatively low. Municipalities are increasingly including gymnasium space in multi-purpose complexes in response to reported restrictions on access by the community.
Use Levels	Not reported.
User Group Survey Demand	Responding user groups use about 140 hours of gymnasium time per week for an average of about 35 weeks per year. Groups are requesting an additional 77 hours per week of gymnasium time.
Focus Group/ Interview Results	- Difficulties scheduling, frequent bumping for priority school activities, prohibitive costs, and considerable unmet demand for full size gymnasium time are the most common complaints of user groups. - Interest in unscheduled, drop-in activities, primarily for youth.
Participation and Facility Trends	- General trends indicated increases in a range of gymnasium-based activities (e.g., basketball, badminton, volleyball, gymnastics), particularly drop-in sports for youth. - Gymnasia are frequently serving needs of a variety of facility user groups for cross-training and conditioning.
Variables Affecting Supply	- UNB provides Lady Beaverbrook Main Gym and West Gym, and in a separate facility the South Gym, primarily for student use but occasionally rented to community groups. - The YMCA provides an activity room that is used for child and youth gym-based programming. They also utilized select school gyms throughout the community.

Discussion

Groups responding to the user group survey indicated about 77 hours per week of outstanding demand for gymnasium time to accommodate both existing programs and to develop new programs/activities. The level of outstanding demand is relatively high considering the level of supply of school gyms, and likely reflects a level of restriction related to difficulty accessing gym time, cost barriers, and being frequently bumped for priority school facilities. This level of demand would equate to the need for at minimum one full size gymnasium to accommodate a variety of indoor sports/activities. Trends support inclusion of this type of municipally controlled activity space as part of a multi-purpose complex.

Needs Identified

There is clearly a need to improve access by the community to school gymnasia either through improved policies or practices. If this is not possible, then it would be prudent for the City to guarantee access to one full size gym to accommodate the high level of outstanding demand for indoor activity space, either as part of a municipally controlled facility or a facility developed in partnership with another provider.



6.3.1.6 Multi-Purpose Space

Supply/Demand Indicator	Results for Fredericton
Existing Supply Ratio	1: 4,594 for small meeting rooms. 11 small meeting rooms at various community facilities.
Reasonableness of Supply	Small meeting rooms may not be meeting the range of program and activity needs and interests.
Use Levels	Near capacity for small meeting rooms, according to staff.
User Group Survey Demand	Needs for storage, cross training and dry-land training identified by user groups.
Focus Group/ Interview Results	- Existing supply of multi-purpose space not meeting all expressed need. Larger activity spaces are required by older adults participating at the Stepping Stone Seniors Centre. - A place to “hang out”, and space that provides youth with positive opportunities for socialization and informal participation desired. The Northside Youth Centre was considered too far for south side youth.
Participation and Facility Trends	- A trend towards increasing personal “wellness” has spurred growing participation in programs supporting holistic health such as yoga, Pilates, and other mind/body centered activities. - General trends support rising participation in arts and cultural activities due to such factors as higher levels of education, greater awareness of the arts, increasing affluence, and an aging population with more passive and spectator-oriented leisure interest. - Increasing segmentation in the older adult market. A growing number of younger, healthier, more active older adults, and an older, less active segment seeking socialization and increasing levels of support. - Trends support provision of youth and senior appropriate spaces within multi-purpose facilities. Cross programming opportunities, intergenerational programming, the “community hub” concept, and the convenience and benefits of combining components under one roof are justifications for a multi-use facility.
Variables Affecting Supply	Boys and Girls Club, Fredericton YMCA, and a variety of private facilities provide multi-purpose spaces accessed by residents.

Discussion

Rather than developing stand alone facilities for specific age groups, facility trends and emerging program and activity interests support combining accessible multi-purpose spaces within facilities that offer a mix of components and opportunities. This could take the form of a large community room with appropriate storage for various regular groups (e.g., older adults, youth) with appropriate furniture, etc. This space should be flexible, divisible into a number of activity spaces, have a sink and water supply, perhaps access to a small kitchen, and furnishings that accommodate socialization and activities appropriate for all age groups. Thoughtful scheduling and appropriate design would allow this type of space to meet a variety of program and activity needs, as well as those for casual, drop-in and unscheduled use by different age groups. Attention to flooring is important. Dance groups and martial arts groups for example utilize different flooring. Incorporating removable flooring and sufficient storage is an option to enhance flexibility.

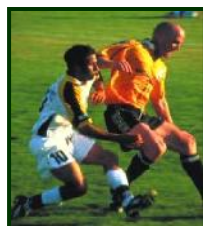


Needs Identified

Emerging program interests, identified needs, and trends support provision of multi-purpose space as a component of recreation facilities that combine a variety of components.

6.3.1.7 Soccer Fields/Athletic Fields

Supply/Demand Indicator	Results for Fredericton
Existing Supply Ratio	19 = 1:2,660 for unlit fields (many provided in conjunction with School District.) 1 = 1:50,535 for lit fields (Provided by UNB available 2008 playing season, with City purchasing hours for the community).
Comparative Supply	The level of provision is comparable to similar sized municipalities for unlit fields, however joint use with school boards for most fields limits access in some areas. Level of provision is slightly low for lit fields.
Use Levels	Near to At Capacity usage, according to staff.
	Responding user groups use approximately 310 hours per week for about 20 weeks per year, and are requesting an additional 90 hours per week. Requests are for the following uses: 6 hours for Ultimate Frisbee; 6 hours for Track and field cross training (using a field); 3 hours for a Women and Girls soccer league, and 75 hours for a District Serving Recreational Soccer League.
Focus Group/ Interview Results	- User groups perceive a lack of progress on increasing or improving the supply of soccer fields despite recent study, and concerns that fields have been taken out of commission have not been replaced. - Concern over joint use of existing fields with School District, lack over control of usage, poor or diminishing quality of fields. Interest in ensuring unscheduled playing fields are available to meet community needs for informal play.
Participation and Facility Trends	- General trends indicate increases in soccer participation in all areas (child, youth and adult recreational, girls and women's recreational soccer), although some built-out municipalities have seen a levelling off of demand in recent years. - Consolidation of sports fields into multiple field complexes with appropriate parking, seating, lighting, etc. improves opportunities for tournaments and multiple levels of play and removes negative impacts from neighbourhoods.
Variables Affecting Supply	- Effective this playing season, the City entered into an agreement with UNB and block-booked 1,500 hours on a new regulation artificial turf field, to meet user group demand for a variety of field uses. It is too early to tell whether or not this will meet all outstanding demand for field time. - Discussion with St. Thomas University regarding a partnership for the development of an additional artificial turf facility is ongoing.



Discussion

Depending on the level of development, an unlit natural field can accommodate a maximum of about 12 weekly hours of usage (considering adequate resting and maintenance time), and a lit field (assuming highest quality turf quality, and irrigation) about 20-25 hours per week. An artificial turf lit field should accommodate 45 or more hours per week. While an artificial turf, lit field can accommodate significantly more hours than unlit, natural turf fields, the issue is often convincing user groups to use hours outside traditional times (e.g., Friday evenings, later hours etc.). However, the cost of high-level artificial fields or the cost of land to provide traditional fields is such that realistically groups must be encouraged to use less desirable times than would be their preference.

The level of outstanding demand recorded on the user group surveys totals 90 hours, an estimate that takes into account the 1,500 hours provided by the UNB artificial-turf field, and the need to rest and rotate fields (as outlined in a report prepared for School District 18 and referenced in the response from the Fredericton District Soccer Association). Hours include field users other than Soccer including: Ultimate Frisbee, cross-training for various sports, Rugby, Football and soccer.

The hour estimate for soccer use anticipated an annual growth rate of 8% for soccer, which exceeds the population growth for the City and the region over the past census period by approximately 2%.

Data summarized by the Province for the years 2000 through 2004 indicates that membership in New Brunswick Soccer grew by over 17%. During the same period membership in the Capital Region soccer associations grew by over 37%. However, during the last year of those statistics both New Brunswick Soccer and Capital Region soccer associations grew by less than ½%. Membership data available for the years 2005 and 2006 from the Canadian Soccer Association website indicates that Provincial Membership remained stable during that period. With fairly equitable male/female representation at children and youth levels this suggests membership, while remaining strong, has leveled off.

In addition to a higher than perhaps reasonable increase in membership the FDSA hourly estimate also incorporated a desire to double the number of weekly practices for competitive teams (from 2 to 4) and add an hour per week to recreational teams for development purposes.

These projections and desire for additional practice time contributed to the hourly request that would result in the need for approximately 8 additional unlit fields, or about 4 lit, irrigated, high quality fields, or 2 lit artificial turf fields.

The City's Soccer Capacity Analysis³⁶ identified the following approaches to meeting outstanding demand for soccer fields:

- Decommissioning most sub-standard school fields from community use, upgrading select school sites to improve usage by soccer field user groups
- The City enter into a partnership with UNB to enable community use of the proposed Healthy Living Initiative Soccer Complex subject to its location at College Field"

³⁶ Soccer Capacity Analysis Report, Prepared by Amulet (2006), p75

- The City explore a partnership with STU to construct, operate and share usage of a fully lighted and fenced artificial field ideally located adjacent to the new south side arena complex [Grant & Harvey Centre] or a mutually suitable alternate site
- The City construct and operate a fully lighted and fenced artificial field adjacent to the north side arena complex [Willie O'Ree Place].

One or more of these options would, according to the Soccer Capacity Analysis Report, fulfill the requirement for the estimated 2 (minimum) artificial fields, required to meet current and anticipate needs.

Needs Identified

Based on the expressed need for an additional 2 artificial lit fields, 4 lit high quality natural fields, or 8 unlit soccer fields the addition of the UNB field would be anticipated to address half the outstanding demand currently identified. Careful monitoring of usage and outstanding demand will be required over the 2008 soccer season to determine the extent to which the partnership with UNB for the artificial turf alleviates outstanding demand. Continued investigation into a potential partnership with St. Thomas University for development of an artificial turf field adjacent to the planned Danny Grant complex is warranted.

A program of upgrading key sites with potential for increased usage should be developed in consultation with user groups. Balancing provision of soccer opportunities on the north and south side of the River should also be a consideration.

The needs identified here, as well as those noted in the following section, would benefit from a more focused sport field assessment that considers options and opportunities for specific existing sport fields including fields available for conversion, where upgrading of some fields would limit need for additional fields etc.

6.3.1.8 Ball Diamonds

Supply/Demand Indicator	Results for Fredericton
Existing Supply Ratio	5 unlit softball diamonds 1:10,107 5 lit softball diamonds 1:10,107 11 unlit hardball/baseball diamonds 1:4,594 1 lit hardball/baseball diamond 1:50,535 3 T-ball – 1:16,845 This includes both City and school fields although all fields are used by organized teams in the City and scheduled by the City. The type of field is based on current user and may not coincide with formal specifications for either a softball or hardball field.
Reasonableness of Supply	The level of provision for hardball diamonds is comparable to similar sized municipalities for unlit hardball diamonds (if these are in fact true hardball diamonds), however level of provision is slightly low for lit hardball diamonds. For softball diamonds the provision level for unlit diamonds is somewhat less than would be found in some comparable communities. The fact that (1) supply levels are somewhat on the low side (2) some of these fields are class C fields and (3) not always used for the activity intended (e.g., softball fields used for hardball), indicates that the level of supply may be low.
Use Levels	Near Capacity usage for unlit and At Capacity usage for lit baseball/hardball diamonds, according to staff and Near Capacity to At Capacity for lit and unlit softball diamonds.
User Group Survey Demand	- Responding user groups use approximately 312 hours per week for about 17 weeks per year, and are requesting approximately 52 additional hours per week for baseball/hardball and 20 hours weekly for softball diamonds. Level of outstanding demand is partly attributed to recent closure of 3 hardball diamonds and resulting need to schedule softball diamonds for use. Responding groups are interested in using 20 hours per week at a batting cage. - Better maintenance of existing facilities, upgrades to national standards for some (e.g., dugouts with safety fences), improved communication and involvement of groups in facility related planning are all issues identified by responding groups.
Focus Group/ Interview Results	- Concern over loss of diamonds and what groups view as a lack of viable alternatives. - Interest in ensuring unscheduled diamonds are available to meet community needs for informal play.
Participation and Facility Trends	- General trends show a decrease in hardball; stability in adult recreational (softball) baseball. Over the long term, declining participation in ball sports is anticipated, although local participation rates seem to indicate at least stability over the life of this plan. - Consolidation and upgrading of key diamonds into multiple diamond complexes with appropriate parking, seating, lighting, etc. improves opportunities for tournaments and multiple levels of play and removes negative impacts from neighbourhoods.
Variables Affecting Supply	School uses take precedence at school sites and impact on community uses.

Discussion

An unlit diamond can typically accommodate 26 hours per week of usage, whereas a lit diamond can accommodate about 45 hours per week, given a generous definition of prime time. The level of outstanding demand recorded on the user group surveys equates to a need for about 2 to 3 additional unlit diamonds or one to two lit diamonds to meet current needs. Groups appear to be using both hardball and softball diamonds interchangeably although it is not clear whether this is appropriate for their specific sport.



Needs Identified

A strategy for improving key diamonds in consultation of primary user groups is warranted. Whether these diamonds should be hardball or softball diamonds should be assessed as part of a larger sport field study, although trends and demand suggests these may be used for adult recreational ball rather than formal hardball diamonds. As with soccer fields, consolidating outdoor facilities into larger complexes with more than one component is consistent with trends.

6.3.1.9 Skate Park, BMX Track

Supply/Demand Indicator	Results for Fredericton
Existing Supply Ratio	1:25,268 1 outdoor at Kimball Road Skateboard Park 1 indoor at Willie O'Ree, North Side Youth Centre 1 planned skateboard plaza at the Grant & Harvey Centre (3 – 4 years in the future)
Reasonableness of Supply	Comparable, particularly when planned skateboard plaza is completed.
Use Levels	Under capacity, according to staff.
User Group Survey Demand	Not applicable.
Focus Group/ Interview Results	- Meeting the needs of youth will continue to be a priority. Skateboard parks provide an opportunity for youth to participate in an unstructured physical activity loosely affiliated with a group. - Business community representatives appreciate the planned skateboard plaza as it will direct youth to a more appropriate location than downtown streetscapes. - A considerable barrier to increasing youth participation is transportation issues, therefore ensuring a variety of means of access to opportunities is important.
Participation and Facility Trends	Trends indicate skateboarding is a growing recreational activity among youth and young adults and increasingly municipalities across Canada are providing permanent skateboard facilities to meet this demand. Interest in BMX biking is also growing and the municipal response has been to direct participants to a planned BMX park or course with the appropriate elements.
Variables Affecting Supply	BMX elements have been provided on a temporary basis in various locations, but no site has been identified for a more permanent installation.

Discussion

The City's planned skateboard plaza will meet the skateboarding interests of youth for the period of this plan, and will enhance opportunities for unstructured youth activity. Ensuring a range of transportation options, including public transportation and trail linkages, will help to overcome transportation barriers.

BMX elements have been created by the youth in various locations, these have tended to have risks to users and to the surrounding environment and have usually been dismantled by staff. No site has been identified for a more permanent installation. Directing BMX activity to a designated course or park area limits conflicts among trail users and helps to ensure trail quality is maintained.



Needs Identified

Designating a specific course or park area as a BMX park and providing appropriate elements on a more permanent basis would serve a growing interest among youth and help to reduce other types of trail conflicts.



6.3.2 General Infrastructure Issues

The City of Fredericton has recently contributed significant resources to upgrading a number of its outdoor pools and tennis courts, and of course the building and planned development of 4 ice pads within two new arena complexes. Input from participants in the consultation activities identified a number of more minor infrastructure items such as roofing needs, signage, washroom facilities and electrical outlets along trails, and accessibility issues in facilities, trails and parks.

The preceding items point to three needs that will be addressed in later stages of the Master Plan. On an annual basis staff identify infrastructure retrofit requirements related to: safety and risk management, infrastructure preservation and use. These needs are then prioritized by need – with safety and risk management needs taking priority. There is no specific annual budget allocation for infrastructure retrofit and priority projects are included in annual budgets to the level that budgets can support, resulting in some initially identified but lower priority projects being postponed to future years.

Somewhat related is the issue of small infrastructure projects. A number of the comments in the consultation process indicated an interest in minor capital items such as green gyms in a park, additions to play equipment, benches and other trail side amenities. A staff committee – the Outdoor Recreation Infrastructure Committee meets monthly to consider small park projects such as Green Gyms, play apparatus, benches etc. As with retrofit items these projects are prioritized reviewed with management and funds allocated annually in the Division's budget. Playground apparatus and other outdoor equipment is inspected on seven occasions annually with immediate safety issues responded to on an as needed basis and other issues addressed as part of the Outdoor Recreation Infrastructure Committee process. There were also a number of comments related to the need to upgrade facilities such as the Lawn Bowling Club House, the Small Craft Aquatic Centre, and similar facilities. While the needs assessment does not address these issues directly, they will be addressed through the recommendations developed in subsequent stages of the report.

A third general facility issue is the need for a formal and defensible process for rationalization of older facilities including a process to consider when and if reuse is an option. Recent examples include the City's decision to close both the York and Nashwaaksis Arenas. In both cases facilities were reviewed to assess upgrade options and costs, the degree to which upgrades would be cost effective – relative to new buildings, and whether the facility can be repurposed for an alternate use. Public meetings to present findings of assessments are typically undertaken. While this process appears to be in place comments during the consultation process suggest that additional effort to communicate rational for closure of existing facilities may be needed.

6.3.3 Parks and Open Space

The scope of the Recreation Master Plan did not incorporate an extensive parks component although many of the recreation facilities identified above are integral components of the City's parks and open space. Three issues relevant to the Recreation Master Plan related to non-facility specific parks and open space issues are briefly discussed here.

6.3.3.1 Park Hierarchy

Discussion

The new Municipal Plan for the City of Fredericton designates three types of parks (Municipal Parks, Community Parks, and Neighbourhood Parks, and playing fields. The Plan does not however, indicate the size of these parks – although based on their identified usage a size can generally be estimated. The Municipal Plan also does not indicate such indicators as distance to travel to each type of park, although again the usage can be used to recommend distance to travel. For example, a large Municipal Park that may be one of a kind would be very close to some residents who happen to live adjacent to it, but it could realistically be at the opposite side of the City for others by virtue of its “one-of a kindness”.

For other park types within the park hierarchy the location and size are typically more specific with the overall intent of the hierarchy to provide an equitable yet realistic allocation of various types of parks throughout the City.

Needs Identified

There is a need to further develop the City's park hierarchy outlined in the 2007 Municipal Plan to ensure to the extent possible that various types of parks are available to support the sport and recreation needs and interests of the community while at the same time respecting the availability of resources for parkland acquisition and maintenance.

6.3.3.2 Strategic Parkland Assembly

Discussion

In addition to the issue of identifying a reasonable size, and distance to travel radius, the City has identified the issue of strategic assembly or acquisition of parkland. This is a particular issue for newly developing areas where opportunities for acquisition still exist but where the means to acquire suitable size properties may not be as clear. The City currently acquires land at a rate of 8% although it could increase this to 10% by Provincial legislation.

The City could also purchase land with financing through the tax base. Other funding sources including the sale of land that is considered unsuitable or surplus to park needs could be used to purchase land that is more appropriate.

Assembling suitably large sites is also an issue, particularly where a number of developers are developing within a specific area.

Needs Identified

The City needs to position itself through its bylaws and negotiations with developers to assemble land that is of suitable size and configuration to meet its sport and recreation needs.

6.3.3.3 Neighbourhood Parks

Discussion

The distribution of parkland in the City, and the fact that there are some local neighbourhoods that may not be well served, creates issues related to access and equity. A common standard for provision of neighbourhood parkland is one neighbourhood park within a 400m radius. However, school properties, community parks, and other types of open space commonly meet many of these neighbourhood needs. While most municipalities would not actively purchase additional parkland for established communities that are deemed deficient in parkland based on this standard, opportunities to mitigate underserved areas through such measures as: joint use / development of facilities with schools; first-right-of refusal on decommissioned school properties; improvements to existing undeveloped or unmaintained open space areas; and improving access to parks in adjacent neighbourhoods are common responses.

In the City of Fredericton, neighbourhood level facilities are those that serving immediate neighbourhoods. They include bench areas and small play structures. Senior play structures, junior playing fields (commonly provided by schools), unlit tennis courts and outdoor pools are considered community-level facilities. Many municipalities are now also providing features for children/family and youth casual use such as multi-sport pads and half court basketball nets, based on an understanding of community demographics. Considerations such as park size, adequate buffering, and local needs factor into the decision as to whether or not they should be sited in neighbourhood or community parks. In many communities where tennis is on the decline, tennis courts have been converted into multi-sport pads with basketball nets to meet a range of activity interests for children, youth and families. Shade structures, benches and tables, are common requests of older adults interested in making greater use of local parkland. Green gym components are a relatively new response to a desire for increased physical activity, and are being considered in municipalities across the Country.

Needs Identified

Upgrading and improving amenities in neighbourhood parks should be considered as part of an overall strategy for parkland improvement. Focusing park redevelopment priorities on identified neighbourhoods that are underserved by parkland or recreation amenities should be the first goal. Improvements such as benches, shade structures and pathway linkages should be considered, and features such as multi-sport pads and half court basketball nets should be evaluated on the basis of community demographics. The upgrading plan should also include consideration to ensuring at least one accessible senior play structure with features for the physically challenged in the north and south parts of the City, and to provision of green gym equipment at a few key sites on an experimental basis.



6.3.3.4 Trail Development

Discussion

Like most cities throughout North America, the demand/need for trails in Fredericton will increase over the coming years. This proposition is based on two national and regional trends that are very evident in Fredericton. These are 1) a growing interest in pursuing a healthier lifestyle that includes recreational walking as a primary source of exercise and 2) an increasing awareness of climate change and a desire to be part of the solution by reducing personal automobile travel. This includes substituting walking, cycling, and public transit (singularly or in combination) for some trips such as to and from work, school and recreation venues. This has been formalized in community planning as Active Transportation (A.T.)

A city wide network of trails is the backbone of an A.T. system and a necessary component of a quality experience for recreational walking and cycling. The city has a comprehensive Trails/Bikeways Master Plan (September 2007) as a blue print for trail development. The plan identifies specific projects needed to complete a city wide network including a second river crossing to the north side, primary north/south main trails and neighborhood connecting trails, and provides direction for development of an extensive network of off-road and on-road facilities to support the non-motorized movement within the City.

The Master Plan indicates that the City has an extensive system of off-road trails but no on-road bike lanes. The Trails/Bikeways Master Plan identified 99 km of new or upgraded multi-use trails. The Trails/Bikeways Master Plan provides recommendations on phasing and network priorities, policy development needed, and education and promotion. The Plan recommends a \$75K annual budget for education and promotions and estimates overall capital costs for the proposed development in 2007 dollars. The full development of trails and bikeways is a multiyear project estimated to be completed over a 20 year period at a current cost of approximately \$17M including \$9.5M for the off-road trail network. The master plan also identifies the need to include a budget for maintenance although no estimate of the associated costs is provided.

Needs Identified

While the Trails/Bikeways Master Plan identified four implementation phases it did not identify specific development projects, the years in which those projects would take place, and perhaps most importantly how those would be funded and the implications of the projected \$17M capital costs and associated ongoing maintenance costs. The need to operationalize the Plan by identifying specific projects by year, funding options and implications is an important next step in implementation of that Plan.

Input to the Recreation Master Plan included comments suggesting that some residents perceived existing trails to be unsafe, noted the lack of bike lanes, and identified the need for more amenities such as washrooms, benches, and electrical power outlets (to recharge motorized scooters). As the city continues to promote itself as a green healthy active city the need for four season trails will increase and will require an increasing annual budget for construction and maintenance to meet the demand.



6.3.3.5 Special Event Park

Discussion

The city has over 100 special events each year with an increase of 2 to 3 new events annually. This includes larger events such as the Harvest Jazz and Blues Festival (officer's square and Garrison grounds downtown) that runs 4-5 days and small events such as a wedding gathering (Odell and Carleton Park). A significant number of special events use the riverfront trail system such as the Terry Fox Run, ALS walk, MS super city walk and Aliant Walk for Kids Help Phone.

Needs Identified

The existing variety of parks, open space, and trails provide adequate spaces to hold special events but several infrastructure improvements are required to meet the needs of special event sponsors.

The City's Small Craft Facility is used as trail head for walking events and the Dragon Boat races and the need to upgrade the washrooms has been identified.

Carleton Park and North side Riverfront Parks are popular for weddings and picnics. The need for a stage or gazebo, power and washrooms has been identified.

Officers Square is a significant downtown venue and historic site. The City has recently purchased portable bleachers, metal barricades, and supplies picnic tables, etc., for special events. Tourism staff has identified the need for a covered stage although it is recognized that this is a sensitive issue due to the historic nature of the square.



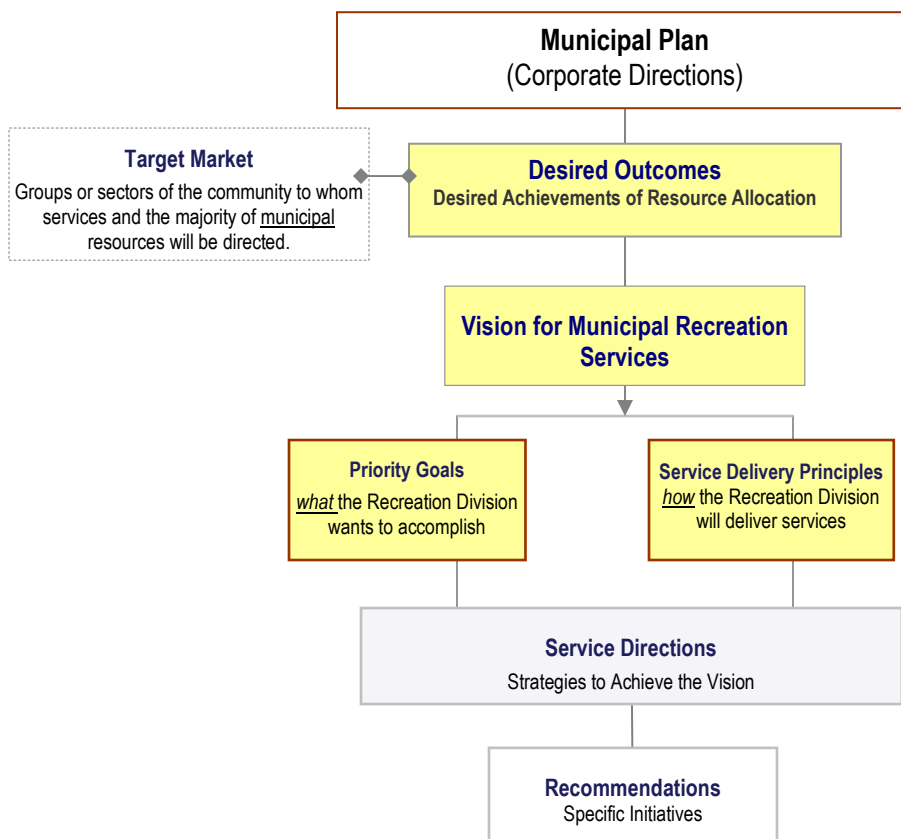
**City of Fredericton
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Section Four: Service Framework

7.0 SERVICE FRAMEWORK

The Service Framework includes the Vision, desired outcomes, preferred delivery approach, and priority goals the City hopes to achieve from the resources it provides to recreation services. The City is not the only group or organization that supports recreation in Fredericton. However, it is certainly a major contributor. The City's policies, staff, and resources will go far to achieving the "Service Framework" described in this section. Section 8.0 includes the key service directions designed to bridge the gap between where recreation services are now and where the City wishes them to be. The Service Framework can be thought of as the guide or driver of these directions and therefore a fundamental component of the Recreation Master Plan. While trends, opportunities and challenges will change over the ten-year planning horizon of the Master Plan the overall Framework will assist to keep the Vision in view. The value of the service framework is its expression of long-term intent. Figure 7.1 illustrates the components of the Service Framework.

Figure 1:Service Framework Overview



7.1 Definitions of Service Framework Elements

The statements adopted for the Service Framework were developed following the completion of the Needs Assessment. They reflect the input of the community, trends in recreation services, and the objectives of the City as a whole as outlined in the City's new Municipal Plan. The following points provide a definition of each Service Framework element. Together these statements create the foundation for the Service Directions recommended in Chapter 8.0.

Outcomes: Through the resources the City of Fredericton provides to recreation service delivery the following outcomes will be achieved:

Opportunities for City residents to be introduced to and participate in a variety of introductory and community-level³⁷ recreation and leisure pastimes and experiences.

A physically active community, in which residents understand and appreciate the importance of active healthy living, and where residents and visitors have opportunities to use active transportation modes and networks to move around the City.

Strong relationships with user groups, agency partners, and the development community who work collaboratively with the City to support and provide parks and recreation services that are equitable, inclusive, and responsive to the needs and interests of its residents.

A sustainable, self sufficient volunteer base with strong community leadership, and organizations who contribute to overall community capacity.

Financially sustainable and secure recreation services.

A "green" City with environmentally sustainable operations through which the environment is preserved for future generations.

Achieving these outcomes has a number of implications for current services including: the need for better communication of the City's role with respect to recreation service delivery; the need for new policies and procedures to guide this role; continuing work on the City's trail system including bike lanes, and promotion.

These outcomes also call for continued and enhanced partnerships with community agencies and groups, Partner Communities and Local Service Districts. Achieving these outcomes may result in the need for additional and/or reallocated resources. There will be need for openness to new ways of working including but not limited to community development, new partnerships, funding policies and importantly, acknowledgement of the broad nature of recreation experiences.

³⁷ The term "community-level" is understood to imply basic, introductory, beginning-level activities rather than high-level, elite or advanced level activities.

Target Market: This term defines the recipients of the City's recreation services. Of course all City residents have access to the City's recreation services. However, is the focus of the City's recreation services that is relevant to this discussion.

The City will focus its resources on the general population with activities and facilities that support participation at the basic and introductory level. The Master Plan also refers to these as "community-level" activities. Resources will be directed toward activities and facilities that contribute to increased activity levels whether for seniors, families, youth, children or adults. Residents who participate beyond the basic or introductory level will certainly benefit from the services and facilities provided – either as they were growing up within the municipal system, or because the municipal facility has been enhanced through partner resources. Policy recommendations of this Plan outline a process enabling the City may contribute to "higher level" facilities and opportunities in situations where there is significant financial contribution from those wishing access to higher-level facilities.

Vision: This is the future to which all resources and efforts are directed - the "planned future". It does not reflect what exists rather it is a Vision for change. The Vision is achievable in the time frame of this Plan. The Vision is realistic and attainable - but also optimistic. All goals, service delivery principles, broad service directions and recommendations contribute to achieving the vision. The following statement summarizes the Vision for the City of Fredericton's recreation services.

Through strong partnerships with the many organizations and groups that provide recreation, the City of Fredericton supports financially and environmentally sustainable opportunities for active living and participation in a wide variety of community-level recreation experiences.

Service Goals: are well-defined initiatives or priorities that describe what an organization will do to achieve outcomes. Service goals are consistent with the outcomes described previously. These goals will be further developed in the service directions of the next chapter, which in turn provide direction to specific recommendations of this Recreation Master Plan. The priority goals of the City's Recreation Division during the ten-year planning horizon of this Master Plan are:

1. To increase participation in active recreation activities for all segments of the City's population.
2. To develop strong partnerships with community and agency partners, to support delivery of common parks and recreation needs.
3. To ensure adequate and responsive facility provision that supports inclusive programming, participation, and activities of broad interest that contribute to healthy active living.
4. To ensure enhanced communication with public, partners and community groups through new and creative methods and initiatives.
5. To ensure that community level recreation needs of a non-sport nature are available to the community.
6. To enhance the City's community development role.

Together these goals support an emphasis on active recreation opportunities, indoor and outdoor recreation spaces that support community-level active recreation opportunities, expansion of non-sport recreation opportunities, enhanced partnerships and communication, and an expanded Municipal role with respect to building community capacity and community development.

Service Delivery Principles: are broad statements that describe how services are delivered – the roles or approaches that will govern all the things the City does with respect to its recreation services. In the future recreation services will be delivered in a manner consistent with the following statements:

1. Services will be delivered through strong and effective partnerships.
2. The City will seek to provide services directly when no other service provider or viable partner is available.
3. The City will strive to ensure that opportunities are equitably delivered throughout the City.
4. Services will be provided in a manner that is financially sustainable and that supports capacity use of all resources, facilities and services.
5. Municipal parks and recreation services will be provided in a manner that is efficient and effective including monitoring performance measures and service trends.
6. Municipal parks and recreation services will be provided in a manner that seeks to reduce the carbon footprint and supports green and sustainable service delivery.

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Section Five: Service Directions

8.0 SERVICE PLANS

The Service Framework (vision, outcomes, goals, and service delivery approach) describes the desired future for recreation services in Fredericton. Service directions are broad strategies that assist the Recreation Division to move recreation services toward that planned future. Each service direction is supported by one or more specific action steps to address gaps or needs identified in the Master Plan.

Service directions are presented for operations and programs, and for indoor and outdoor sport and recreation facilities and spaces. The sections that follow include a brief overview of priority needs and issues followed by one or more service direction statements and associated action steps.

For service directions related to programs and operational issues in particular, action steps are not exhaustive. They reflect the type of initiative the City should take to achieve the service direction. Over the life of this Plan other initiatives of a similar nature will undoubtedly be added. Where initiatives are consistent with the Master Plan's overall directions and of course resources, these should be pursued.

Action Steps related to facilities, including the land on which indoor and outdoor facilities are located, is more easily projected, although here as well the action steps are not the only initiatives that will be considered over the life of the Master Plan.

8.1 Service Directions – Operational

The operational directions of the City of Fredericton's Recreation Division incorporate the overall Division role, staff functions, policies, and service directions for recreation services. Operational directions encompass and affect everything the City does with respect to programming, facility development, partnerships, land management, and working with residents and community organizations.

Section 6.1 and Table 6.1 document the strengths and challenges associated with the Division's current operational directions. The items noted as strengths – existing partnerships and planning initiatives, motivated staff, and well documented procedures, should be built upon and continue. It is however, those areas of challenge that need to be addressed to achieve the Vision adopted for recreation services over the life of the Master Plan. Four key service directions that reflect some level of change in current operations are recommended,

8.1.1 Division Role

Recreation services have evolved significantly over the past half century or more that they have been a municipal service in Canada. Facilities, programs, and opportunities have been added incrementally (we note this is not a Fredericton specific phenomenon but a situation that has occurred everywhere) and often without the benefit of a long term plan. Few municipalities divest themselves of older facilities and practices without some difficulty. The extensive, all-inclusive and expansive nature of recreation makes it difficult to clearly define the municipal role. Recreation activities follow a continuum from basic community-level to high-performance experiences, challenging municipal providers to manage expectations and fairly allocate resources. The Recreation Master Plan provides the City with an opportunity to consider its future role from the vantage point of current and anticipated realities.

Managing resources and community expectations is assisted by a clear definition of the target market for the City's recreation services. The Service Framework identifies the target market for the City's recreation resources as: the general population of the City, participating in community-level recreation. Recreation activities include active recreation as well as activities that are social and creative, but always at the community-level of participation.

The absence of a clear statement on role makes it difficult for staff and the City to draw the line with respect to involvement in activities beyond the scope of community-level recreation activities. Adopting this role has implications for facilities the City builds and manages, staff roles, and of course financial resources.

The capacity developed by community-level facilities and programs supports skill development that may lead to participation in more competitive activities. While this service direction recommends that the City's Recreation Division adopt community-level recreation participants as their primary market, this does not preclude the City's participation in *other-level* initiatives. It means however that: where the City is the primary or perhaps sole provider, municipal resources will be directed to community-level initiatives. Participation in other-level initiatives, including facilities designed to support high performance or sport tourism, or non-community-level creative activities, will require varying amounts of non-municipal resource allocation.

SD-Op-001 The City of Fredericton Recreation Division's services will focus upon community-level recreation including active healthy living experiences and opportunities for other leisure time pursuits.

Action Step # 1: Communicate the City's role and focus for recreation services through promotional materials including: the Recreation Program Guide, the City's web site, information and policies specifically related to the Division's service role, and other appropriate communication sources.

Action Step # 2: Ensure that Recreation Division and other City staff are familiar with the concepts and implications associated with a community-level role and how this will be communicated to community organizations, residents and potential facility, program and event partners.

Action Step # 3: Meet with representatives of related service providers in the City such as the Universities, the YMCA, School Districts, Boys and Girls Club, Provincial government etc., to explain (1) the implications of the community-level focus with respect to programming, events, and facility development, and (2) confirm the City's participation as a partner in other levels of activity as appropriate.

Action Step # 4: Develop a consistent message indicating the Division's role in supporting community-level initiatives and participating as a partner in other activities, and communicate this to community sport and recreation groups.

As well as adopting a service role that focuses on community-level initiatives this strategic direction focuses Division services toward activities that (1) support active healthy living and (2) creative and social recreation activities³⁸.

The Development Services Division is responsible for heritage, culture and tourism activities, particularly those that have a citywide or visitor/tourism objective. There are also many volunteer organizations and businesses in the City who provide and support artistic activities. The direction to provide more creative and social recreation activities reflects expressed interest for these opportunities. The Recreation Division already supports these recreation activities within a number of programs for all ages. Program initiatives related to active living and creative and social activities are discussed in more detail in section 8.2.

Action Step # 5: Adopt the position that community-level recreation includes activities that support active healthy living, opportunities to develop creative interests, and opportunities to socialize with other community residents.

8.1.2 Resources for Capital Development

The City has provided considerable resources toward recreation infrastructure over the past few years including: Willie O'Ree Place, retrofit of outdoor pools and tennis courts, partnership with the University of New Brunswick for the artificial turf field, trail development, and plans for a second twin pad arena and tennis bubble at the Grant & Harvey Centre. There continue to be requests for the City to develop additional facilities, including some that will be identified in this Master Plan. The Needs Assessment identified the importance of a defensible capital plan consistent with the Division's role and responsibilities for recreation.

Service direction SD-Op-001 recommends focusing services on community-level recreation. For resource requests for facilities (and other services) that are beyond community-level the City could be a partner but will not be the sole financier of such initiatives. The facility model recommended in section 8.3 provides a definition of community-level facilities. For facilities that represent an enhanced level of supply, or because they serve the specialized needs of a relatively small segment of the population, this Master Plan recommends that a significant percent of funding come from partnerships and/or other sources. For initiatives that are beyond the community-level, any financial support should be based on a defensible business case, tying the initiative to the City's core service goals for recreation. The City's role could include contribution of land, capital contribution, interest free or interest bearing capital loans, etc.

³⁸ As noted previously the term "creative and social recreation activities" will be used to identify recreation activities that may include, but are not limited to: reading in a park, arts and crafts, socializing etc.

Funding partnerships should reflect the project's need, benefit to the City and consistency with the City's objectives. Policies and processes to support these initiatives will need to be developed and adopted.

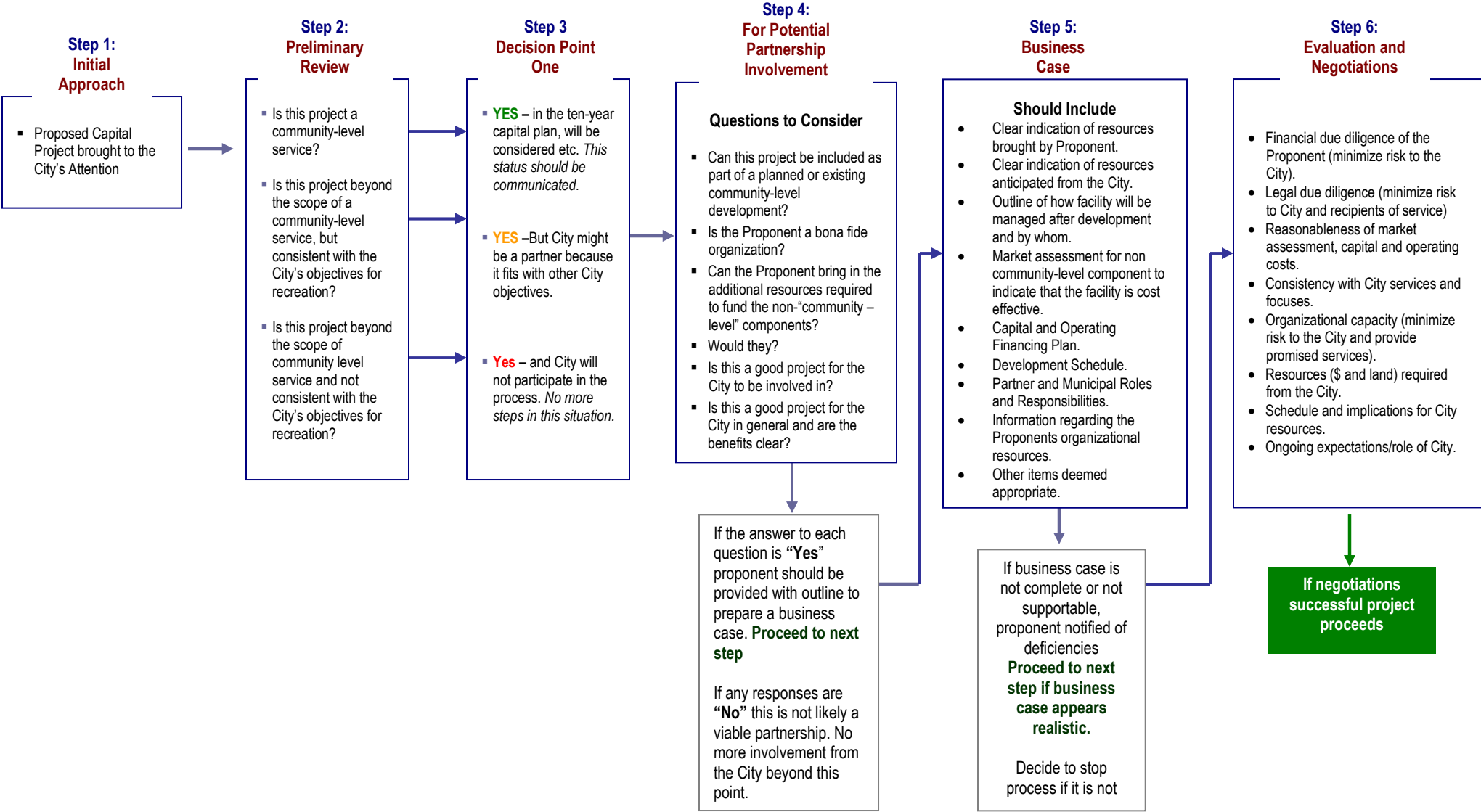
SD-Op-002 The Recreation Division will direct its financial resources for capital development toward community-level infrastructure.

SD-Op-003 The Recreation Division will consider providing financial resources for capital development toward facilities that are beyond community-level infrastructure (as defined in this Master Plan) consistent with funding policies related to joint venture and partnership funding policies.

Action Step # 6: Develop a policy and supporting procedures to guide requests for capital development for facilities and services that are beyond the scope of "community-level" facilities and services. The policy should define the City's role, financial and material contributions.

The following tables suggest a process and elements of such a policy. Consultation with the community at large, sport groups, and other service providers should be undertaken in the preparation of this policy.

Figure 8.1:Evaluating Requests for Capital Development for Projects that are not Community-Level Initiatives



8.1.3 Collaboration, Outreach and Communication

Comments during the consultation process identified the need to increase communication and consultation – with the community at-large, with community recreation groups, and with other area institutions and agencies. Staff recognizes this is an important issue. At the same time the Division has finite resources, and consultation with a growing and diverse community, where communication media are expanding at an unprecedented rate, is not a simple matter. It will take time, focused resources, consistent messages, and greater collaboration with partners.

Outreach and collaboration with partner groups and agencies and with the community is integral to communicating the Division's service role and the rationale for its policies and processes with implications for staff resources. This may require some training and reallocation of existing resources. Policies, processes and agreements related to partnership development should be assessed to ensure they support objectives.

Consultation participants had both positive and negative comments regarding the City's web site. It is not uncommon for residents of any municipality to note a lack of consultation while at the same time consultation opportunities receive limited participation. These situations reflect the wide range of communication opportunities competing for individual interest at a given time. Notwithstanding these qualifiers, consistent communication of program opportunities, using consistent media sources, is important. The use of the Internet and other new technology is expanding at an enormous rate. This is especially true for young people, for whom this is their major source of current information, but also increasingly for adults of all ages. Use of non-print media is also consistent with the City's "green" policy.

A community development approach to service delivery also contributes to outreach and communication. This approach to service delivery is well represented in the manner in which staff work with youth, and could be a model for future relations with sport organizations and other community groups.

SD-Op-004 **The Recreation Division will expand its attention to communication and collaboration with existing and potential partners and community volunteers, and through its focus on community development.**

Action Step # 7: With the assistance of staff responsible for managing the City's web site, enhance the Recreation Division's website presence to make it the main media portal to the Division's information regarding programs, policies, planning studies, facilities etc., and provide resources to maintain its currency, and to highlight special communiqués such as public meetings for consultation.

Action Step # 8: Through consultation and print communication via: special meetings, signage in community centres, ongoing activities such as registration and facility bookings, flyers in new resident's packages (Welcome Wagon), to inform residents, community groups that the focus of the Recreation Division's communication will increasingly be via the City's website with a clear link to the Recreation Division.

Action Step # 9: Consider moving a majority of the Division's print communication to the City web-site, over a period of several years, to redirect resources from print media to ongoing management of the web site with special sections developed.

Beyond the mandatory requirements for public review associated with planning approvals and regulatory processes, few formal guidelines exist for situations related to public consultation for parks and recreation services. For initiatives involving large expenditures of capital funds or taking many hours of staff time, consultation with the community and affected groups is important.

For parks and recreation initiatives there are typically three objectives: (1) to assess the market to confirm the demand and support for a proposed facility, park or program, (2) to identify, clarify and assess options, and (3) to investigate public perceptions, values and levels of support. These objectives call for different public consultation approaches. The techniques shown in Table 8.2 are common to many public consultation programs; although there is considerable latitude within each technique to adopt approaches specifically tailored to individual circumstances. In addition, within the broad categories of techniques shown in Table 8.2, there are many more specialized techniques (e.g., Charettes and search conferences are forms of workshops; a modified Delphi technique could be used as a type of survey). These more specialized techniques are often appropriate and should be considered in the detailed design of the public consultation strategy. Outside expertise may be required to design and implement these specialized techniques.

Table 8.2: Public Consultation Objectives

Possible Techniques	Market Research	Issue Identification, Clarification, Assessment of Options	Perceptions / Values / Community Support
Community Survey (telephone, on-line, exit surveys etc.)	X	X	X
User Group Survey	X	X	
Focus Groups		X	X
Public Meeting / Open House	X		X

Action Step # 10: Incorporate appropriate consultation approaches to assess the market demand, clarify issues and determine consistency with community values, in all future planning initiatives.

Action Step # 11: Establish bi-annual meetings of community sport groups (of multiple or individual groups as appropriate) to provide opportunities to identify and discuss issues common to more than one group. Use this bi-annual meeting to identify upcoming consultation opportunities and expectations that may be associated with studies and other initiatives of the City of interest to these groups.

Action Step # 12: Assign a staff (see Action Step 19) to liaise with community sport groups and include responsibility for these bi-annual meetings in their role.

Action Step # 13: Develop a process to feedback information received from community sport groups and discussed at bi-annual meetings.

Collaboration is not limited to external partners and clients but also to other Divisions and Departments within the City. Recreation is an important community service that touches or is influenced by many other Municipal activities. The City's by-laws related to land acquisition for parks, Municipal transit decisions, and activities related to special events, culture, tourism, and heritage all have some implication for the operations of the Recreation Division. These activities largely involve the City's Community Services and Planning and Development Services Departments.

There is good evidence that these Departments already communicate and collaborate although this collaboration can be improved. For example, greater collaboration on land acquisition, including where and what land is acquired, will assist Recreation Services to address issues related to sport field and neighbourhood park development.

Development Services Division Staff who support higher-level arts and cultural services could provide valuable support to community-level creative opportunities. Similarly, there is a clear connection between the responsibilities of Tourism Staff and Recreation Services Staff when it comes to special events. Collaboration, consultation and consideration to the goals and objectives of these related Municipal services will assist to prioritize and efficiently manage the resources provided to these services.

SD-Op-005 **The Recreation Division will work with other Municipal Divisions and Departments to ensure efficient and effective collaboration on issues and activities that involve or have implications for recreation services.**

Action Step # 14: Develop clear internal processes to ensure that Recreation and Parks and Trees Division staff have timely input to decisions related to land acquisition for lands that will be used for parks and recreation purposes (see action step 64).

Action Step # 15: Encourage opportunities for collaboration between Recreation Division staff and Development Services Division to support community-level creative and social recreation opportunities.

8.1.4 Staffing

As the City's recreation infrastructure grows so too do its maintenance and operational requirements. This was identified in the Master Plan Needs Assessment with respect to trail development but will also be an issue for other initiatives such as community development, partnership development, policy and planning, and communication. Some resources may be found through reallocation of existing resources. Such would be the case if an existing service was dropped and replaced by a new one. In this situation reallocation of existing staff would at minimum require some retraining as staff assumes new responsibilities. In other cases, where existing staff complement is not available for reallocation, additional resources may be required.

The Master Plan is not an operational review and it is beyond the scope of this Plan to assess current workload and identify where existing resources could be redeployed. Based on the level of assessment consistent with the Master Plan additional resources should be directed toward community and partnership development, both of which will be

ongoing requirements. Depending on the nature of the partnership ongoing staff resources may be accommodated by the partner organization (e.g., FDSA, FYHA), although it should be assumed that some resources – perhaps additional to the existing complement, will be required.

Preparation of new policies, and communication of those policies, may be short term requirements that can be accommodated within existing staff complement. Maintenance of new trails and active transportation networks as well as new facilities will be required and should be accounted for as facilities and trail networks are developed.

SD-Op-006 The Recreation Division will periodically assess its staff complement and allocation of resources to ensure that these resources are appropriately allocated to support the recommendations of this Master Plan.

Action Step # 16: Upon adoption or receipt of the Recreation Master Plan management should review the current assignment of staff to assess opportunities to direct additional existing staff resources to the key areas supported by this Plan including indoor and outdoor facility maintenance, facility and program partnership development, community development, and communication to partners and stakeholders.

Action Step # 17: Review staff allocation on an annual basis to assess the degree to which existing staff can respond to development and service issues and recommendations of this Plan.

Action Step # 18: Upon review if it appears that existing staff complement is insufficient to respond to existing demands and directions of the Plan consider undertaking a full operational review to identify workload efficiencies and priorities for additional staff resources.

Action Step # 19: Identify staff training and information requirements to move forward with new directions recommended in this Plan including but not limited to consultation with community groups, policy development, and partnership development.

Action Step # 20: Continue to provide outreach and community development support to youth and older adults and use this service approach as a model to establish community development services to support sport, active recreation, and active living initiatives and partnership development associated with community based interests.

8.1.5 Policies and Practices

A number of policy (formal) and practice (informal) requirements were identified in the Needs Assessment. Agreements and formal partnerships are included in this discussion. Items identified in the Needs Assessment with policy/practice implications, or that relate to agreements include: access to gymnasias, partnership evaluation, policies around capital development and the environment, facility allocation with respect to emerging groups, land related by-laws, hosting policy, and support to community groups (community development policy).

The City has done an excellent job of documenting operating practices. A recent capital funding policy (Shared Recreation Agreement) was negotiated with a number of communities and Local Service Districts, although at time of writing some of these groups have indicated they will remove themselves from this agreement effective December

31st, 2009. Some facility specific policies such as that governing use of the City's indoor pool during the school day appear in need of review.

Policies consistent with the Service Framework should be put in place. Many will involve partners, other agencies and of course the community. The development approach for these policies should incorporate public input and review. Public input should be based on a clear understanding of policy rationale and the resource implications. Approved policies should be broadly communicated.

Action step # 6 outlines a draft policy direction associated with capital funding and capital funding partnerships for facilities that are beyond community-level function. An associated policy direction that is recommended in Action Step # 21 has been instituted by some municipalities to provide funding support for small capital facilities that are technically community-level but that proponents wish provided at a higher level than recommended in this Plan, that respond to a smaller number of participants, or that have an element of exclusivity (e.g., a membership based community tennis facility).

One municipality, for whom such a policy has worked well for over 40 years³⁹, provides interest-free ten year loans for capital development and redevelopment. The policy follows many of the steps outlined for Action Step # 6 such as ensuring the proponent is a bona fide organization, that it can manage the payback of the loan, that it has sufficient collateral in the event of default, etc.

Other communities provide matching funds or support for playgrounds and skateboard parks that may be located on school properties or other non-municipal sites. These projects are often developed through a community development approach. Such funding may be appropriate for initiatives that include enhanced components for community level facilities such as more play structures in a City provided play area.

There are many examples of this type of funding providing their municipalities and residents with more recreation infrastructure than would be possible using municipal resources alone.

SD-Op-007 **The Recreation Division will work with partners and the community as appropriate to develop and communicate policy positions recommended in the Recreation Master Plan.**

Action Step # 21: The Recreation Division should develop a policy statement and associated procedures for joint venture funding of small community projects.

Action Step # 22: The Recreation Division should review their policy and procedures regarding support to community groups through community development.

³⁹ City of Burlington ON

8.2 Service Directions – Program

Fredericton residents have access to a wide range of sport, recreation, and culture programs and events provided by the City and its service partners. “Programs” represent the end-point of recreation services. The facilities, parks, trails, organizational and financial resources provided by the City, and others who contribute to the delivery of sport and recreation, are ultimately there to support the ball game, the family picnic, the painting class, the swim lesson – the programs. Programs include activities provided and/or directly supported by the City – both those for which participants register and those used on a “drop-in” or casual basis (e.g., public swim, jogging on a trail). Programs also include special events, sport teams and leagues that use the City’s fields and facilities, and activities provided by the City’s many community recreation groups.

Section 6.2 and Table 6.2 document strengths and challenges associated with the Division’s program services. Identified strengths, which should continue, include: the variety of opportunities available through the Division, other City Departments, agencies, and community organizations. The strong focus on youth and older adults continues to be important. New programs addressing healthy active lifestyles respond to significant social and community needs.

As with the preceding section it is areas of challenge that are most critical to achieving the City’s Vision for recreation. While maintaining service strengths, there are some areas where change is needed. Program related needs identified in the initial phases of the planning process included: the need for expanded programming, and partnership development with other providers.

8.2.1 Program Variety

There is a good variety of leisure opportunities available to Fredericton through the Recreation Division, agencies such as the YMCA and the Boys and Girls Club, the Schools and Universities, and the private sector. Special events managed by other City Departments and community groups add to this diversity. It is therefore not the absence of opportunities but rather the desire for community-level diversity of programming within the Recreation Division that appears to be at issue.

Traditionally the Division’s focus has been on sport and active recreation. That continues to be an important requirement and consistent with community needs and interests. Input to the Master Plan identified an interest in creative recreation activities. The Division supports these activities for older adults, and other adults at the two senior centres, and within its children and youth programs. The current type and number of community-level creative recreation activities may not be well known, or may not be as extensive as the community would like (based on community input to this Plan).



Future facility development and/or redevelopment can support this direction by attention to the type of spaces provided, a point that will be addressed in Section 8.3 – Service Directions – Facility. Partnerships with other agencies present opportunities to extend the range and diversity of programs to include non-sport activities.

SD-Pr-001 **The Recreation Division will expand the diversity of its program services through attention to future facility space elements, support to community groups, and collaboration with other Departments and community partners.**

Action Step # 23: Using the tools and tracking opportunities available through the CLASS system track program participation trends on an annual basis and use this information to guide new program development and program phase-out decisions.

Action Step # 24: Using opportunities to gather input from program participants and facility users, information that may come from program enquiries, general information regarding program needs and trends, and being mindful not to duplicate existing programs provided by others where demand is clearly met, identify new programs that are consistent with the City's community recreation focus and which will expand the diversity of available program services.

Action Step # 25: In future facility development and when redeveloping existing facilities incorporate opportunities for multi-purpose space that supports community level creative recreation activities.

Fredericton's recreation programs are designed to be inclusive of all ability levels. City staff participates in disability awareness training delivered by the Easter Seals Society of New Brunswick. Staff meets with the Premier's Council on the Status of Disabled Persons, and other advocacy agencies, to review and receive feedback on the accessibility of all new facilities.

SD-Pr-002 **The Recreation Division will continue to work with advocacy groups to identify opportunities to increase accessibility to the City's recreation programs and facilities by persons with a disability.**

Action Step # 26: Continue to work with partners to discuss opportunities to enhance access to and suitability of access to City programs and facilities by persons with a disability.

Another form of accessibility is language accessibility. The City provides all written information and promotional material in both English and French. Staff strive to ensure that instructional staff are bilingual⁴⁰. The following strategic direction is not a departure from current actions.

⁴⁰ This action is consistent with the City and Provincial language policies.

SD-Pr-003 The Recreation Division will work with partners and the community to identify programming to meet the needs of those whose language and culture is not accommodated in current programming, to find bi-lingual leaders and instructors, best methods of communication, etc., to ensure that all residents benefit from the City's recreation services.

Action Step # 27: Assess current programs, program staff, communication methods etc., to ensure they contribute to the provision of bilingual program opportunities where available, and where these fall short identify and communicate short term initiatives to address those situations.

8.2.2 Age-Based Program Needs

Older Adults: Not unsurprisingly, given the large number of senior adults in the City, additional leadership and programming support for senior adults was requested. At the same time interest in more multi-generational programs for older adults, particularly for programs for senior adults who do not frequent the City's Senior Centres was identified.

The general aging of Canada's population will be a significant factor for the next several decades as the "Baby Boom Generation" moves into its senior adult years. Trends for this age-cohort indicate that unlike previous generations of older adults this group will be less likely to participate in programs and spaces designated as older adult centres.

Comments from participants in the Recreation Master Plan for older adult programming outside the senior centres is more likely to have come from younger seniors or future seniors than from those who are currently active in these facilities. Tomorrow's older adults indicate they want to be part of a mainstream of programming, within facilities that are integrated not separate.

All the same, programming must be age appropriate. Older adults, as all age groups, will be most comfortable and interested with those, if not their own age, then with similar life experiences. This is an important issue for all service providers. It will also be addressed in Section 8.3 with respect to facilities. With regard to the program section the City will increasingly deal with the recreational interests of older adults, in a manner that will not be the same as its current approach.

While adults currently in their mid forties to their early 60's will have a significant impact on future older adult programming⁴¹ almost 15% of the City's population or over 7,500 people are already over the age of 65. Increasing health and longevity will mean an ongoing need for programming for older-older adults, who as a group will continue to want and benefit from the City's support for older adults. As with children and youth older adults must be understood to be an amalgam of several generations and not a homogeneous group.



⁴¹ At the time of the 2006 Census 10,530 residents of Fredericton were between the ages of 45 and 59 – roughly comprising the Baby Boom generation. Based on an equal division of ages within the 5-year age cohorts provided by Statistics Canada approximately 500 to over 700 residents will become seniors (>65 years) each year peaking 15 to 20 years from now with over 700 new 'seniors'.

SD-Pr-004 The Recreation Division will support age appropriate programming for older adults in a variety of settings. This programming will recognize the large variation of ages, abilities, and financial means within the City's older adult population.

Action Step # 28 Prepare a strategy for recreation services to older adults to include: (1) focused consultation with participants of the City's senior centres, older adults participating in other City programs (e.g., aquatic, fitness) (2) assessment of participation trends by age-cohort in the City's programs and broader relevant societal trends (3) consultation with related service providers (4) assessment of future operating and capital costs related to recreation for older adults.

Action Step # 29: Review City programs to assess the availability of age appropriate programs (structured and unstructured) opportunities available within the City's facilities. Where gaps are identified work with community partners and older adults to develop appropriate program opportunities.

Action Step # 30: Ensure that multi-purpose spaces developed as part of new and redeveloped community hub facilities are designed to support the needs of older adults within these age-integrated facilities.

Action Step # 31: Work with community partners to support a wide variety of suitable recreation, education, and social opportunities to respond to the needs of the City's older adult population, within integrated settings, and to meet the interests and abilities of younger, active older adults and older less mobile older adults.

Action Step # 32: When developing community hub multi-purpose recreation facilities ensure effective opportunities for community and partner input to the design and programming of these facilities.

Youth: As a group the needs of youth have always been a focus of municipal recreation services. Participants in the Recreation Master Plan identified the needs of this age-cohort with respect to active healthy recreation outlets to counteract increasing sedentary activities and less constructive behavior. The City provides considerable capital and operating resources to youth based organized sport and recreation and increasing support to non-structured experiences.



For youth interested in non-traditional or less structured activities such as skateboarding, BMX sites, pick-up basketball, tennis etc., the City currently provides a number of opportunities and has future capital plans to provide others. Some of these experiences are more difficult for the City to provide due to the non-traditional nature, risk issues, and lack of volunteer leadership to support and manage these experiences (e.g., the informal bike jumping sites). The City has designated staff to work directly with youth groups and currently uses the Search Institute's product called "Developmental Assets", in their work with groups and individuals. There is a need for continuing and perhaps directing greater attention to outreach and work with partner groups and agencies, to address issues relevant to youth and recreation in Fredericton.



SD-Pr-005 The Recreation Division will continue to work with and reach out to the City's youth and organizations involved with youth issues to support appropriate opportunities for recreational activities.

Action Step # 33: Ensure that the community development role with respect to youth remains an integral element of the Recreation Division's services. Enhance that role as needed to ensure suitable support and resources, as well as freedom to collaborate with other service providers and youth representatives, to address the needs of youth involved in active but fringe recreation activities, in a manner that is safe for both participants and the natural environment.

8.2.3 Active Living

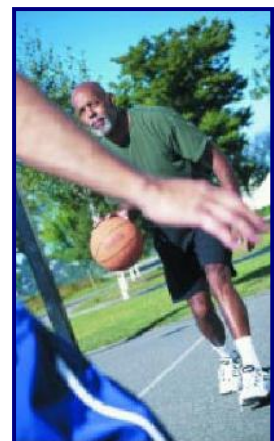
Active Living is a way of life by which people choose to be physically active every day; whether during recreation or getting to and from work, school, shopping etc. Growing awareness of the importance of active living is based on the belief that regular physical activity has many lifelong benefits and can be an incidental part of daily living as well as participation in organized activities. Active living strategies are often part of broader strategies, which incorporate elements of good nutrition, reduction in health-risk behaviours (e.g., smoking, overeating, unhealthy body image etc.) into a comprehensive plan. The City of Fredericton's Recreation Division has adopted the active living goals as a major if not priority element of the Divisions' services. The Division's "Move-This-Way" initiative developed in partnership with River Valley Health, the recent Trails and Bikeways Master Plan, and incorporation of a walking track within Willie O'Ree Place are examples of that priority in action.

The City's new Municipal Plan supports the development of an integrated system of parks, linear parkways, open spaces, and natural areas throughout the City, connectivity between the linear open space system and indoor and outdoor recreation facilities, educational and community institutions, and pedestrian and bicycling links throughout the City.

The City's "Move-This-Way" initiative is an excellent example of combining technology (the Move this Way is an informative and interesting focal point for questions and opportunities) with directed and self directed programming.

Other Institutions and organizations in Fredericton are similarly developing complementary healthy living strategies as they develop and expand their infrastructure.

A number of recent and proposed municipal recreation developments create recreation, active living, and health clusters (e.g., the Nashwaaksis Middle School in partnership with the Department of Education, Willie O'Ree Place and the planned Grant & Harvey Centre) that fit well within the facility model proposed in this Plan.



Based on consultation in this Plan and evidence from earlier reports and documents there is potential for collaboration among partners to optimize resources in support of active healthy living initiatives. Some challenges have been identified to such partnerships including financial constraints and individual service priorities of individual organizations. Leadership and collaboration will certainly be required.

SD-Pr-006 **The Recreation Division will continue to incorporate active healthy living in all of its program and facility initiatives, its communication with the public, its collaboration with service partners.**

Action Step # 34: Assume an active and, if appropriate a leadership role, with other major City agencies and institutions in pursuit of partnerships for programs and facility infrastructure development that support community access to active living opportunities.

Action Step # 35: Adopt a policy to promote the sale of “healthy” food and beverages in the City’s concessions and vending machines.

Action Step # 36: Establish as a priority the development of trails and bikeways that support active transportation to community recreation hubs.

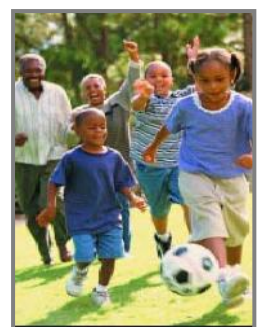
8.2.4 Opportunities for Low Cost, Inclusive, Unstructured Activities

Input to the Master Plan identified the need for low-cost, inclusive, unstructured activities. Some identified the need for more public skating and public swim times. This statement is a summary of input from a number of sources including general comment forms, focus group meetings, and public meetings. Staff notes the City’s policy is: to turn no one away from City programs for lack of ability to pay. The City works with *Kidsport* and *Jumpstart* to increase access to programs for low income children and youth. The City has contributed to upgrading costs of the Boys and Girls Club whose mandate is in part to address recreation needs for low income youth and children.



Related input in the Needs Assessment combines two issues. First, while unstructured public swim time is available at the outdoor pools in the summer comments may address pool time in the winter months. This issue appears to reflect limitations of existing pool availability during the winter months, perhaps communication issues – knowing where and when these times are available, and also a facility issue.

Secondly, the issue of access for low income children and youth may reflect other issues such as willingness to indicate difficulty in paying for a program. The national initiative Everybody Gets to Play™ has undertaken a number of research projects related to this issue. A study is currently underway in New Brunswick, Nova Scotia and Prince Edward Island to assess the robustness of municipal policies related to access to recreation for low income children and youth.



Access to low cost unstructured activities is also an issue for facilities and parks and will be addressed in those sections.

SD-Pr-007 **The Recreation Division will work with its partners and with the community to develop and communicate opportunities to access low and no cost and unstructured recreation opportunities for all residents.**

Action Step # 37: Review current program opportunities to assess the availability of low or no cost recreational opportunities by geographic and age appropriate distribution to (1) identify any gaps and (2) develop strategies to reduce and where possible eliminate those gaps.

SD-Pr-008 **The Recreation Division will work with its partners and with the community to develop and communicate policies and processes that support access to recreation programs for low income children and youth.**

Action Step # 38: Review Municipal policies and practices related to access to recreation by low-income children, youth and families and assess the degree to which changes to this policy/practice would support the goals of the City's recreation services. Changes could involve new programs, partnerships, better communication of existing options etc.

Action Step # 39: Based on the results of the review of policies and practices related to access to recreation for low income families, initiate discussions with service partners and others as appropriate to develop options to remove some of the barriers that may be causing restrictions to participation by low income residents.

8.3 Service Directions - Facilities

Section 6.3 and Table 6.3 document strong satisfaction with the City's recreation infrastructure⁴². The City has embarked on a redevelopment and building program with one new multi-use facility with a twin-pad arena opened in 2007 and a second planned for the Grant & Harvey Centre (scheduled to open in 2010). Partnerships with the School District and the University support development of shared facilities. Recent investment in tennis courts and outdoor pools, and a Trails/Bikeway study are positive developments.

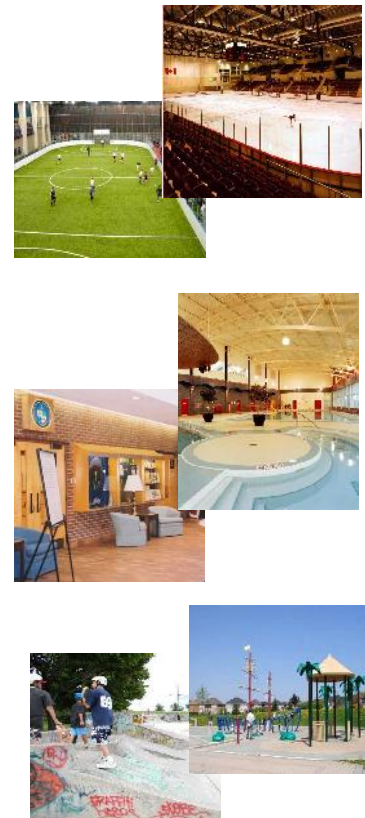
While there is considerable satisfaction with larger community or citywide infrastructure there is less satisfaction with smaller neighbourhood facilities. This is not unexpected given their age and the fact that they were designed for a single purpose – consistent with the trends of the day. The identification of an appropriate facility hierarchy and the best way to manage smaller, older/aging neighbourhood level infrastructure, are two important issues for this Plan.

For indoor recreation facilities desire for more multi-purpose facilities, more accessible gymnasiums, and a second aquatic facility are the most significant issues. For outdoor facilities desire for more outdoor playing fields (soccer, rugby, Ultimate Frisbee) as well as additional amenities such as benches, shade and water appear to be the significant issues. Transit to recreation facilities was noted by some as an issue for those without automobiles.

8.3.1 Facility Model

The City has provided similar types of parks and recreation facilities on each side of the Saint John River. Willie O'Ree Place will have its match in the Grant & Harvey Centre. The Fredericton Senior Centre (on Johnson Ave.) and the Stepping Stone Centre support senior oriented programming on either side of the River. The Indoor Pool on the North Side is the City's only indoor pool. That said, pools operated by the YMCA and UNB do provide South Side residents with access to indoor aquatic facilities. More of the City's wading pools, outdoor pools and splash pads are located on the North Side. Tennis courts, ball fields and playgrounds are distributed fairly equitably across the City. This is an appropriate situation in light of the City's history of growth and amalgamation.

The City's facility model incorporates elements of an older model based on walk-to facilities, as well as an emerging new model that includes facilities that are more multi-purpose and centralized. The following points outline elements of facility development that are currently popular in many communities. The initial seven points address issues related to design and development and the last two reference funding trends.



⁴² Data from the Citizen Attitude Survey and from many comments to the public meetings and focus groups associated with the Master Plan.

1. **Recreation facilities serve as geographic community hubs:** A “community hub” is a gathering place where people come together to participate in activities, learn new skills, socialize and interact with others, and/or relax and enjoy watching others participate as a spectator or observer. Facilities should contribute to a “sense of place” for residents. “Hub” facilities often include non-recreational components such as a branch library, or a community policing presence. “Hub” facilities support diversity (age group, leisure interest, levels of ability), inclusiveness and convenience for the user.
2. **Recreation facilities are multi-purpose:** Facilities operating as community hubs are typically designed to incorporate a number of major components, e.g., an aquatic facility, one or more arena, one or more gymnasias, one or more indoor soccer fieldhouse, a branch library, senior’s wing, youth room, pre-school space, performance space, fitness and active living space, multi-purpose space etc. Their association with outdoor facilities enhances the “community” experience. Facilities such as athletic fields, multi-purpose courts, splash parks, community skateboard facilities, etc., enhance and complement the indoor experience.
3. **Recreation facilities are multi-generational:** Increasingly communities are building facilities to be multi-generational. Families wish to participate in multi-generational activities or at least in a facility that accommodates multiple ages at one time. It is not cost effective to build age specific facilities where desired components may be duplicated or more typically not provided. Younger older adults are less interested in segregated facilities. Finally, while age appropriate programming is very important multi-generational experiences are viewed as being important to all age groups with respect to learning to live together as a community.
4. **Recreation facilities are accessible to all persons:** To support access to recreation by all residents, facilities will be developed to be physically accessible to people with disabilities, with consideration for those without private vehicles, and facilities components and use that is accessible to those with low-incomes.
5. **“Like” facility components are provided as multiples:** Facilities that are the same (e.g., multiple ice surfaces, double gymnasias or sports fields) are grouped (e.g., 2 or 4 ice pads) resulting in greater efficiency and a greater range of service and revenue opportunities than single facility components. Often these facilities serve as “interest-based hubs”.
6. **Facility components incorporate flexibility:** To the degree possible indoor and outdoor facilities are flexible in design, with opportunities to accommodate a wide range of uses and potential to accommodate new uses in the future.
7. **Facilities are accessible by all travel modes:** Indoor and outdoor facilities should be accessible by a wide variety travel modes. This is achieved by locating facilities on major public transit routes, by connecting geographic hubs and other facilities by natural and hard surface trails, ensuring that the orientation of the facility on the site maximizes accessibility and safety, and by providing parking consistent with the demands of the specific facility components.
8. **Facilities incorporate sustainable building practices:** Emerging technologies, design, building materials and practices provide opportunities to improve/maximize energy efficiency through design and incorporation of “sustainable” building practices, and to educate and inform the public of these practices. Sustainable use of resources also implies that funds continually be set aside for capital conservation purposes.
9. **Public funding directed to facilities that serve a designated target market:** Increasingly municipal funding is directed toward development of facilities that respond to the municipality’s priority market. Facility components that exceed the target market or community-level of provision are often developed through funding partnerships whereby those receiving the benefits of enhanced levels of service contribute to their funding. (This does not exclude development of funding partnerships for facilities that are considered to be basic or introductory).
10. **Partnerships for facility development:** As resources for all service providers become more limited well thought out partnerships are negotiated to mutual benefit.

The concept of recreation facilities as community hubs is a positive direction for modern and growing Cities, where lifestyles are not always conducive to a sense of place and community integration. It is not uncommon for larger Cities (>100,000 or perhaps >200,000) as well as smaller communities with populations less than 20,000 to develop multi-purpose/community hub facilities either as a single facility for the whole municipality or a number serving populations of up to 40,000 or 50,000.

Recent trends related to active transportation and “buying local” may begin to influence recreation facility development. The City of Fredericton provides an interesting situation for the facility model typically in vogue. In a City of approximately 50,000 such a model, would result in one or at best two all-inclusive multi-purpose facilities – perhaps one on each side of the River. While there would be positive elements of this type of development in Fredericton, such a model would not necessarily be the best fit for other challenges and objectives.

Using input from community consultation, consideration to existing infrastructure, partnership opportunities, current planning trends, directions appearing in other recent City Plans, and consideration to the benefits of recreation, ten principles are presented below, which together would contribute to a facility model consistent with the City’s Vision. Using these principles three facility models (summarized in Table 8.2) were assessed with respect to the degree to which each would support these principles. The resulting assessment supports a model that incorporates “sport interest based hubs” for facilities that by their nature will attract more regional use and access predominantly by automobile and/or team busses, and more community-based recreation centre hubs whose purpose and access fit well with community development, active transportation and “local focus” objectives.

Principle # 1: Recreation facilities should be located in a manner that enhances neighbourhood integrity.

Principle # 2: Recreation facilities should be sited where possible to support access via active transportation modes.

Principle # 3: Recreation facilities should contribute to building local community capacity and leadership.

Principle # 4: Recreation facilities should be built and operated in a manner that is financially efficient.

Principle # 5: Recreation facilities should be built and operated in a manner that is environmentally sensitive.

Principle # 6: Recreation facilities should be socially responsive to broad community needs and accessible to all persons regardless of ability.

Principle # 7: Recreation facilities should provide the full range of recreation experiences.

Principle # 8: Recreation facilities should be developed and operated to support multi-generational experiences.

Principle # 9: Recreation facilities should be developed to ensure maximum flexibility for current and future use.

Principle # 10: Recreation facilities should be capable of support to the area economy.

Table 8.2 Facility Principles for Community Hubs

Facility Model Principles	Small Single Purpose Facilities	Large Multi-Purpose Facilities	Centralized active sport hubs and community-level recreation hubs
1. Preserves "local" community integrity	Yes (1)	No	Yes (1)
2. Supports Active Transportation	Yes – generally built as walk to facilities (1)	No – except for those who live close by	Yes (1)
3. Contributes to Community Capacity Building	Yes – if local community actively involved (1)	More difficult as facility typically not located within a residential area	Yes – if local community can be engaged in the facility's activities and issues (1)
4. Contributes to financial efficiency	Not if too many separate facilities	Yes due to fewer facilities and better opportunities to incorporate new technology (1)	Less current options to incorporate new technology. Also the number of facilities might not contribute to financial efficiency as much as major multi-purpose centre but could do both if designed properly (1/2)
5. Building accommodate environmental sensitivity	Not if older facility, would likely require significant upgrades		
6. Accommodates social responsiveness, and accessible regardless of ability.	Not likely sufficient space to accommodate other providers	Could incorporate non-recreation community needs such as a food bank, health and social service providers but may be too far in distance for those in need. (1)	Appropriate size to provide options and to feel comfortable to users of these other services (1)
7. Delivers full range of recreation experiences	No	Yes (1)	More than single purpose but less than full large multi-purpose facility (1/2)
8. Multi-generational	Not generally due to limited space	Yes (1)	Yes if designed and operated to support multi-generational use (1)
9. Flexible facility components	Not generally if facility is older	Yes (1)	Yes if designed properly (1)
10. Supports a more local community economy	Could depending on type of facility (1)	Can contribute to the economy of area in which it is sited but fewer facilities will respond to fewer local communities.(1)	Can contribute to support of local economy if it is designed to bring families, multi-generational users to a community hub. (1)
	4 – least beneficial option	6 – moderate option	8 – best option

8.3.1.1 Facility Hierarchy

A facility hierarchy indicates the type of facility by level of supply. Hierarchy's are often identified in a pyramid structure with many smaller facilities (e.g., play structures, informal sport pads) located at a neighbourhood level and serving populations of approximately 5,000 (perhaps more depending on the facility) and "one-of" facilities designed to serve the entire City. In between are specialty and community facilities provided at mid-population levels.

The facility hierarchy shown in Table 8.3 outlines levels or types of indoor and outdoor facilities to serve different geographic or population ranges across the City. The facility hierarchy incorporates five levels – "Neighbourhood", "Sport Hubs", "Recreation-Hubs", Specialty, and City-wide.

"Population served" is a general guide. Other factors such as population density, natural or built features that limit access by active transportation, other opportunities provided by the City and/or its partners etc., should also be considered.

1. **Neighbourhood Facilities serve populations of approximately 5,000 residents.** In most cases neighbourhood facilities are outdoor facilities such as wading pools, outdoor sport courts, playground sites, tennis courts, unstructured playing fields. Residents should be able to walk or bike to local neighbourhood facilities. Land requirements are fairly limited as the walk-to nature implies limited or no need for parking. These facilities respond to local needs. Not all neighbourhoods will necessarily have each type of neighbourhood facility. For new developments consideration to the anticipated demographic should be part of the planning process for neighbourhood facilities. For established neighbourhoods or neighbourhoods that are going through a transition, neighbourhood facilities should be planned with the participation of existing residents.
2. **Recreation Hubs serve populations of approximately 20,000 to 30,000 residents.** These facilities are consistent with Fredericton's population and demographics, history, geography, and institutional opportunities. Recreation hubs include both indoor and outdoor facilities that respond to multi-generational, multi-interest activities. These facilities serve a geographic area connected to the recreation hub by active transportation options. They include multi-purpose space, space for creative activities at a community level. Might include spaces for older adults, youth drop-in, young children's play groups. They could include a branch library, services of other providers such as Youth Employment Services, spaces for well baby clinics, small presentation space, small food service or concession areas. They should be designed to meet the needs of the local community, defined as "a geographic area, of approximately 20,000 to 30,000, and ideally not divided by a significant natural or built feature that would make travel to by bike, foot or motorized scooter difficult". It is understood that some will travel to the recreation hub by car. It should be accessible by public transit. Recreation hubs ideally include indoor and outdoor space. Recreation hubs encourage the geographic community to socialize and congregate. They will be the focus of the City's program and community outreach activities. They could be developed in partnership with another community agency.

Depending on the nature of an aquatic facility as well as other considerations an aquatic facility could be incorporated as part of a recreation hub or a sport hub.

3. **Sport Hubs Serve populations of approximately 25,000 to 40,000 residents.** These facilities are oriented around specific community-level sport activities rather than geographic populations. As appropriate additional facilities could and should be added to a sport hub if that is the best location to also serve as a geographic recreational hub. Sport hubs should incorporate elements of multi-purpose or multi-generational components consistent with their major focus. Willie O'Ree Place and the Grant & Harvey Centre provide a wide range of skill and interest development options for those involved in ice sports⁴³, and if additional surfaces are provided they could also respond to the needs of other groups such as Box Lacrosse, Roller Hockey, etc. They provided other spaces for associated training and skill development. These two facilities could also provide other non-sport components if they are deemed to be the appropriate location to also serve the recreational needs of their more local communities.
4. **Specialty Facilities serve specific interests other than the City's priority market.** These are recreation facilities nevertheless. Specialty facilities could include gymnastic centres, curling clubs or rifle clubs, or be special elements such as more seating than would be required by the general population. They are developed where a strong funding partnership exists. The City could be a partner e.g., by providing land or perhaps the base facility. While funding to provide enhancements to the facility will be provided by those groups requesting the enhancements.
5. **City-wide Facilities serve City residents as well as residents across the region.** While some sport and recreation facilities attract residents from beyond the community or City (e.g., City arenas are used by teams beyond the City's boundaries) they are not considered city-wide facilities in this discussion. City-wide facilities would be such infrastructure as a major event complex. These more regional facilities differ in definition from a specialty facilities or sport or recreation hubs in that there is typically only one of them. Access to these facilities will usually be by personal automobile or public transit, unless an individual happens to live in the vicinity.

Table 8.3 summarizes relevant characteristics of facilities within the proposed facility hierarchy.

⁴³ This comment refers specifically to the indoor spaces at these two facilities. It is recognized that the facilities do (or will) also support many activities other than ice. The discussion here is however, intended to discuss options to make existing (future) facilities even more multi-use.

Table 8.3 Facility Hierarchy and Service Levels for Facility Provision

	Citywide Facilities	Specialty Facilities	Sport Hubs	Recreation Hubs	Neighbourhood Facilities
Service Level/ Population	> 50,000	Dependent on Market Demand	25,000 to 40,000	20,000-30,000 (approximate)	5,000 (approximately)
Geographic Service Area	Serves whole City.	Location depends on land options and needs of facility provider.	To the degree possible facilities should be equitably distributed across the City.	Serves communities generally accessible without crossing a major natural or built feature.	Walk-to neighbourhoods
General Characteristics	- Highly specialized - Serves the entire City - May have a competitive focus - Responds to formal and organized activities	- Highly specialized, targeted activities - Developed in partnership not by City alone - Responds to formal and organized activities	- High market demand - Focus on beginner to intermediate skill level, - Can accommodate local competition but designed with recreational use in mind - Respond to both organized and informal interests	- High local demand - Contributes to neighbourhood integrity and cohesion, - Multi-generational - Multi-interest	- High local demand and consistent with neighbourhood demographics - May be relocated or replaces as neighbourhoods change demographic characteristics
Common Approach	Generally a drive-to destination	Generally a drive-to destination	Generally a drive to destination	Access by active transportation modes very important. Automobile and City transit also options.	Generally walk-to facilities
Facility Examples	- City wide trails and bikeways - Major water park or waterfront development - Urban Forest - Major picnic park or natural area	- Community run gymnastic centre that might be build on Municipal land - Special component added to a community facility such as additional seating.	- Arenas, indoor soccer, - Lit sport fields - Skateboard Plaza - Partnered facility such as pool, artificial turf field - Indoor pool (<i>could also be part of a recreation hub</i>) - Large leash free dog park	- Multi-purpose recreation centre - Middle school gymnasium - Indoor leisure or fitness pool - Outdoor pool - Unlit sports fields - Skate Park - Smaller leash free dog park	- Elementary school gym - Play structure - Small water feature - Outdoor sport pad - Tennis court (single) - Unstructured play area
Funding Considerations	- Depending on scale, all levels of Government Funding may be involved - Consideration to corporate sponsorship, and other alternative funding sources - Clear business plan required for all initiatives	- Municipality may provide some resources but largely dependent on other sources - Clear business plan for all initiatives if the City is to consider a partnership including provision of land	- Municipal funding for major component - Funding partnerships should be sought for facility components that are beyond the scope of core services.	- Predominantly municipally funded - Partnerships with local community groups and other parties encouraged.	Municipal funding and/or partnerships appropriate

The following service directions are consistent with the needs of the City's residents and principles that contribute to community building and support active transportation and sustainability objectives.

SD-Fa-001 The City supports sport and recreation facilities and spaces that include:

- Indoor and outdoor *Sport Hubs* that respond to large numbers of participants within the City's priority target market group will be provided as multiples, and sited in locations that can accommodate significant parking. While connection to the City's Transit system and active transportation networks is desirable it is understood that the private automobile and team busses may be the most realistic method of travel to and from these facilities (e.g., Large Skate Plazas, major splash parks etc.) would be appropriately sited with these facilities.
- *Community Level Recreation Hubs* are multi-generational, multi-activity hubs that support recreational and social opportunities for geographic populations geographic of approximately 20,000 to 30,000. They are accessible through active transportation networks. Their design is sufficiently flexible to respond to changing interests. They respond to the specific needs of the communities in which they are located although will incorporate at minimum multi-purpose space, social space, and instructional space. Depending on their location they may also be incorporated with facilities serving as a sport hub. They may incorporate non-recreational space including library branch, community policing, community health provider offices, etc. They could be part of a community school development. Ideally these facilities will be combined with or close to outdoor local level open fields and casual play areas. They may be connected to leash free dog parks. Community skate parks could be sited with these facilities.
- *Neighbourhood Level* outdoor recreation facilities such as play structures, sport courts, tennis courts, small skate parks etc., will be developed at the neighbourhood level as appropriate based on the demographics of the neighbourhood, community interest and available land.
- *Citywide spaces and facilities* that support open natural areas and greenspace, urban forests, spaces of a unique and historic nature, that serve a City wide population.

(Please see Table 8.3 for suggested population service ratios).

Action Step # 40: Adopt the facility hierarchy as a guide for future redevelopment and development of recreation and sport facilities.

8.3.2 Facility Service Levels

Table 4.1 on page 27 provides general information on facility supply levels. The appropriate level of facility supply is very dependent on local circumstances including demographics, the range of competing opportunities, overall population, recreation and sport trends, and of course available resources.

Arena facilities provide an example of how variable service levels can be. Many small communities with populations less than 5,000 provide single pad community arenas. These facilities are often the only indoor recreation facilities in the municipality providing for the needs of hockey and figure skating but also serving as the social centre of the community. The variety of other recreation opportunities is one reason why service levels of 1:20,000 or more is acceptable in large municipalities. Communities with more young people have higher demands for arenas than communities with many older adults. This example illustrates why service supply levels vary. There is no single level that fits for each facility or each municipality.

If a facility is “under capacity” this generally means that not only is the current level of supply appropriate it may be too high. Except in cases where the existing facilities have structural or design issues that limit their use situations of under capacity use may mean the community’s demographics, or activity trends have changed since the facility was initially constructed. It may also mean the municipality has grown and new and different facilities have created local competition. Regardless, a situation of “under capacity use” usually suggests that the current supply levels may be too high and some reassessment is required.

Conversely a situation of “near” or “at capacity use” may suggest that the current service level is too low. It could also mean that participants are choosing only to use the facility at specific times. This is often the case with outdoor fields where groups prefer not to use on Friday evenings on weekends. Where this does not reflect needs of the field (e.g., an un-irrigated field may need that time to rest) it may reflect a need to adjust policies so that users are required to use all available time before additional facilities are built.

Children and youth (ages 0 – 19) - the demographic most likely to use outdoor sport fields and arenas, numbered 10,370 in 2006. The population of children and youth in surrounding LSD’s was 9,520. The child/youth population of the area as a whole indicates that approximately 52% of this age demographic resides within the City boundaries and 48% beyond its boundaries. While not all residents who live in communities outside the City boundaries will use its arenas (some may use facilities in Oromocto), most will. This has the effect of almost doubling the service to population ratio used for this analysis. This would for example explain why the current service to population ratio for arenas appears to be “high” or quite good (currently approximately 1:12,600 and projected to be closer to 1:11,000 when the York Arena is closed and the Grant & Harvey Centre opened) compared to other similar sized communities, and yet use is *at capacity*. In reality the arena user population for the City’s arenas is closer to 1:17,500⁺ (approximate)⁴⁴.

⁴⁴ The population of the Fredericton CA was over 85,000 in 2006. Reports from the City’s CLASS registration and facility scheduling program indicate that 40-45% of minor sport organizations reside outside the City of Fredericton. Approximately 23% of the swimming, tennis, day camps, golf lessons etc., are from outside the City boundaries. We understand that some of the residents on Fredericton’s periphery will be geographically closer to other service centres such as Oromocto. Based on the

Of the facilities identified in Table 4.1 only supply levels of indoor pools, lit soccer fields and lit hard ball fields seem low based on “capacity use⁴⁵” data.

Municipal supply of indoor aquatic facilities at approximately 1:30,000 would be more appropriate. However, depending on amount of available access to the University of New Brunswick pool, the YMCA pool, and if day-time access to the City’s indoor pool was more available, this service ratio could increase to approximately 1:40,000.

There is outstanding demand for lit sport fields that can accommodate soccer as well as other sport field activities such as football, rugby, Ultimate Frisbee etc. Demand shortfall (based on survey data) is equivalent to 1 artificial or 2 to 3 natural lit-fields (depending on the availability of fields in spring the actual number of equivalent natural fields may differ). Demand for hard ball could be addressed by providing one more lit field or two additional unlit fields.

Indoor arena supply will increase by one when the Grant & Harvey Centre is complete providing a level of supply of between 1:10,000 and 1:12,000 (based on the City’s population of a few years from now). However, as was noted above the more accurate service level may be in the order of 1:16,000 to 1:18,000 in the future based on use by non-Fredericton residents.

Service levels for youth and older adult space should be accommodated in both recreation and sport hubs, rather than stand alone facilities.

A few facilities – tennis courts and wading pools appear to be provided at a higher than typical level. This may reflect local demand at some point in the past. We note that many of the City’s tennis courts are “under capacity” (implying there sufficient supply to more than manage current demand).

Service level ratios presented in sections 8.3.2.1 and 8.3.2.1 reflect a regional population as discussed on the preceding page. Many of the organized sport groups are regional in nature and the City’s indoor pool is governed by an agreement that includes regional residents as part of the user population. Therefore while the Master Plan has been created for the City the City’s residents are not the only users. Where non-City users are also users of City facilities the suggested population of 70,000 to 80,000 must therefore be. Not to do so would underestimate facility demand.

percent of non-resident participants registered in various city-based recreation activities a current population base of 70,000 is probably realistic when assessing service supply.

⁴⁵ See Table 4.1 and discussion introducing this table for definition of usage including “capacity use”, “near capacity”, “under capacity” use.

SD-Fa-002 The City will provide facilities consistent with the Facility Hierarchy and proposed service levels.

8.3.2.1 Indoor Facility Requirements

- Action Step # 41:** Adopt the following service levels for indoor facilities as a guide for future facility development.
- Indoor arenas 1:18,000
- Indoor aquatic Facilities 1:30,000
 - Indoor Multi-purpose/multi-generational recreation facilities 1:25,000⁴⁶
 - Indoor municipally owned or operated gymnasias 1:30,000
- Action Step # 42:** Assess the opportunity and community support to develop a centrally-located, multi-purpose, multi-generational recreation hub.
- Action Step # 43:** For growth areas of the City that may be some distance from services and amenities and before they have achieved the population required for further infrastructure development, undertake feasibility assessment to identify indoor and outdoor facility requirements and appropriate development actions.
- Action Step # 44:** Work with the local communities to develop an appropriate multi-purpose / multi-generational recreation hub to meet the needs of residents in the Royal Road area of Fredericton.
- Action Step # 45:** Initiate discussion with agencies and institutions within the City regarding opportunities to collaborate and partner on development of a second indoor aquatic facility, the location of which should be on the south side of the River.
- Action Step # 46:** Prepare a full feasibility assessment focusing on a market assessment, business plan, and partnership assessment for an aquatic facility prior to initiating development of an aquatic facility.
- Action Step # 47:** Develop a second indoor aquatic facility, either alone or in partnership with an agency or institution in the City. The indoor aquatic facility should be fully accessible to the general public (e.g., not membership based). Its use should focus on recreational, instructional, fitness and therapeutic use typically found in a 25 meter pool with a leisure component in either a single or two-tank facility. The indoor aquatic facility should be developed as a component of an accessible community recreation centre not as a stand-alone facility.

⁴⁶ These facilities will ideally include one or more other components and therefore this service ratio is a guide only and must be considered in the context of other components. If for example they are included within a recreation hub (the ideal) they will be provided at a level of 1:20,000 to 1:30,000. In addition other smaller facilities such as a youth centre provided in partnership with the Boys and Girls Club would tend to adjust the service level.

8.3.3.2 Outdoor Facility Requirements

With the exception of soccer pitches there was limited outstanding demand for outdoor facilities to support the existing population. As the City grows there will of course be requirements to address that growth. Using current activity trends and indications of demand the City's current level of supply for outdoor facilities appears to adequately respond to community needs.

Discussion in section 6.3.1.7 related to soccer/athletic fields indicated a desire for the equivalent of 8 additional unlit fields, or 4 lit, irrigated, high quality fields, or 2 lit artificial turf fields. The need however, appears to be based on increased membership projections that are inconsistent with recent and projected population growth, and recent growth in the sport, which appears to have stabilized. Hour requests also reflect access to fields that could be considered in excess of recreation/community-level programming. At minimum there is a need to assess the implications of the new artificial field and future plans to take out or bring back fields from redevelopment or resting states.

As there are no use restrictions for artificial fields (i.e., no need to rest, no limitations based on natural light) it is quite feasible for fields to be used throughout the week and at all times. Groups however, often do not want to use fields on certain days or times. The cost of these fields and/or of land for additional natural fields makes it unreasonable not to use fields during less desirable times such as Friday evenings.

Therefore while there clearly is demand for greater access to soccer fields there is not strong justification for the level of new field development reflected in expressed demand by groups. The recommendations of the Soccer Capacity Analysis (partnership with UNB, development of a second artificial field in partnership with STU at the Grant & Harvey Centre, or at Willie O'Ree Place) appear sound. Whether there is need for two additional artificial fields is questionable. If this need is based on desire for an enhanced level of access (hours of access) this could be developed through a financial partnership with the FDSA.

- Action Step # 48:** Adopt the following service levels for outdoor facilities as a guide for future facility development.
- Outdoor artificial turf fields 1:30,000 (based on a regional population of 70,000 to 80,000)
 - Ball diamonds unlit 1:5,000 based on local population
 - Ball diamonds lit 1:40,000 to 50,000 (based on regional population)
 - Soccer fields unlit 1:3,000
 - Sports Courts in Neighbourhood Parks 1:5,000
 - Playground Structures 1:5,000
 - Tennis Courts unlit 1:3,000
 - Tennis Courts lit 1:5,000
 - Splash Pads 1:15,000-25,000 (depends on size of water feature)
 - Skateboard parks (with approximately 4 – 6 permanent elements) 1:25,000
 - Outdoor pools and wading pools no further development
- Action Step # 49:** At the end of the 2008 field season consult with groups to assess the degree to which needs have been met with access to the new artificial field.
- Action Step # 50:** On an annual basis assess outstanding demand for existing fields through documentation of field requests that cannot be met, and consultation with groups.
- Action Step # 51:** Develop a second artificial field in partnership with one of the City's institutions or groups (e.g., Universities, School Districts, Fredericton Youth Soccer Association) following and based on results of action steps 49 and 50).
- Action Step # 52:** Acquire removable artificial turf to be used in one or two of the City's arenas when the ice is out during the spring shoulder season, which will assist with the resting and maintenance of natural turf during the wet spring season.

Unlike field sports (e.g., Soccer and Ultimate Frisbee) there has been a general decline in participation in both baseball and softball participation in New Brunswick. This is consistent with trends elsewhere in the Country. Between 2000 and 2004 Softball New Brunswick had more than double the membership of Baseball New Brunswick. Many softball (and Slo Pitch) players are recreational and industrial (work related) teams and it is quite likely the number of players using softball diamonds is higher than that noted by Provincial member statistics. Many older softball diamonds were built with children in mind and while the actual number of ball fields may be reasonable the nature of fields may not. There is outstanding demand for both softball and hardball fields although due to the recent decommissioning of some diamonds (either permanently or for the season) it is difficult to confirm which type of diamond is most required. The general guide for provision noted in Action Step # 48 is therefore only a guide and should be confirmed in detail through additional assessment of field suitability, actual field use, opportunities to consolidate fields, and opportunities to decommission fields that do not meet today's requirements, should be undertaken to confirm field use and land base requirements.

- Action Step # 53:** Monitor use of the City's ball fields to confirm level of annual use and consider and investigate opportunities to consolidate a number of ball fields in a larger sport field park.

Action Step # 54: Undertake a comprehensive sport field strategy to assess needs and opportunities related to sport field provision including but not limited to: current and future indications of use, suitability of existing fields for today's players, opportunities to consolidate fields on larger sport field locations and decommission older smaller fields, capital cost of decommissioning and redevelopment, operating cost estimates of consolidation, community support for consolidation, redevelopment and decommissioning recommendations.

In addition to fields used for organized recreation and sport, interest in less formal use was identified in this Plan. The City has plans to develop a skate plaza at the Danny Grant site, an initiative strongly supported by this Master Plan. Discussion in section 8.2.2 with respect to the needs of youth interested in fringe recreational activities suggests an action step to work with youth to develop infrastructure to meet the needs and interests of youth involved in fringe recreation activities.

Action Step # 55: Initiate and provide leadership to a "working group" composed of City staff, school representatives, City police, other agencies as appropriate, and youth interested in developing infrastructure for activities for youth in a manner that is safe for both participants and the natural environment. Work with this group to develop such sites in appropriate locations.

Action Step # 56: Assess infrastructure available in neighbourhood parks to determine its appropriateness for the neighbourhood. Develop a process whereby informal infrastructure (i.e., play structures, sport pads, benches, shade areas etc.) is updated to meet the needs of the community and resources available. Development processes should incorporate as appropriate, joint ventures with the community to develop site specific infrastructure.

8.4 Service Directions -Parks and Open Space

Section 6.3.3 identified a number of issues related to: amendments to the Park Hierarchy outlined in the Municipal Plan, strategic assembly of parkland, upgrading elements of some neighbourhood parks, and trail development. The following sections outline service directions related to issues identified in the master planning process.

8.4.1 Park Hierarchy and Utilization

The City's Municipal Plan currently classifies parks through a connection to the type of facilities they accommodate. The Municipal Plan, section 2.12.2, outlines several park types (1) City parkland and urban trail system, both within a section titled "Municipal Facilities"; (2) community parks and playgrounds and wading pools, both listed under "Community Facilities"; and (3) pocket parks and tot lots identified within "Neighbourhood Facilities". No information regarding distance to travel and nor appropriate size are identified. In addition to parks that are designed for more recreational use the Municipal Plan provides direction to maintain the environmental integrity of environmentally sensitive areas (ESA's). The Municipal Plan also outlines guidelines for park, open space and facility development, maintenance and monitoring.

As with facilities it would be helpful to identify more specific indicators for parks within a park hierarchy. This will benefit the City in decisions related to acquisition, development and future disposition of land. Table 8.4 outlines a park and open space hierarchy that would fit within the City's current parkland structure with some minor adjustments.

Table 8.4 (Parks Hierarchy) and Table 8.3 (Facility Hierarchy) are designed to work together. For example a Community Park, designed to generally serve populations from 15,000 to 30,000 (with higher populations suitable for communities of high density and lower populations where low density means greater travel distances) would be an appropriate site for a recreation hub designed also to serve a community of a similar population. Travel to community parks and recreation facility hubs can be by car but should also be accessible by active and public transportation means.

Neighbourhood parks and neighbourhood facilities serve much smaller populations and are typically places and spaces that residents can walk to. On the other hand City parks, sport hubs and specialty facilities are more likely to be places and spaces that those who use them expect to drive to. Most organized arena and sport field users will travel by private automobile or team bus making active transportation or public transportation less important. This of course is not always the case and some users, particularly those who live close by will benefit from active transportation access.

Table 8.4: Parks Hierarchy and Service Levels for Provision

	Citywide Park	Community Park	Neighbourhood Parks	Linear Park	Unique or Special Open Space	Non- Recreation Open Space
Population	> 50,000	20,000 to 30,000 (approx)	5,000 (approx)	Not population dependent	Not population dependent	Not population dependent
Ideal Size	Large >25 ha- may be much larger. A smaller park that serves a very unique or perhaps a civic congregating function would also be a citywide park.	5-20 ha, at least 20 ha or larger if used as a sport facility hub with multiple outdoor sport fields	½ to 2 ha	NA	NA	NA
Distribution	Based on the City's historic development a park on the north and south side is appropriate, as is a waterfront park	- Community parks that support recreation hubs ideally are not separated from the community they serve by major arterials or water courses. As a rule of thumb older children and youth should be able to access the recreation hub without an adult via an active transportation route. - Community parks that support sport hubs should be well located on or near major arterial links	- There should be no significant access physical barriers separating the neighbourhood from a neighbourhood park. - They are well connected to internal streets and linkages throughout the neighbourhood.	Ideally these should link major City destinations such as shopping and parks, perhaps places of work as well as an internal network connecting community parks and neighbourhoods.	NA	NA
Examples of Activities these Spaces might Support	- Major citywide facilities and events. May also encompass linear trails, ESA, woodlots - Urban forests - Both passive and active recreation activities although typically not organized sports (e.g., could include a major water sport area, botanical garden, picnic areas etc.) - May have a regional focus	- Active and passive recreation activities - Supports sport hubs and recreation hubs (see Table 8.2) - Community level wading pool - Skatepark/plaza - Leash free dog park	- Unstructured/informal recreation activities, often for children and youth. - Playgrounds/tot lots, - Informal sport courts - Unlit tennis courts - Outdoor community managed natural ice rink	- Active Transportation activities. - Hard and soft surface trails - Links to Citywide and community parks very important, links to neighbourhood park desirable	- Support non-recreation but community activities such as beautification, community mail box, unique heritage feature e.g., cenotaph, burial ground. - Smaller parkettes that support non recreation needs. The City would not typically acquire these in the future but may historically have some of these sites.	- ESA's, storm water management, street buffers/boulevards. May be part of a Citywide park but should not be in lieu of. - Serves a non-recreation need
Mode of Access	- A drive-to destination and must therefore have adequate parking available. - May be on bus route.	May be a drive to or a walk/bike to destination. Sport hubs will need access by automobile. Recreation hubs should also be located on public transit line.	Generally walk-to/bike to facilities	Walk to or drive to. May have a trail head and associated parking	NA	NA

There is a fair but not absolute link between the facility and park hierarchy and both should be used when developing new parks and facilities designed to serve specific population groups and types of activities

Table 8.4 illustrates an ideal situation. Opportunities to achieve this configuration within existing communities will be constrained, although perhaps possible over time. In newly developing communities land assembly for parks can be undertaken in advance of development.

The City of Fredericton has an excellent supply of Citywide parkland that meets and exceeds the ideal size for such parks. On a per capita basis Citywide parkland is provided at a level of over 14 hectares per 1,000. Community parkland on the other hand is provided at a level of 1.6 hectares per 1,000 and neighbourhood parks at under ½ hectare per 1,000. Even the levels of provision for Community and Neighbourhood Parks (approximately 2 hectares per 1,000) is a reasonable supply and could support all community and neighbourhood level recreation requirements if the land parcels were appropriately sized. In Fredericton however, many of the parks identified as community parks are in fact too small to support the type of multi-purpose facilities built today. Only one of the parks designated as a Community Park (Reading Street Park in South Fredericton) approach the recommended size needed to accommodate Community-level sport and recreation facilities.

Recreation Hubs will require sites of at least 5 hectares, and more if associated with outdoor facilities and parking. A number of parks and open space areas in both the north and south sides of the City could accommodate these facilities. The specific nature of these parks (e.g., current use, environmental sensitivity, access) will need to be assessed, as will their specific location relative to areas of grouped facility need, before identifying these as appropriate sites for new or additional development. Parkland that can accommodate recreation hubs may be reached by private automobile. They should also be accessible by public transit and should be well situated on the City's active transportation system.

Ideally Neighbourhood Parks range from ½ to 2 hectares in size. In newer communities fewer but larger parks support more diverse neighbourhood infrastructure and make for more efficient maintenance (inspections, grass cutting, garbage pick up, etc.). Neighbourhood parks well linked by trails and bike paths remain "walk-to" parks even when there are fewer of them.

During the consultation portion of the Master Plan the need to ensure appropriate size, design and amenities associated with neighbourhood parks was identified. A review of the list of City owned parks and open space indicates that a number of City park sites are smaller than the "ideal" size suggested in Table 8.4. While some sites have existing play structures, not all do.

Table 8.5 lists parkland/open space that is less than ½ hectare in total space. Trail connections, cemetery and heritage sites, and sites used or designated for road widening, booster stations, storm water retention ponds, or commercial areas have been eliminated from this list. Of the 27 remaining sites seventeen are identified as having play structures, tennis courts, wading pools or other small outdoor park developments. Remaining sites are identified as undeveloped. A few of these are located in older areas of the City where higher density and limited expansion

options makes retention of these park sites important. A number of the other sites are located on the north side of the River in areas that are still growing.

Table 8.5 Parks less than ½ Hectares

Park/Open Space	Ward	Current Use	Approx. Size (ha)
1. Gilridge Park	1	Playground	< ½ ha
2. Robinson Drive Park	1	Playground	Approx 1/5 ha
3. Cherry Avenue Park	2	Playground	> ¼ ha
4. Neville Street Park	2	Playground	> ½ ha
5. Melvin Street Park	3	Parkland	< ½ ha
6. Lawson Court Park	4	Parkland	Approx 1/5 ha
7. Hillcrest Drive Park	4	Playground	Approx ¼ ha
8. McKinley Avenue Park	5	Playground	< 1/10 ha
9. Dewitt Acres Park	6	Playground	Approx ¼ ha
10. Charles Avenue Park	6	Playground	< ¼ ha
11. Timber Lane Park	6	Playground	< ½ ha
12. Cambridge Crescent Park	8	Playground	Approx ¼ ha
13. Leeds Drive Park	8	Playground, Tennis Court	Approx ¼ ha
14. Woodbridge Street	8	Outdoor Pool	Approx 1/5 ha
15. Beechwood Crescent Park	9	Playground	< ½ ha
16. Regent Street Park	11	Playground	Approx 1/5 ha
17. Islandview Park	12	Rink, wading pool	Approx ¼ ha
18. Sunset Drive	1	Undeveloped	Approx 1/5 ha
19. Willis Street Park	1	Undeveloped	Approx 1/10 ha
20. McLeod Hill Road	2	Undeveloped	< ½ ha
21. Haines Crescent Park	2	Undeveloped	Approx ¼ ha
22. Hawkins Street Park	2	Undeveloped	Approx 1/3 ha
23. McKnight Street Park	2	Undeveloped	< ½ ha
24. Linden Crescent	3	Undeveloped	Approx 1/10 ha
25. Forbes Street Open Space	4	Undeveloped	Approx ¼ ha
26. Mitchell Street Park	9	Undeveloped	Approx ¼ ha
27. Smythe Street Green	10	Undeveloped	< ½ ha

In addition to the sites that are under ½ hectare in size Table 8.6 lists fourteen that are largely, if not completely, undeveloped and that are over ½ hectare in size. As with the smaller sites several of these are located in older areas of the City while others are located in projected growth areas.

It is beyond the scope of the Master Plan to analyze each undeveloped site and assess development potential and appropriateness. This is however, an important exercise to assess: (1) development appropriateness (2) opportunity to expand existing sites to create large sites as areas grow, and (3) determine if any sites could be sold for residential or other development.

Table 8.6 Undeveloped Parkland⁴⁷ Greater than ½ Hectare

Parkland	Ward	Description	Approx. Size (ha)
1. Burpee Street Park	1	Undeveloped	4.4 ha
2. McLeod Hill Road Park	2	Undeveloped	.5 ha
3. Gourley Park	3	Undeveloped	1 ha
4. Irvine Street Park	4	Undeveloped	1.3 ha
5. MacPherson Street Park	4	Undeveloped	1.5 ha
6. Campbell Creek	5	Undeveloped	6.6 ha
7. Crocket Street Park A	5	Undeveloped	0.5 ha
8. Elliott Street Park	5	Undeveloped	0.5 ha
9. Ascot Drive Park	8	Undeveloped	0.6 ha
10. Woodbridge Street Park	8	Undeveloped	1 ha
11. Pembroke Crescent Park	9	Undeveloped	1.7 ha
12. University Avenue Green	11	Undeveloped	.5 ha
13. Coburn Drive Park	12	Undeveloped	0.6 ha
14. Colonial Heights Park	12	Undeveloped	2.3 ha

SD-Pa-001 Park designations recommended in the Recreation Master Plan will be incorporated within the 2007 Municipal Plan and used to guide current and future parkland assessment.

Action Step # 57: Incorporate the park and facility hierarchy guidelines within the Municipal Plan.

Action Step # 58: Work with the Development Services Department to secure and assemble sufficient and appropriate land in growing areas of the City to provide the recommended amount of neighbourhood and community park sites.

Action Step # 59: In cooperation with other City Departments and the community as appropriate, assess undeveloped parkland to determine its appropriateness for development, non-park use, or sale.

⁴⁷ Undeveloped parkland is generally defined as City owned land that has not been developed in any way i.e., it does not have a play structure or benches, it has not been graded, seeded, sodded, or in any way formally marked as a City park. It typically has been acquired by the City through the development process.

SD-Pa-002 Parkland that does not provide opportunities to meet the City's sport, passive and active recreation space requirements will be assessed to identify the most appropriate use of these lands.

Action Step # 60: Identify park sites that are too small to fit within the recommended park hierarchy, which do not have an acceptable function (e.g., site of a cenotaph, or small but necessary site due to limited other outdoor space) and consider options for disposal or appropriate reuse.

Action Step # 61: Identify opportunities to assemble land to augment existing sites, or to exchange with existing sites, in a manner that moves the City's parkland supply toward one that is consistent with the parkland hierarchy and requirements recommended in the Master Plan.

Action Step # 62: Assess neighbourhood parks to identify the appropriateness of location relative to neighbourhoods, appropriateness of amenities, and options to better meet the needs of the local neighbourhood.

8.4.2 Strategic Parkland Assembly

The issues discussed in section 8.4.1 illustrate the need for strategic parkland assembly, something not always done in the past. Consequently while the City has a very good overall supply of parkland it does not have a good supply of well distributed, appropriately sized parkland to accommodate community, "grouped neighbourhood", and in some cases neighbourhood level activities. Addressing this issue will require a number of initiatives over time including review of current bylaws for land acquisition in newly developing areas, negotiation with developers, and perhaps sale of land that is not well positioned to provide resources to augment sites that are well positioned.

SD-Pa-003 The City will review its current land assembly practices to ensure that the policies and processes are consistent with the City's recreation and sport facility and program requirements.

Action Step # 63: Work with the Development Services Department to develop policies and land acquisition practices that support the assembly and acquisition of appropriate park land in developing communities.

Action Step # 64: Develop a playground for the Royal Road Park to compliment the existing infrastructure of a newly renovated outdoor pool, ball field, and green space and to support development of a Recreation Hub in this area.

8.4.3 Trail Development

The City has a comprehensive Trails/Bikeways Master Plan completed in 2007. There is therefore no need within the context of the Recreation Master Plan to duplicate the recommendations and work of that Plan. The importance of an active transportation network to the general service directions of this Plan cannot be overestimated.

SD-Pa-004 The Recreation Master Plan supports the recommendations of the Trails/Bikeways Master Plan and the need to designate resources to begin implementation of that Plan.

**City of Fredericton
Recreation Master Plan**

Section Six: Implementation

9.0 IMPLEMENTATION

The final chapter of the Master Plan lists policy development priorities, recommends timing for action step implementation, and, at a high-level, projects operating and capital cost implications by recommended term of implementation.

Financial implications are based on current industry costs for any capital recommendations, City rates for any staffing recommendations (action steps), and industry averages for any further recommended planning initiatives.

9.1 Policy Requirements

As an *ISO 9001 2000 Standard Accredited* municipality, the City of Fredericton has very detailed procedural directions for virtually all aspects of its operation. Continual review of these procedures is a requirement of the accreditation process. While there is a difference in a “policy” and a “procedure” they are regularly used together in a phrase, often interchangeably. A review of the Recreation Division’s procedures indicates they are extensive and clear.

Relatively few policy needs were identified in the course of developing the Recreation Master Plan. These were discussed in earlier sections of the Master Plan report and are also summarized here. A few: non-resident fees, language of program instruction, healthy food, and tournament hosting, are either already addressed appropriately in Recreation Division or City policies/procedures or, in some cases, are beyond the scope of the Division’s role. In these cases additional communication of the Division’s position may be appropriate.

Action Step # 27 provides direction to continue to find ways to ensure program opportunities for both English and French speaking patrons, consistent with the City’s current language policies. Action Step # 35 recommends a policy to promote the sale of healthy food and beverages, a policy the Recreation Division is currently drafting.

There are a few policies where clearer policy statements are warranted or greater communication of existing positions would benefit both the Division and the community. The Recreation Master Plan’s service framework establishes the basis for a number of clear policy positions.

Access to Recreation by Low-Income Children and Youth

The consultation process identified the need to support access to recreation by low-income children and youth, a position that is supported in the Master Plan (see Action Steps # 37 - 39). Consultation with partner organizations such as the Boys and Girls Club, and the City’s recent focus on trails and bikeways, indicates that this is an important issue to the City. Communication of the things the City and Recreation Division are currently doing may need to be enhanced.

Facility Allocation

There are a number of operating procedures in place already to guide unreserved and reserved access to the City's sport and recreation facilities. Roles of staff and facility users are clearly documented in these procedures. Those expressing concern with regard to this issue during the consultation process identified a desire for greater access to facilities for new and emerging groups and for gender equity.

Action Steps #'s 23 and 24 recommend formal processes to track unmet demand and to identify program opportunities that support program diversity. These actions will confirm whether there is a real or simply a perceived gap related to gender equity and/or response to emerging groups. Action Steps # 11 and 12 recommend expanded meetings with sport groups to communicate City positions and to listen to group concerns. This communication process can provide the City with valuable opportunities to work with community sport groups to address this issue. These actions however, are also procedural rather than policy. Previous limitations in facility supply, increasingly remedied as the City develops new sport and recreation facilities, will enable the Recreation Division to increase access to new and emerging groups.

A review of the City's current facility allocation procedures should ensure they provide an equitable approach to sharing facilities by all interested parties. We note that equitability does not mean equal, rather it implies fair and transparent opportunities for both existing and emerging groups and of course for gender equity. Access to facilities should be consistent with the goals and principles of an overarching plan such as a master plan. The Recreation Master Plan provides the context to create and communicate a clear policy related to these issues as they are reflected in the facility allocation process. A statement that positions the use of recreation facilities in a manner that supports gender equity and emerging groups would be consistent with the overall vision for recreation in Fredericton.

Funding Partnerships

Communication of the City's role and responsibility with respect to recreation – specifically community recreation is one of the most fundamental positions taken in this Plan. This direction is clearly outlined in chapters 7.0 (Service Framework) and 8.0 (Service Directions). Upon receipt and approval in principle of the Recreation Master Plan this direction will underpin much of the Recreation Division's policy and process activities, importantly those that deal with capital development.

Action Step # 6 recommends developing a policy to guide requests related to capital development. Figure 8.1 outlines a process approach to support a policy that directs municipal tax and other resources toward capital projects that are community recreation oriented, and that have been identified in the City's capital plan. Many communities with a current recreation master plan use the recommendations of their plan to guide capital development projects, an approach that would be appropriate for the City of Fredericton. Capital development requests that go beyond the service focus recommended in this Master Plan (when this Plan has been adopted as a guide for the City's recreation services) could be considered, but in the context of a partnership wherein the City is a more minor partner.

The process outlined in Figure 8.1 is designed to serve as a guide. It requires additional development beyond the scope of this Master Plan to be fully implemented. Staff suggested use of a number of existing forms and processes

that could assist applicants submitting a proposal. Staff also suggested that the starting point for such a process be a formal written proposal. These ideas are appropriate. Full development of this policy and associated procedures, which must also include clear and consistent communication to partners and would-be partners, will need to be developed prior to implementation. Before however, specific procedures are developed the Recreation Division and the City must agree on this as the basis of the policy position

Support to Community Recreation and Sport Groups

Action Step # 22 recommends a policy position that supports community development including support to community based recreation and sport groups. Recreation Division staff already participate in various helping and supportive roles with community sport and recreation groups. One of the Recreation Division's operating procedures – (LEI-OP-008) indicates that the purpose of the procedure is "...is to ensure the development and support of inclusive recreation and leisure programs, activities and facilities to meet the needs of individuals and groups through consultation and learning."

9.2 Implementation Schedule

Action steps from Section 8.0 have been copied into Table 9.1. For each Action Step the timing of the action is noted as Ongoing, Immediate, Short Term, Medium Term, or Long Term.

- Ongoing = Immediate and throughout the Plan
- Immediate = to be undertaken in 2009
- Short Term = 2010 to 2012
- Medium Term = 2013 to 2016
- Long Term = 2017 to 2018 (and in some cases slightly beyond the ten-year horizon of the Plan)

Table 9.1 identifies any capital or operating cost implications, the staff or staff group responsible for initiating the action and provides comments as appropriate to identify predecessor tasks or other relevant information.

Table 9.1 Implementation Table

Action Step	Timing	Lead Staff or Staff Group	Costs	Comments
Service Directions - Operations				
Division Role				
SD-Op-001: The City of Fredericton Recreation Division's services will focus on community-level recreation including active healthy living experiences and opportunities for other leisure time pursuits.				
Action Step # 1: Communicate the City's role and focus for recreation services through promotional materials including: the Recreation Program Guide, the City's web site, information and policies specifically related to the Division's service role, and other appropriate communication sources.	Immediate Ongoing	Recreation Division Staff (Communications)	Generally within existing budget	May need additional new budget for promotional items such as brochures. May also have implications for staff time.
Action Step # 2: Ensure that Recreation Division and other City staff are familiar with the concepts and implications associated with a community-level role and how this will be communicated to community organizations, residents and potential facility, program and event partners.	Short Term	Recreation Division Staff	Within existing budget	
Action Step # 3: Meet with representatives of related service providers in the City such as the Universities, the YMCA, School Districts, Boys and Girls Club, Provincial government etc., to explain (1) the implications of the community-level focus with respect to programming, events, and facility development, and (2) confirm the City's participation as a partner in other levels of activity as appropriate.	Immediate Short Term Ongoing	Recreation Division Staff	Within existing budget	
Action Step # 4: Develop a consistent message indicating the Division's role in supporting community-level initiatives and participating as a partner in other activities, and communicate this to community sport and recreation groups.	Immediate Short Term Ongoing	Recreation Division Managers & Staff	Within existing budget	<i>This action step (and others) may have implications for staff time and therefore may have budget implications although this is not known at the time.</i>

Table 9.1 Implementation Table

Action Step	Timing	Lead Staff or Staff Group	Costs	Comments
Action Step # 5: Adopt the position that community-level recreation includes activities that support active healthy living, opportunities to develop creative interests, and opportunities to socialize with other community residents.	Short Term Ongoing	Community Services Department & Recreation Division	Within existing budget	
Resources for Capital Development				
SD-Op-002: The Recreation Division will direct its financial resources for capital development toward community-level infrastructure.				
SD-Op-003: The Recreation Division will consider providing financial resources for capital development toward facilities that are beyond community-level infrastructure (as defined in this Master Plan) consistent with funding policies related to joint venture and partnership funding policies.				
Action Step # 6: Develop a policy and supporting procedures to guide requests for capital development for facilities and services that are beyond the scope of "community-level" facilities and services. The policy should define the City's role, financial and material contributions.	Immediate Short Term Ongoing	Recreation Division Staff	Staff Time	
Collaboration, Outreach and Communication				
SD-Op-004: The Recreation Division will expand its attention to communication and collaboration with existing and potential partners and community volunteers, and through its focus on community development.				
Action Step # 7: With the assistance of staff responsible for managing the City's web site, enhance the Recreation Division's website presence to make it the main media portal to the Division's information regarding programs, policies, planning studies, facilities etc., and provide resources to maintain its currency, and to highlight special communiqués such as public meetings for consultation.	Short to Medium Term	Recreation Division Staff (communications) IT Staff	Within existing budget	

Table 9.1 Implementation Table

Action Step	Timing	Lead Staff or Staff Group	Costs	Comments
Action Step # 8: Through consultation and communication via: special meetings, signage in community centres, ongoing activities such as registration and facility bookings, flyers in new resident's packages (Welcome Wagon): inform residents and community groups that the focus of the Recreation Division's communication will, increasingly, be via the City's website, with a clear link to the Recreation Division.	Short Term Ongoing	Recreation Division Staff (Communications)	Generally within existing budget	(Please see comment associated with Action Step # 4)
Action Step # 9: Consider moving a majority of the Division's print communication to the City web-site, over a period of several years, to redirect resources from print media to ongoing management of the web site with special sections developed.	Medium Term	Recreation Division Staff (communications) IT Staff	Within existing budget	(Please see comment associated with Action Step # 4)
Action Step # 10: Incorporate appropriate consultation approaches to assess the market demand, clarify issues and determine consistency with community values, in all future planning initiatives.	Ongoing	Recreation Division Staff	Within Existing Budget	(Please see comment associated with Action Step # 4)
Action Step # 11: Establish bi-annual meetings of community sport groups (of multiple or individual groups as appropriate) to provide opportunities to identify and discuss issues common to more than one group. Use this bi-annual meeting to identify upcoming consultation opportunities and expectations that may be associated with studies and other initiatives of the City of interest to these groups.	Ongoing	Recreation Division Facilities Coordinator & Other Division Staff as appropriate	Within Existing Budget	(Please see comment associated with Action Step # 4)
Action Step # 12: Assign a staff (see Action Step 19) to liaise with community sport groups and include responsibility for these bi-annual meetings in their role.	Ongoing	Recreation Division Facilities Coordinator & Other Division Staff as appropriate	Within Existing Budget	(Please see comment associated with Action Step # 4)

Table 9.1 Implementation Table

Action Step	Timing	Lead Staff or Staff Group	Costs	Comments
Action Step # 13: Develop a process to feedback information received from community sport groups discussed at bi-annual meetings.	Ongoing	Recreation Division Facilities Coordinator & Other Division Staff as appropriate	Within Existing Budget	(Please see comment associated with Action Step # 4)
SD-Op-005: The Recreation Division will work with other Municipal Divisions and Departments to ensure efficient and effective collaboration on issues and activities that involve or have implications for recreation services.				
Action Step # 14: Develop clear internal processes to ensure that Recreation and Parks and Trees Division staff have timely input to decisions related to land acquisition for lands that will be used for parks and recreation purposes. (see recommendation 64).	Short Term Ongoing	Recreation Division Planning & Development Services	Within Existing Budget	
Action Step # 15: Encourage opportunities for collaboration between Recreation Division staff and Development Services Division to support community-level creative and social recreation opportunities.	Ongoing	Recreation Division Staff Development Services Department Staff	Within Existing Budget	(Please see comment associated with Action Step # 4)
Staffing				
SD-Op-006: The Recreation Division will periodically assess its staff complement and allocation of resources to ensure that these resources are appropriately allocated to support the recommendations of this Master Plan.				
Action Step # 16: Upon adoption or receipt of the Recreation Master Plan management should review the current assignment of staff to assess opportunities to direct additional existing staff resources to the key areas supported by this Plan including indoor and outdoor facility maintenance, facility and program partnership development, community development, and communication to partners and stakeholders.	Short – Medium Term	Community Services Department Management	Staff Time	

Table 9.1 Implementation Table

Action Step	Timing	Lead Staff or Staff Group	Costs	Comments
Action Step # 17: Review staff allocation on an annual basis to assess the degree to which existing staff can respond to development and service issues and recommendations of this Plan.	Ongoing	Community Services Department Management	Staff Time	May coincide with annual operating budget preparation
Action Step # 18: Upon review if it appears that existing staff complement is insufficient to respond to existing demands and directions of the Plan consider undertaking a full operational review to identify workload efficiencies and priorities for additional staff resources.	Short to Medium Term	Community Services Department Management	Approx \$50K dependent on scope of work	
Action Step # 19: Identify staff training and information requirements to move forward with new directions recommended in this Plan including but not limited to consultation with community groups, policy development, and partnership development.	Short Term Ongoing	Recreation Parks & Trees Division	Staff Time Allocation of funding for staff training opportunities	May be included in annual operating budgets
Action Step # 20: Continue to provide outreach and community development support to youth and older adults, and use this service approach as a model to establish community development services to support sport, active recreation, and active living initiatives and partnership development associated with community based interests.	Ongoing	Recreation Division Staff	Staff Time	Has implications for staff allocation, training. Would be a consideration in any formal operational review the City might undertake.

Table 9.1 Implementation Table

Action Step	Timing	Lead Staff or Staff Group	Costs	Comments
Policies and Practices				
SD-Op-007: The Recreation Division will work with partners and the community as appropriate to develop and communicate policy positions recommended in the Recreation Master Plan.				
Action Step # 21: The Recreation Division should develop a policy statement and associated procedures for joint venture funding of small community projects.	Short Term	Recreation Division Staff	Staff Time	Dependent on adoption of this position as outlined in the Recreation Master Plan.
Action Step # 22: The Recreation Division should review their policy and procedures regarding support to community groups through community development.	Short to Medium Term	Recreation Division Staff	Staff Time	Should incorporate opportunity for community groups to identify support needs and to review a draft policy

Table 9.1 Implementation Table

Action Step	Timing	Lead Staff or Staff Group	Costs	Comments
Service Directions - Program				
Program Variety				
SD-Pr-001: The Recreation Division will expand the diversity of its program services through attention to future facility space elements, support to community groups, and collaboration with other Departments and community partners.				
Action Step # 23: Using the tools and tracking opportunities available through the CLASS system track program participation trends on an annual basis and use this information to guide new program development and program phase-out decisions.	Ongoing	Recreation Division Staff	Staff Time	
Action Step # 24: Using opportunities to gather input from program participants and facility users, information that may come from program enquiries, general information regarding program needs and trends, and being mindful not to duplicate existing programs provided by others where demand is clearly met, identify new programs that are consistent with the City's community recreation focus and which will expand the diversity of available program services.	Ongoing	Recreation Division Staff	Staff Time	May also require additional financial resources for program development
Action Step # 25: In future facility development and when redeveloping existing facilities incorporate opportunities for multi-purpose space that supports community level creative recreation activities.	Ongoing	Recreation Division Staff	Staff Time	This should be considered

Table 9.1 Implementation Table

Action Step	Timing	Lead Staff or Staff Group	Costs	Comments
SD-Pr-002: The Recreation Division will continue to work with advocacy groups to identify opportunities to increase accessibility to the City's recreation programs and facilities by persons with a disability.				
Action Step # 26: Continue to work with partners to discuss opportunities to enhance access to and suitability of access to City programs and facilities by persons with a disability.	Ongoing	Recreation Division Staff	Staff Time	
SD-Pr-003: The Recreation Division will work with partners and the community to identify programming to meet the needs of those whose language and culture is not accommodated in current programming, to find bi-lingual leaders and instructors, best methods of communication, etc., to ensure that all residents benefit from the City's recreation services.				
Action Step # 27: Assess current programs, program staff, communication methods etc., to ensure they contribute to the provision of bilingual program opportunities where available, and where these fall short identify and communicate short term initiatives to address those situations.	Ongoing	Recreation Division Staff	Staff Time	Could incorporate meetings with appropriate community representatives and groups (e.g., Multi-cultural associations, Centre Communautaire St. Anne etc.).
Age-Based Program Needs				
SD-Pr-004: The Recreation Division will support age appropriate programming for older adults in a variety of settings. This programming will recognize the large variation of ages, abilities, and financial means within the City's older adult population.				
Action Step # 28: Prepare a strategy for recreation services to older adults to include: (1) focused consultation with participants of the City's senior centres, older adults participating in other City programs (e.g., aquatic, fitness) (2) assessment of participation trends by age-cohort in the City's programs and broader relevant societal trends (3) consultation with related service providers (4) assessment of future operating and capital costs related to recreation for older adults.	Short to Medium Term	Recreation Division Staff (Communication Staff, Recreation Officer – Older Adults)	If external consultants used range for strategy \$25K - \$40K dependent on scope	If a strategy prepared in the short term some of the data available in the Master Plan will still be current and may allow a lower budget, again dependent on scope.

Table 9.1 Implementation Table

Action Step	Timing	Lead Staff or Staff Group	Costs	Comments
Action Step # 29: Review City programs to assess the availability of age appropriate programs (structured and unstructured) opportunities available within the City's facilities. Where gaps are identified work with community partners and older adults to develop appropriate program opportunities.	Short Term Ongoing	Recreation Division Staff	Staff Time	Could be included as a component of the older adult strategy identified in Action Step 28.
Action Step # 30: Ensure that multi-purpose spaces developed as part of new and redeveloped community hub facilities are designed to support the needs of older adults within these age-integrated facilities.	Ongoing	Community Services Department Recreation Division Staff	Staff Time	
Action Step # 31: Work with community partners to support a wide variety of suitable recreation, education, and social opportunities to respond to the needs of the City's older adult population, within integrated settings, and to meet the interests and abilities of younger, active older adults and older less mobile older adults.	Ongoing	Recreation Division Staff	Staff Time	
Action Step # 32: When developing community hub multi-purpose recreation facilities ensure effective opportunities for community and partner input to the design and programming of these facilities.	Ongoing	Recreation Division Staff	Staff Time	

Table 9.1 Implementation Table

Action Step	Timing	Lead Staff or Staff Group	Costs	Comments
SD-Pr-005: The Recreation Division will continue to work with and reach out to the City's youth and organizations involved with youth issues to support appropriate opportunities for recreational activities.				
Action Step # 33: Ensure that the community development role with respect to youth remains an integral element of the Recreation Division's services. Enhance that role as needed to ensure suitable support and resources, as well as freedom to collaborate with other service providers and youth representatives, to address the needs of youth involved in active but fringe recreation activities, in a manner that is safe for both participants and the natural environment.	Ongoing	Recreation Division Staff	Staff Time	May require additional staff or reallocation of existing staff resources.
Active Living				
SD-Pr-006: The Recreation Division will continue to incorporate active healthy living in all of its program and facility initiatives, its communication with the public, its collaboration with service partners.				
Action Step # 34: Assume an active and, if appropriate a leadership role, with other major City agencies and institutions in pursuit of partnerships for programs and facility infrastructure development that support community access to active living opportunities.	Ongoing	Recreation Division Staff	Staff Time	
Action Step # 35: Adopt a policy to promote the sale of "healthy" food and beverages in the City's concessions and vending machines.	Short Term	Recreation Division Staff	Staff Time	
Action Step # 36: Establish as a priority the development of trails and bikeways that support active transportation to community recreation hubs.	Short Term Ongoing	Parks and Trees Division	Staff Time	Action Step intended to complement Trails and Bikeways Plan.

Table 9.1 Implementation Table

Action Step	Timing	Lead Staff or Staff Group	Costs	Comments
Opportunities for Low Cost, Inclusive, Unstructured Activities				
SD-Pr-007: The Recreation Division will work with its partners and with the community to develop and communicate opportunities to access low and no cost and unstructured recreation opportunities for all residents.				
Action Step # 37: Review current program opportunities to assess the availability of low or no cost recreational opportunities by geographic and age appropriate distribution to (1) identify any gaps and (2) develop strategies to reduce and where possible eliminate those gaps.	Immediate Short Term	Recreation Division Staff	Staff Time	
SD-Pr-008: The Recreation Division will work with its partners and with the community to develop and communicate policies and processes that support access to recreation programs for low income children and youth.				
Action Step # 38: Review Municipal policies and practices related to access to recreation by low-income children, youth and families and assess the degree to which changes to this policy/practice would support the goals of the City's recreation services. Changes could involve new programs, partnerships, better communication of existing options etc.	Short Term	Recreation Division Staff	Staff Time	Should include consultation with agency partners who may focus services on low-income children and youth
Action Step # 39: Based on the results of the review of policies and practices related to access to recreation for low income families, initiate discussions with service partners and others as appropriate to develop options to remove some of the barriers that may be causing restrictions to participation by low income residents.	Short Term Ongoing	Recreation Division Staff	Staff Time	See above

Table 9.1 Implementation Table

Action Step	Timing	Lead Staff or Staff Group	Costs	Comments
Service Directions - Facilities				
Facility Model				
SD-Fa-001: The City supports sport and recreation facilities and spaces that include:				
- Indoor and outdoor <i>Sport Hubs</i> that respond to large numbers of participants within the City's priority target market group will be provided as multiples, and sited in locations that can accommodate significant parking. While connection to the City's Transit system and active transportation networks is desirable it is understood that the private automobile and team busses may be the most realistic method of travel to and from these facilities (e.g., Large Skate Plazas, major splash parks etc.) would be appropriately sited with these facilities. <i>Community Level Recreation Hubs</i> are multi-generational, multi-activity hubs that support recreational and social opportunities for geographic populations geographic of approximately 20,000 to 30,000. They are accessible through active transportation networks. Their design is sufficiently flexible to respond to changing interests. They respond to the specific needs of the communities in which they are located although will incorporate at minimum multi-purpose space, social space, and instructional space. Depending on their location they may also be incorporated with facilities serving as a sport hub. They may incorporate non-recreational space including library branch, community policing, community health provider offices, etc. They could be part of a community school development. Ideally these facilities will be combined with or close to outdoor local level open fields and casual play areas. They may be connected to leash free dog parks. Community skate parks could be sited with these facilities. <i>Neighbourhood Level outdoor recreation facilities</i> such as play structures, sport courts, tennis courts, small skate parks etc., will be developed at the neighbourhood level as appropriate based on the demographics of the neighbourhood, community interest and available land. <i>Citywide</i> spaces and facilities that support open natural areas and greenspace, urban forests, spaces of a unique and historic nature, that serve a City wide population.				
Action Step # 40: Adopt the facility hierarchy as a guide for future redevelopment and development of recreation and sport facilities.	Immediate Ongoing	City Council Community Services Department	Staff Time	

Table 9.1 Implementation Table

Action Step	Timing	Lead Staff or Staff Group	Costs	Comments
Facility Service Levels – Indoor Facilities				
Action Step # 41: Adopt the following service levels for indoor facilities as a guide for future facility development: - Indoor arenas 1:18,000 - Indoor aquatic Facilities 1:30,000 - Indoor Multi-purpose/multi-generational recreation facilities 1:25,000⁴⁸ - Indoor municipally owned or operated gymnasias 1:30,000	Immediate Ongoing	City Council Community Services Department	<u>Please note:</u> not costs are provided for the facilities noted in Action Step # 41 as this Action Step refers to the level of service per population that the Recreation Master Plan recommends become the service provision level. Where a specific facility is recommended in the Master Plan these are noted in separate Action Steps and a cost provided accordingly.	
Action Step # 42: Assess the opportunity and community support to develop a centrally-located, multi-purpose, multi-generational recreation hub.	Short to Medium Term	Community Services Department	A full feasibility study assessment including site assessment using external consultants approx \$50K - \$75K.	Facility development should be preceded by a complete feasibility study. The scope of these studies can vary considerably. No site has been identified for this facility and site assessment should be part of the feasibility assessment recommended.
Action Step # 43: For growth areas of the City that may be some distance from services and amenities and before they have achieved the population required for further infrastructure development, undertake feasibility assessment to identify indoor and outdoor facility requirements and appropriate development actions.	Medium to Long Term	Community Services Department	See above	See Above

⁴⁸ These facilities will ideally include one or more other components and therefore this service ratio is a guide only and must be considered in the context of other components.

Table 9.1 Implementation Table

Action Step	Timing	Lead Staff or Staff Group	Costs	Comments
Action Step # 44: Work with the local communities to develop an appropriate multi-purpose / multi-generational recreation hub to meet the needs of residents in the Royal Road area of Fredericton.	Medium Term	Community Services Department	Staff Time and/or part of feasibility study	See Above
Action Step # 45: Initiate discussion with agencies and institutions within the City regarding opportunities to collaborate and partner on development of a second indoor aquatic facility, the location of which should be on the south side of the River.	Short to Medium Term	Community Services Department	Staff Time	An indoor pool could be part of a city centre recreation hub or developed within a partnership facility.
Action Step # 46: Prepare a full feasibility assessment focusing on a market assessment, business plan, and partnership assessment for an aquatic facility prior to initiating development of an aquatic facility.	Short to Medium Term	Community Services Department	See Above for costs	A separate feasibility study for an aquatic facility would carry costs similar to those noted for a multi-purpose facility. It is assumed that this would be a component of a larger study.
Action Step # 47: Develop a second indoor aquatic facility, either alone or in partnership with an agency or institution in the City. The indoor aquatic facility should be fully accessible to the general public (e.g., not membership based). Its use should focus on recreational, instructional, fitness and therapeutic use typically found in a 25 meter pool with a leisure component in either a single or two-tank facility. The indoor aquatic facility should be developed as a component of an accessible community recreation centre not as a stand-alone facility.	Medium Term	Community Services Department	Based on 2008 costs for a stand alone aquatic facility with a 25m tank and a leisure component plus common and administrative space capital costs are estimated to be approximately \$8M to \$9M	Costs based on recent tendered facilities and based on a s'f cost of \$300 plus contingencies and fees for a facility of 25,000 GSF (gross square feet)

Table 9.1 Implementation Table

Action Step	Timing	Lead Staff or Staff Group	Costs	Comments
Facility Service Levels – Outdoor Facilities				
Action Step # 48: Adopt the following service levels for outdoor facilities as a guide for future facility development. - Outdoor artificial turf fields 1:30,000 (based on a regional population of 70,000 to 80,000) - Ball diamonds unlit 1:5,000 based on local population - Ball diamonds lit 1:40,000 to 50,000 (based on regional population) - Soccer fields unlit 1:3,000 - Sports Courts in Neighbourhood Parks 1:5,000 - Playground Structures 1:5,000 - Tennis Courts unlit 1:3,000 - Tennis Courts lit 1:5,000 - Splash Pads 1:15,000-25,000 (depends on size of water feature) - Skateboard parks (with approximately 4 – 6 permanent elements) 1:25,000 - Outdoor pools and wading pools -no further development	Immediate Ongoing	City Council Community Services Department		<u>Please note:</u> not costs are provided for the facilities noted in Action Step # 48 as this Action Step refers to the level of service per population that the Recreation Master Plan recommends become the service provision level. Where a specific facility is recommended in the Master Plan these are noted in separate Action Steps and a cost provided accordingly.
Action Step # 49: At the end of the 2008 field season consult with groups to assess the degree to which needs have been met with access to the new artificial field.	Immediate	Recreation Division Parks and Trees Division	Staff Time	Will also require consultation with field users.
Action Step # 50: On an annual basis assess outstanding demand for existing fields through documentation of field requests that cannot be met, and consultation with groups.	Ongoing	Recreation Division Staff	Staff Time	Use of report functions for the CLASS program should be helpful to this effort.

Table 9.1 Implementation Table

Action Step	Timing	Lead Staff or Staff Group	Costs	Comments
Action Step # 51: Develop a second artificial field in partnership with one of the City's institutions or groups (e.g., Universities, School Districts, Fredericton Youth Soccer Association) following and based on results of action steps 49 and 50).	Medium Term	Community Services Department	\$1.5-\$1.7M	A partnership with a City institution or Soccer Association is appropriate and consistent with development of such facilities in other communities.
Action Step # 52: Acquire removable artificial turf to be used in one or two of the City's arenas when the ice is out during the spring shoulder season, which will assist with the resting and maintenance of natural turf during the wet spring season.	Short to Medium Term	Recreation Services Division	\$100,000	Based on current approximate costs provided by suppliers.
Action Step # 53: Monitor use of the City's ball fields to confirm level of annual use and consider and investigate opportunities to consolidate a number of ball fields in a larger sport field park.	Immediate Ongoing	Recreation Division Staff Parks and Trees Division Staff	Staff Time	Use of CLASS reporting functions will be helpful if request and use data gathered. Should also be incorporated within the Sport Field Strategy.
Action Step # 54: Undertake a comprehensive sport field strategy to assess needs and opportunities related to sport field provision including but not limited to: current and future indications of use, suitability of existing fields for today's players, opportunities to consolidate fields on larger sport field locations and decommissioning older smaller fields, capital cost of decommissioning and redevelopment, operating cost estimates of consolidation, community support for consolidation, redevelopment and decommissioning recommendations.	Short to Medium Term	Community Services Department	The costs for such a strategy will vary with the scope on the assumption that very detailed information is required for each field the estimated cost is \$ 50-100K	The cost for this type of strategy reflects a range of activities that could be included in such a study. The higher costs reflect a study that includes site specific recommendations (by park or open space) while the lower cost identifies a strategic approach without specifying implications for specific parks.

Table 9.1 Implementation Table

Action Step	Timing	Lead Staff or Staff Group	Costs	Comments
Action Step # 55: Initiate and provide leadership to a “working group” composed of City staff, school representatives, City police, other agencies as appropriate, and youth interested in developing infrastructure for activities for youth in a manner that is safe for both participants and the natural environment. Work with this group to develop such sites in appropriate locations.	Short Term Ongoing	Recreation Division Staff Parks and Trees Division Staff	Staff Time	
Action Step # 56: Assess infrastructure available in neighbourhood parks to determine its appropriateness for the neighbourhood. Develop a process whereby informal infrastructure (i.e., play structures, sport pads, benches, shade areas etc.) is updated to meet the needs of the community and resources available. Development processes should incorporate as appropriate, joint ventures with the community to develop site specific infrastructure.	Short Term Ongoing	Recreation Division Staff Parks and Trees Division Staff	Staff Time Annual budget allocation to support this action step	

Table 9.1 Implementation Table

Action Step	Timing	Lead Staff or Staff Group	Costs	Comments
Service Directions – Parks and Open Space				
Park Hierarchy and Utilization				
SD-Pa-001: Park designations recommended in the Recreation Master Plan will be incorporated within the 2007 Municipal Plan and used to guide current and future parkland assessment.				
Action Step # 57: Incorporate the park and facility hierarchy guidelines within the Municipal Plan.	Immediate	Community Services Department Planning & Development Department	Staff Time	
Action Step # 58: Work with the Development Services Department to secure and assemble sufficient and appropriate land in growing areas of the City to provide the recommended amount of neighbourhood and community park sites.	Ongoing	Community Services, Planning & Development Depts	Staff Time	
Action Step # 59: In cooperation with other City Departments and the community as appropriate, assess undeveloped parkland to determine its appropriateness for development, non-park use, or sale.	Immediate Ongoing	City Departments as appropriate	See Sport Field Strategy	This could be incorporated within the sport field strategy
SD-Pa-002: Parkland that does not provide opportunities to meet the City's sport, passive and active recreation space requirements will be assessed to identify the most appropriate use of these lands.				
Action Step # 60: Identify park sites that are too small to fit within the recommended park hierarchy, which do not have an acceptable function (e.g., site of a cenotaph, or small but necessary site due to limited other outdoor space) and consider options for disposal or appropriate reuse.	Short to Medium Term	City Departments as appropriate	See Sport Field Strategy	This could be incorporated within the sport field strategy

Table 9.1 Implementation Table

Action Step	Timing	Lead Staff or Staff Group	Costs	Comments
Action Step # 61: Identify opportunities to assemble land to augment existing sites, or to exchange with existing sites, in a manner that moves the City's parkland supply toward one that is consistent with the parkland hierarchy and requirements recommended in the Master Plan.	Ongoing	City Departments as appropriate	See Sport Field Strategy	This could be incorporated within the sport field strategy
Action Step # 62: Assess neighbourhood parks to identify the appropriateness of location relative to neighbourhoods, appropriateness of amenities, and options to better meet the needs of the local neighbourhood.	Ongoing	City Departments as appropriate	See Sport Field Strategy	This could be incorporated within the sport field strategy

Strategic Parkland Assembly

SD-Pa-003: The City will review its current land assembly practices to ensure that the policies and processes are consistent with the City's recreation and sport facility and program requirements.

Action Step # 63: Work with the Development Services Department to develop policies and land acquisition practices that support the assembly and acquisition of appropriate park land in developing communities.	Immediate	Community Services and Planning & Development Services Depts.	Staff Time	
Action Step # 64: Develop a playground for the Royal Road Park to compliment the existing infrastructure of a newly renovated outdoor pool, ball field, and green space and to support development of a Recreation Hub in this area.	Immediate	Community Services Department	\$100,000	

Table 9.1 Implementation Table

Action Step	Timing	Lead Staff or Staff Group	Costs	Comments
Trail Development				
SD-Pa-004:	The Recreation Master Plan supports the recommendations of the Trails/Bikeways Master Plan and the need to designate resources to begin implementation of that Plan.			

Strategic Direction – Monitoring the Plan

Monitoring

SD –Imp-001: The Directions of the Recreation Master Plan will be monitored regularly with at minimum annual reporting of the achievement and adjustments to action steps.

Action Step # 65:	Responsibility for annual monitoring and reporting of the status of the action steps in the Recreation Master Plan will be assigned to a staff within the Recreation Services Division who will work with other staff as appropriate to gather and consolidate information on the status and adjustments to action steps in the Plan.	Ongoing	Recreation Division Staff	Staff Time	
Action Step # 66:	Prepare a Master Plan Update at the end of the first five years of the 2008 Recreation Master Plan.	Medium Term	Recreation Division Staff	\$50K	Estimated cost based on anticipated scope and, to a degree, timing.
Action Step # 67:	Prepare a <u>new</u> full Recreation Master Plan to begin in approximately 2018.	Long Term	Recreation Division Staff	\$100-\$150K	As above

9.3 Financial Implications

The vast majority of Recreation Master Plan action steps do not have associated capital costs, or do not have specific costs identifiable in the scope of the Master Plan⁴⁹. Most of the action steps have implications for staff time and we do not underestimate the significance of this. While some action steps reflect a continuation of existing directions many of those identified as having implications for staff time are new directions. Whether these can be accommodated within existing complement must still be determined by staff and management themselves, with or without external support. Action step # 18 provides a cost for this activity.

Costs noted in this Master Plan are based on fairly high-level estimates, using information from other communities, and/or the consultant's experience. Where costs are associated with studies and plans they reflect recently completed similar studies. Studies can differ widely in scope and client expectations, creating fairly large cost variations. How recently other studies (e.g., a full master plan) have been completed (thereby providing more current data that can be used and not replicated) also affect study scope and budget. For study/strategy costs the costs noted here are guidelines. This is particularly the case for action steps that are farther in the future.

We strongly recommend that prior to preparing an RFP for these studies, cost guidelines are updated. Most consultants are willing to provide clients and potential clients with information on the cost to complete various types of studies and plans and to share information regarding costs of recently completed plans and their associated scope. For architectural and landscape architectural plans provincial and national associations typically advertise typical fees, which can also assist in identifying costs for your budget purposes.

9.3.1 Additional Study Costs

Total study costs for the short to medium term period are approximately \$175,000 to \$245,000. Medium term costs for studies recommended reflect approximately \$100,000 to \$150,000. Long term costs for studies equal another \$100,000 to \$150,000.

9.3.2 Capital Development Costs

Three action steps with associated capital costs are recommended in this Plan. In the Immediate-Term (2009) development of a playground in the Royal Road Park to support the development of a recreation hub for the area is recommended at an amount of approximately \$100,000. During the Short to Medium-Term purchase of a temporary artificial turf surface to create an indoor soccer field when ice is out is estimated at a 2008 cost of \$100,000. The largest capital item is a second indoor aquatic facility identified in the medium term at \$8-\$10M. Also in the medium term a second permanent artificial turf sport field is estimated at a cost of \$1.5-\$1.7M.

With the exception of the aquatic facility (Action Step # 47) no capital costs for indoor recreation facilities have been noted although action steps 42, 44 and 45 recommend development of feasibility studies in the short to medium term,

⁴⁹ For example the master plan recommends and costs feasibility studies associated with specific areas of the City, which may in turn result in a recommendation to build a facility. However, until the feasibility study is done the type of facility, whether a facility is needed, where it should be located, and when if at all it should be build, will not be known. Therefore only costs for the feasibility study can be identified in this Plan.

medium term and medium to long term respectively. Each of these could result in development of a recreation hub. Based on: (1) capital costs for multi-purpose community recreation centres in similar communities, (2) the assumption that these facilities will not include arenas, and (3) the assumption that, with the exception of possibly the central Fredericton recreation hub (action step # 43), none will include an indoor pool – and the indoor pool cost has been identified in this Plan, capital costs for recreation hubs in the order of \$5-\$10M for each of these facilities can be anticipated⁵⁰. However, we believe it is premature to identify those costs in the absence of a feasibility study, and they have not been included in this Plan.

For those action steps that have associated capital costs (i.e., Action Steps 52, 47, and 51) costs provided are based on information available in 2008 from recently tendered projects. We have seen significant escalation in facility development costs in recent years. This is often attributed to significant development in global markets that has increased the cost of steel, cement and other building materials. Construction costs are also influenced by local labour costs and availability. For these reasons the costs noted should be reviewed and revised annually, particularly for initiatives that are several years or more in the future.

It should be noted that this Plan is very much in support of partnerships and while order-of magnitude capital costs are given for several projects this should not be interpreted as City costs alone. In other words these costs could and perhaps should be shared among partners.

⁵⁰ The budget amount noted is for general multi-purpose space, active living, and perhaps gymnasia space only. Should the feasibility studies which are recommended to precede any development identify other facility components, or if one of the City's partners wishes to add components to the facility these costs would be in addition to the very high-level cost noted for multi-purpose space. No additional arenas are recommended during the life of this Master Plan and an indoor aquatic facility has been identified separately.

Table 9.2 Action Steps with Capital Cost Implications

Projects	Immediate Term 2009	Immediate, & Short to Medium Term (2010 – 2012)	Medium Term (2013 – 2016)	Medium - Long Term (2017 – 2018) in some cases beyond
Action Step # 64: Development of Playground Royal Road Park	\$100,000K			
Action Step # 18: Operational Review of Staff allocation and resources				
Action Step # 28: Development of an Older Adult Strategy.				
Action Step # 42: Feasibility Study for recreation hub in central Fredericton.		\$275,000-\$340,000 (\$175-240K Study Costs, \$100K Infrastructure)		
Action Step # 52: Acquisition of temporary/removable artificial turf floor.				
Action Step # 54: Comprehensive sport field strategy				
Action Step # 44: Recreation Hub for Royal Road area of City			\$9.65M - \$10.85M (Primarily Infrastructure) <i>Some additional infrastructure costs may come from feasibility studies</i>	
Action Step # 47: Indoor aquatic facility				
Action Step # 51: Second Permanent artificial turf sport field				
Action Step # 66: Recreation Master Plan Update				
Action Step # 43: Feasibility Study for growth area				\$150K - \$200K (all represent Study Costs)
Action Step # 67: Full Recreation Master Plan				
	\$100,000	\$275,000-\$340,000	\$9.65M - \$10.85M	\$150K - \$200K

9.3.3 Summary of Capital Costs by Year

Table 9.2 summarizes action steps that carry identifiable costs for studies or capital development. Items identified as Short to Medium-Term projects (2010 – 2016) carry some flexibility for both staff time and cost. This estimated timeline should be assessed in greater detail and within the context of the City and Department's priorities over the next five or six years.

The Steering Committee and Finance Staff reviewed the projected cost implications of the Recreation Master Plan and provided the following input.

They noted that during the medium term, if all costs were borne by the Municipality, the result of borrowing would be equivalent to an additional 1.8 cents per year on our current city tax rate - with costs phased over a five year period. The City is currently dealing with a number of major initiatives. For example, the recently completed Willie O'Ree

place, out door pools, planned construction of the Grant & Harvey Centre, and new fire stations to mention some of these major initiatives. The City has limited reserves capacity to put significant municipal funding toward additional infrastructure and partnerships will be critical to offset costs. Some funding may be available from various other levels of government, although there are current applications into this fund that may have priority. Some of the gas tax money currently received is being used towards recreation, although that fund is geared more toward water and sewer projects. In the future the City will have heavy commitments in this area.

In addition to the specific capital costs noted in the Recreation Master Plan the potential for additional costs are alluded to in the context of feasibility studies for future indoor recreation facilities. In addition the City is or has recently prepared other master plans that will have financial implications (e.g., the Transit Master Plan, Trails/Bikeways Master Plan, Riverfront Master Plan). These will all require large capital dollars over a 20 year period. The Finance Department is currently working on a master plan of all the master plans to create a long term financial strategy that will work in conjunction with our corporate and strategic plans.

Staff note that there are currently no recreation specific municipal reserve funds. Past and current reserves have been utilized for recent major capital projects (i.e., Willie O'Ree place and outdoor pools). Current surplus/reserves have been designated. The City is also experiencing additional operational financial stress due to the volatile fuel prices, additional operational costs for new facilities and of course increases for asphalt, cement, steel, etc.

The Recreation Master Plan will be phased in over a number of years. There are minimal capital cost projections during the early years of the Plan. Much of the initial activity will be staff focused, by which we mean they will take staff time but not significant additional dollars. Activities such as policy development, revisions to the ISO procedures to put them in line with new directions of the Recreation Master Plan, and continuing work to create strong partnership foundations, are short term priorities of the Plan.

9.3.4 Possible Non- Municipal Funding Sources and Options

A review of the Provincial Government website for the Department of Wellness, Culture and Sport indicates that there are no large scale infrastructure programs available at the current time.

Each of the funding programs noted below have program specific application processes. None are specifically recreation oriented, and in the case of some there may be other priorities for their use. The following list is taken from various government web sites and is provided to suggest some funding options that the City may wish to consider. Most of these programs have time limitations and, particularly for projects farther out in the Recreation Master Plan's timelines, these programs may no longer be in place and/or new programs may emerge.

1. **Canada-New Brunswick Infrastructure Project**, This joint Federal/Provincial program directs funds toward infrastructure initiatives that are deemed (1) Communities Component and (2) Major Infrastructure Component. The Communities Component is available for infrastructure investments in communities with populations of less than 100,000. The focus of the first intake (as of July 2008) will be water, wastewater infrastructure and capacity building. Projects will be selected by a federal-provincial committee through a competitive process. The Major Infrastructure Component will support larger-scale projects, particularly public infrastructure projects that have a

national or regional impact and generate significant benefits in terms of a growing economy, a cleaner environment or stronger communities. The Atlantic Canadian Opportunities Agency (ACOA) is responsible for the Canada Infrastructure Program in Atlantic Canada.

2. The **New Brunswick Climate Action Fund (ecoTrust)** provides financial support for eligible projects that support the emissions reduction objectives outlined in the New Brunswick Climate Change Action Plan. Projects must result in greenhouse gas and related air emissions reductions and/or avoidance of future emissions in support of the New Brunswick Climate Change Action Plan.
3. The **New Brunswick Environmental Trust Fund** provides assistance for action-oriented projects with tangible, measurable results, aimed at protecting, preserving and enhancing the Province's natural environment. There are six categories of projects eligible for financial assistance being: Protection, Restoration, Sustainable Development, Conservation, Education and Beautification.
4. **Green Municipal Fund (GMF)** was established by the Government of Canada in 2000 budget to stimulate investment in innovative municipal infrastructure projects. The Fund supports partnerships, leveraging both public and private sector funding to encourage municipal actions to improve air, water and soil quality, and to reduce greenhouse gas emissions.
5. **Aboriginal Affairs Secretariat Grants Program 2008-2009** is intended for applicants to carry out small-scale, non-profit projects/initiatives of a social, cultural, and educational nature to help improve the government's relationship with First Nations communities and Aboriginal organizations.
6. The **Gas Tax agreement** will provide \$146 million to be dedicated toward environmentally sustainable municipal infrastructure in New Brunswick. These investments will result in significant environmental benefits, such as cleaner air, cleaner water or reduced greenhouse gas emissions. Municipalities will each receive an annual allotment of dollars whereas the Province, through the Department of Local Government is responsible for the services in unincorporated areas. Eligible project categories include water, wastewater, solid waste management, public transit, community energy systems, active transportation infrastructure and capacity building.
7. **Efficiency New Brunswick** promotes the design and construction of sustainable high-efficiency buildings in the province of New Brunswick through the Start Smart New Commercial Buildings Incentive Program. The program provides financial incentives to offset the costs associated with designing sustainable high-efficiency buildings based on estimated annual energy savings.

In addition to these possible sources noted above community partnerships are strongly supported by this Master Plan. Major infrastructure projects including the aquatic facility and the second artificial turf field are prime candidates for funding partnerships.

Indoor soccer facilities and artificial outdoor fields are increasingly built through partnership arrangements throughout Canada. The City of Edmonton for example, has at least four indoor four-plex soccer facilities built on City parkland but entirely funded by and operated by the Edmonton Soccer Association. While the City of Edmonton with almost 1 million residents is far larger than Fredericton the model remains an excellent one. Numerous smaller municipalities have developed similar models to provide indoor soccer facilities and outdoor artificial turf fields.

The City of Fredericton's current indoor pool is also a model worthy of repeating, on the condition that day-time hours are not restricted by the partnership.

There are an increasing number of YMCA/municipal partnership examples across Canada demonstrating a wide range of agreements – each of which has merit and is worthy of review. Agreements for University and Municipal arrangements are also in evidence (e.g., University of Windsor and the City of Windsor ON has a 20⁺ year agreement for an indoor field house and gymnasium). Similar arrangements can be found in other municipality and university environments.

The Action Steps of this Master Plan provide direction to both pursue viable partnership arrangements and to put in place communicate the procedures that will support those directions.

9.4 Implementing the Master Plan

This section includes discussion related to (1) how the Plan should be monitored and (2) how the Plan should be communicated.

9.4.1 First Steps

The Recreation Master Plan serves two key functions. First, it provides a framework for future service delivery – the focus of services, the way services will be provided, priority markets etc. This framework created the context for the strategic directions and the action steps identified in this Plan. Over the course of the ten years this Plan will be the City's guide for recreation services. Other initiatives and needs will of course be brought to the City's attention. The Recreation Master Plan does not identify all possible action steps. It is intended to assist the City to make decisions on initiatives as they arise.

Secondly, the Master Plan does identify some very specific new directions and models. While some of the actions recommended in this Plan are in place now, and others are adaptations to current practices, some will be entirely new. The City should review its current ISO procedures and policies, the directions of its Municipal Plan, and other formal documents as appropriate, to bring these in line with the directions of the Master Plan.

Much of the Master Plan, certainly the large majority of the immediate and short-term action steps are of this nature. The first steps of the Recreation Master Plan are not significantly associated with capital development but rather with refocusing the organization to meet the needs identified in the Plan.

9.4.2 Monitoring the Master Plan

Each strategic direction includes one or more action steps. As noted earlier these are not the only initiatives that can support a particular strategic direction. Over the course of this Plan (approximately 2008-2018) new opportunities and needs will suggest and contribute additional action steps. A formal, annual process, tied to the annual budget activities, is an appropriate way to monitor achievement of various action steps, to identify additional actions, and to update cost projections based on the economy and market at the time.

The annual monitoring and reporting process should identify which action steps have been achieved, where new related initiatives have been undertaken, where timing has been adjusted and why.

The information gathered for the Master Plan provides the City with current data on facility (indoor and outdoor) availability and use, program utilization, service demand etc. Several of the action steps in the Recreation Master Plan provide direction to maintain participation records and facility and program requests that may not be accommodated as a way to track demand. Use of the City's CLASS registration and facility booking software can be programmed and used to assist these objectives.

It is beyond the scope of the Master Plan to assess the appropriateness of existing staff resources to accommodate the strategic directions and action steps of this Plan. Several action steps provide suggestions to monitor staff resources with an understanding that these will be critical to the ability to implement the many action steps of the Master Plan.

SD –Imp-001: The Directions of the Recreation Master Plan will be monitored regularly with at minimum annual reporting of the achievement and adjustments to action steps.

Action Step # 65: Responsibility for annual monitoring and reporting of the status of the action steps in the Recreation Master Plan will be assigned to a staff within the Recreation Services Division who will work with other staff as appropriate to gather and consolidate information on the status and adjustments to action steps in the Plan.

Action Step # 66: Prepare a Master Plan Update at the end of the first five years of the 2008 Recreation Master Plan.

Action Step # 67: Prepare a new full Recreation Master Plan to begin in approximately 2018.